

University of Fort Hare and University of the North in the context of the National Plan on Higher Education and the Integrated Development Strategy

A Case of Two Universities



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University of Fort Hare
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Report on the

University of Fort Hare and University of the North in the context of the National Plan on Higher Education and the Integrated Development A Case of Two Universities

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Submitted by the **Human Sciences Research Council**
and the **University of Fort Hare**
and the **University of the North**



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Executive Summary

Background, Purpose, and Objectives

The project of which this report forms only a part has its origins in the concerns of top South African educationists about the role higher education plays in moving the new democracy forward towards the achievement of national goals. The report itself focuses on what needs to happen in two historically black universities (HBUs) – the University of Fort Hare and the University of the North - for them to improve their capacity to contribute to South Africa's vision of education for national development and to the upliftment of the rural communities in which they find themselves.

Two of the key objectives of the project were to construct a developmental framework linking each university to a local support environment comprising business, community, and government networks and activities; and to work with the leadership of the universities on the effective institutionalization of the developmental framework

A Challenging Role for the HBUs

To say that the University of Fort Hare and the University of the North (UNIN) "find themselves" in particular rural locations is not overstating the way Grand Apartheid relegated certain of its tertiary institutions to remote parts of the country where they could behave themselves, quietly, in accordance with its dictates. This remoteness was more than geographical; it was social and institutional and had long-term implications for the ability of these institutions to keep up with the changing national requirements from higher education.

The report is boldly unambiguous in the way it represents the challenges faced by HBUs today and the energy and effort needed for them to meet these challenges. From being fixed academic institutions, offering a diet of unaltered academic programs, and dishing out the odd uncoordinated service project to the local community these universities are no longer entitled to the remoteness they were allocated in the past; they need to become central to the new national vision for higher education in South Africa and vigorously address the serious social and education and training needs of their own communities.

The National Plan for Higher Education and the Integrated Rural Development Strategy

The degree of preparedness of the University of Fort Hare (UFH) and the University of the North (UNIN) to be committed and successful tertiary institutions is measured in this report in the context of two recent pieces of legislation: the *National Plan for Higher Education (NPHE)* of the Department of Education, and the *Integrated Rural Sustainable Development Strategy (ISRDS)* of the Department of Provincial and Local Government.

The first of these, the NPHE, sets out a range of outcomes for institutions of higher education to aim for. These include increased participation rates and graduate outputs, a broader student base, changed enrolments by field of study, enhanced cognitive skills for students, increased postgraduate enrolment and outputs, program and institutional collaboration, and new institutional and organizational forms. Together these outcomes provide a base for innovation within the ambit of national policy.

At the local government level, the ISRDS is a strategy that represents a new stage in South Africa's efforts to improve the well being of the rural poor. The issues identified in the strategy could form the basis for coordinated efforts within the HBUs and between HBUs and various community and institutional

partners to address rural economic growth, sustainable development, and the establishment of rural safety nets, all of which form part of the strategy.

The Two Situational Analyses

Chapters 3 and 4 respectively present a situational analysis of UFH and UNIN in terms of the NPHE, whose stated outcomes for institutions of higher education apply directly to both universities. The analyses also look at how the two universities are placed in terms of the ISRDS, whose call to organized upliftment of the rural poor can best be answered by the leadership and capacity of institutions for which rural poverty is a felt reality.

Each analysis is the culmination of data gathered at the two universities through desktop reviews, covering relevant historical documents dealing with the strategic reorientation processes and documents having direct relevance to the institutions' mandates. As important as the document reviews were the structured interviews and interactive sessions held with key regional and provincial players, key institutional players, and the key national and international players who might have been able to provide insights into linking marginalized institutions to their environs.

A Legislative and Philosophical Framework for the Two Analyses

The chapter preceding the two situational analyses - Chapter 2 - describes the national legislative framework that supports the mandate that has been given to the country's tertiary institutions. The South African Constitution, as the main structure in the framework, comprises powerful guiding principles for individuals and institutions to effectuate their missions and visions in the post-apartheid era. The Reconstruction and Development Programme (RDP) set out

a coherent socio-economic policy framework seeking to mobilize both people and resources towards social and economic redress and the building of a democratic, non-racial and non-sexist future. With social imperatives set out this clearly in national policy documents the priorities of these two institutions could not be clearer.

The same chapter discusses the philosophical issues that have a direct bearing on how the HBUs should position themselves to best tackle their future. One of the most pressing of these issues is globalization, the effect of which is to force universities such as Fort Hare and the University of the North to innovate and be counted among the best in terms of global entrepreneurialism. In the face of the desperation that globalization as an added challenge could give rise to, the report advocates that the two HBUs be creative, and identify new parameters for rethinking their present role and future functions. Another philosophical issue is the much needed reconceptualization of the meaning of developmentalism and development studies away from the typically Western view of the "undeveloped world" as a series of target groups waiting to be "developed" along the rigid lines taken by Europe in earlier days.

Findings and Recommendations

The final chapter of the report compares and contrasts the findings from the two universities, locates the sources of achievement and failure, and analyzes each of these sources with the intention of providing some recommended strategies to deal with obstacles to meeting the requirements of the NPHE and the ISRDS.

Both universities can count among their achievements a steady shift in student enrolment away from the humanities towards science and commerce and concrete attempts to diversify academic programs to make them more responsive to local and provincial needs. What remain as institutional

challenges at both UFH and UNIN are the low output of published research and the absence of an aggressive approach towards recruiting students from SADC countries, women, and students with disabilities. As far as rural development projects are concerned, neither university has a sustainable and integrated program in place.

Many of the findings point to the dissimilarities in approach of the two institutions. For example, direct involvement of the top management of UFH has resulted in increased graduate enrolments. At UNIN, undergraduate enrolments have increased, but a high dropout rate from initial degree courses means that the number of graduate enrolments has remained static. In general terms, of the two universities UFH is better at implementing new strategies. UNIN appears to take too long over planning strategies but does manage to produce adequate documentation of these plans.

The Impact of the Institutional Mergers

The NPHE's proposal of a reduction in the number of regional higher education institutions (but not of delivery sites) comes into effect on 1 January 2004. UNIN and the Medical University of South Africa (Medunsa) merge to become the University of Limpopo, and Fort Hare incorporates the East London campus of Rhodes University.

Debate about the likelihood of success of the mergers is at the top of the agenda for all those South Africans who have been tracking the changes in higher education since 1994. Education journalist David Macfarlane, writing for the final 2003 edition of the *Mail&Guardian*, describes the impending changes in institutional shapes as: "the most sweeping education revolution the country has ever attempted, and one of the largest the world has ever seen".

The view expressed in this report about the mergers is pessimistic as regards UNIN, where a lack of consensus about the transformation process among the staff remains an outstanding barrier. Also, constraints at both institutions make the chances of building academic, administrative, and financial capacity at the newly created University of Limpopo slim. The report views the merger of Fort Hare and the East London campus of Rhodes with cautious optimism. The staff and other stakeholders at Fort Hare show an all-round commitment to the transformation process currently underway. However, the institution has significant backlogs in maintenance of infrastructure for administrative, academic, and research support. For the new Fort Hare to succeed these backlogs and other resource and capacity challenges will need to be confronted head on.

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Chapter One: Introduction

The University of Fort Hare (UFH) and the University of the North (UNIN), as products of South Africa's history of apartheid, became structurally marginalized through under-funding, the discouragement of research, and the removal of potential and emerging leadership. If their past was characterized by a state of intellectual siege, their future given the democratic dispensation should surely be pregnant with emancipatory possibilities.

For this reason the present project was conceived to investigate and design a framework that could link the two rural-based universities with their respective socio-economic habitats. It sought to enable the institutions to respond to the major challenges relating to institutional isolation and structural dislocation from a local support environment.

The project's intention was to help the institutions evolve a developmental framework that could link them to local business and community and governmental networks and activities, and lay the basis for effective institutionalization of such a developmental framework.

A central concern in initiating the project was the question of where these institutions are now and how they could begin to rethink themselves as they deal with the damage of the past and attempt to forge a viable way forward. It is here that the long-term survival of the HBUs (historically black universities) may depend as much on financial resources as on the creativity they can exhibit in rethinking their place within a context of transformation and change. The reasons for the change are both internal (i.e. within South Africa) and external

(i.e. brought about by global forces). Whatever the sources of the change, it is clear that HBUs cannot merely reiterate their disadvantaged past.

Instead, they will have to problematize and examine their very existence within a set of interlocking factors only a part of which speaks to historical antecedents. Their geo-social location in communities that are part of a national, continental and global map, for instance, requires investment in clarifying how, as higher education institutions, they should equip themselves to respond to and re-shape it.

The summaries of the situation analyses of the two institutions demonstrate the distance that most institutions still need to go in rendering more visible the possibilities of innovating for survival and socio-economic development. In response to this need, a concept paper that attempts to explicate some parameters of this trajectory entitled: HBUs in an Integrated Development Paradigm: Social Responsiveness, Survival and Innovation was commissioned by this project. The paper sketches broadly the potential starting points for taking innovative action within a developmental paradigm for HBUs and universities more generally.

This submission covers only the actual realities of the universities as they appear at institutional level.

1.1 University of Fort Hare

On the initiation of this project, the university chose a participatory approach as a way to ensure that dialogue with various actors and initiatives would be geared towards understanding the broader questions around the developmental objective underpinning this project. However, it soon became apparent that the different stakeholders did not easily understand the actual idea of participation and dialogue around new directions for a university. Responses to invitations were therefore rather poor. What is more, some of the documents needed for the research were difficult to come by as they had not

been kept and others had already been deposited into archives. Both these situations negatively affected outcomes

Documentary reviews reveal a rich history of the university stretching back to 1878 and to the formative years of the discrimination processes, the profile of the students during that period, the mixed educational outcomes of the period, responses of students to trends and practices, and the institutional changes that were effected over nearly 100 years of history. By the early 1990s, the combination of Fort Hare's strong anti-apartheid credentials and national political changes promised to offer the institution a unique opportunity to recast its role within a changing society.

The Review Report (1999) and the Strategic Plan (2000) brought out a number of recommendations as to the institution's way forward. However, new demands on tertiary institutions to redefine their role in relation to the provision of knowledge and skills required for the emerging democracy also cast Fort Hare deep into the heart of the question of "development" and the developmental challenges of society.

In this regard, challenges that have been identified include the strengthening of management and leadership of the institution; managing the potential conflict between the twin objectives of maximizing access and ensuring financial viability of the institution; quality management; and the poor resource base. However, the university counts among its assets the passion of staff members, their loyalty and dedication, their commitment to transformation, the brand name of the institution, the biodiversity-rich environment of the university, goodwill from both national and international stakeholders, and its academic programs (including some "nodes of excellence").

The university's leadership, management, and governance issues during the past decade, financial, enrolment and assets and liability trajectories are traced exhaustively. Several issues emerge that are telling about the substantive

challenges that the institution faces. Key weaknesses include an inadequate capacity to respond to internal and external pressures as a result of inadequate staffing, poor orientation of staff members, weak retention capability of the university for senior members of staff, and weakness in the knowledge production and innovation function (resulting in the university's inability to play a leadership role in research and development).

With regards to the local habitat, extensive GIS-based (Geographic Information Systems) data outlines the institution's spatial influence on the surrounding areas, and some socio-economic indicators and employment and population profiles are given.

The university's partnerships with other educational institutions, government, and the corporate sector are relatively undeveloped and there is no coherent view as to the nature of these partnerships. In the university-local community axis, some steps have been taken towards closer engagement with the socio-economic issues that inhabit the catchment area. The Fort Hare Integrated Development Plan developed in partnership with the Alice Municipality involves the provision by the university of administrative and technical support to local Trusts through the Community and Business Center based in the Vice Chancellor's office. The potential for expanding this model to a system-wide string of initiatives is yet to be explored.

1.2 University of the North (UNIN)

UNIN traces its history back to 1959 and what the report refers to as the "early years of the entrenchment of Afrikanerdom". The situation analysis proudly counts the outstanding leaders among the black scholars, business people and intellectuals that emerged from the university despite hardships. The consequences of the difficult circumstances for institutional development are sketched up to the post-1994 period. The analysis also shows how the years

after 1994 became notorious for the high turnover of leadership and the consequences of this for an already structurally fragile institution.

UNIN acknowledges the historical legacy that has defined it and its continual search for meaning and means of survival as the country's education landscape and its immediate environment have transformed. Factors contributing to the university's present crisis include the lack of a new vision and implementation of government redress policy, non-adaptability to changing dynamics in society, and low academic and management capital.

Underpinning the above factors is what emerges as a central imperative for all HBUs: the urgent need for re-imagining their role in a manner to evoke clear responses from the administrative, governance and academic sub-systems of the university in support of such a mission. The report states that the reshaping of institutional vision and strategic orientation is something that should be undertaken by institutional leaders willing to explore the new possibilities that the evolving society opens up. Certainly, the call to action implied in such a statement applies to UNIN as well.

UNIN's approach to the project was to review numerous documents, hold workshops and enable interviews to be conducted. A mapping of the situation of UNIN in the context of the National Plan for Higher Education (NPHE) was produced with very challenging outcomes. The university's vision remains one of an institution striving to be a quality institution of higher learning and critical reflection, innovative and responsive to change. The mission encompasses the achievement of scholarship, professionalism, and community renewal amongst staff and students. To its credit, it can be said that many in the university are well aware of the importance of urgently operationalizing this interface with the local environment. But the bridge is still a distance away.

While some changes are being experienced in fields of study - especially in management, information technology, and natural and health sciences - most of the benchmarks in the NPHE (such as graduate output, expanded funding formula for students, recruitment from SADC countries, postgraduate enrollment, research emphasis, active partnership with business and private sector, and equity in access and retention) reveal generally unsatisfactory results.

Considering the extent of the poverty and the need for skills development in the province, the university should also be spearheading the implementation of the national Integrated Sustainable Rural Development strategy (ISRDS) and, by extension, be benefiting directly from the enormous financial benefits that could accrue from such direct involvement. Thus, although UNIN plays some role in some poverty alleviation programs such as Onyika, such involvement is not part of an institutional strategy. Neither is it methodologically evolved in terms of the university clarifying for itself key drivers of the ISRDS, such as "sustainability", "integration" or "rural development".

Without this priority first step, it will not be easy for UNIN to have a "roadmap" to take its mission and vision anywhere. For this reason one major contribution that this project has arguably made is to take the universities one step back (so to speak) and provide a conceptual outline of key tenets that could assist them initiate the intellectual process of identifying new points of departure for developing strategies for social responsiveness, survival and innovation within the context of an evolving South Africa, Africa, and the world at large.

1.3 Historically Black Universities and South Africa's History: Past and Present

Like many other facets of black South African society, the historically black universities' (HBUs) experience of apartheid was the endurance of a state-planned strategy to imprint white supremacy and privilege, and inculcate permanent black inferiority and impoverishment. By creating ethnic-based universities and removing them from catchment areas that contain modern infrastructure, eliminating emerging leadership within these institutions, denying them research infrastructure, and subjecting them to chronic underfunding, the apartheid state succeeded in entrenching the most pernicious form of institutional marginalization imaginable. This marginalization effectively demented these institutions and stunted their growth paths.

Martin Carnoy¹ in his book *Education as Cultural Imperialism* argued that as an equalizer of opportunity and agent of social mobility and change, schooling (read "education") *does* serve as a means to a higher status for a small percentage of the poor, and may contribute to dissent and original thinking which end up as powerful forces of societal change. But these, according to Carnoy, *are not* the primary purposes of the school system. Rather, they are by-products of schooling, which occur as it attempts to achieve its main function of transmitting the social and economic structure from "generation to generation" through pupil selection, defining culture and rules, and teaching certain cognitive skills.

In the context of apartheid South Africa, education became noted precisely for this dual function. Unhappily for the regime, in spite of its intentions, education did a lot of what it was not supposed to do: i.e. create critical thinkers and - even worse - true revolutionaries! Within the education sub-system of apartheid, black people had to struggle individually against the pedagogical

¹ Carnoy, M., 1974, *Education as Cultural Imperialism*, New York, David Mackay Company Inc., pp:13.

tenets of a system bent on their impoverishment, and struggle at a collective level against the socio- economic and political consequences of the larger system.

What one experiences in reviewing the situation in the HBU almost nine years after the new dispensation is the degree to which the residual effects of apartheid still threaten to hold these institutions captive. Indeed, the challenge of creating alternative visions has itself become extremely problematic as effects of, and confusion arising from, the structural dislocations of that system still continue to impinge on the daily lives of those affected.

Adding insult to injury, globalization, the prevailing whirlwind into which the post apartheid South Africa was tossed as a newborn state was not one to be relied on in inculcating a culture of empathy for the weak. This Janus-faced phenomenon that gives generously to the strong and leaves the weak to feed on the crumbs contains a chilling parallel to the apartheid system itself, and threatens at its core the vision of development South Africa has promised to its citizens well into the new dispensation.

To illustrate, globalization practices such as entrepreneurialism, managerialism and privatization increasingly evident in the higher education domain affect institutional life by shifting accountability towards the needs of sponsors rather than the fulfilment of grassroots development. As the dominant model of institutional innovation, these practices are in direct tension with the collegial ethos and democratic institutional governance that had been a hallmark of many institutional systems, and tend to marginalize concerns about community development, equitable social renewal, and the public good: bad news for constituencies in South Africa that had been already weakened by the apartheid system.

The global university system into which post-apartheid higher education institutions were thrust was one affected by monetarist fiscal constraints, and dominated by university-business partnerships and merit awards that are being interpreted in terms of entrepreneurial activities. For fairly good reasons, the new university system has been likened to "academic capitalism" in which faculties and disciplines far from the market are marginalized and intellectual property rights are commodified.

It is within this dual context of deep historical racist mal-development, on the one hand, and the "survival-of-the-fittest" ethos, on the other, that HBUs find themselves being called upon to "compete", innovate, and stand up and be counted among the best. At the same time, it is precisely within this dual context that this present project of envisioning HBUs within an integrated development framework, calling on them to be inspired and to innovate in spite of history, should be seen.

In other words, the structural problems of the past have to be read through the contemporary lens of globalization, a process that threatens to exacerbate inequalities, erode social bonds, enfeeble cultural wealth and deter long-term thinking². On the other hand, however, premium investment should be put on identifying new opportunities for rupturing the vicious cycle of desperation and deprivation. As such, it is argued here, that some of the challenges this posits do not call merely for more money. The HBUs have to think creatively, identify new parameters for rethinking their present role and future functions in the new South Africa.

² Lionel Jospin, cited in Currie, J., & Subotsky, G., 2000, *Alternative Responses to Globalization from European and South African Universities*, (in Stromquist N.P & Monkman K. *Globalization and Education: Integration and Contestation Across Cultures*. New York, Rowman and Littlefield Publishers Inc., pp:123), pp: 129-130.

1.4 Dealing with Undeniable Facts of Injustice in History

When one views and reviews what happened to black people during the apartheid era, it is in part an effort to ensure that it remains in our active memory. As the issues become universal questions, not only can appropriate political action be brought to bear, but also scientific rigor can be applied to them. In this way, present and future policy nooks within which the bad past can incubate and fester long after national Constitutions have been promulgated are exposed in an on-going manner. This is part of what can be seen as continued protective or defensive action "against" the bad and the evil of the past. It should continue.

But when we transcend the discredited values connected with the past, we do not only retain those facts of history³. Turning the facts of history into starting points for present and future action carries with it a tremendous catalytic and empowerment propensity, especially for the "wounded" as they become the "wounded healers"⁴ and innovators. Once the pain takes on a revolutionary relevance, recalling the facts of the past does not mean telling the old story over and over again. Rather, it opens channels through which people can discover themselves and find vantage points from which to give new meaning to whatever developmental provisions in legal frameworks (such as the Constitution) have been made available to them.

It is part of a compassionate but strategic evolution through contemplation during which the outer voice of possibility meets the inner voice of disenfranchisement. Significant connections are then made between the pain and the creative impulses essential for the transcendence, which then become the very touchstones of healing and creativity. Plainly put, it is only by

³ Baier, A., 1994, *Moral Prejudices. Essays on ethics*, Cambridge Massachusetts, Harvard University Press, pp:26.

⁴ Nouwen, H., 1972, *The Wounded Healers*, Doubleday.

embracing the profound agony both politically and intellectually that we can begin the process of "turning the monster on its head", so to speak, with a force that can sustain a steadfast momentum in support of the new directions. It is a process that can enable those who have been victims recover the basis for their full citizenship and participate in the Freirean project of "naming the world"⁵.

In terms of contemporary history and the forces that are shaping it, such as globalization, the response of universities depends on a range of interrelated factors, including the political economy of the particular country, its position in the global economy, its national culture, the structural features of the particular higher education system, and individual institutional mission and vision.

In fact, the universal concerns arising from the challenge of globalization that should be clearly analyzed and articulated within HBUs include questions raised by Currie and Subotsky such as: How can the broader social purpose of higher education be maintained in the face of increasing globalization practices? What organizational arrangements, especially regarding internal governance and external responsiveness, will provide the basis for maintaining concerns for democracy, social justice and community development?

In order for any institution to promulgate a well-anchored vision, it ought to consider the legislative provisions available to it via the national Constitution or other major policy frameworks. Some international collaborations can also be gelled together by turning to policy frameworks shaping international development. These provisions serve several purposes simultaneously. Within national boundaries, they provide safety and security for the institution in terms of basic guarantees of rights and responsibilities of the state towards its citizens (i.e. the same citizens that the institutions are trying to serve as well).

⁵ Freire, P., 1972, *Pedagogy of the Oppressed*, London, Penguin Books.

They also provide parameters for articulating missions and visions and the basic tenets upon which faculty-level decisions as to curriculum, research focus and outreach strategies may derive content. Apart from this, they provide points of departure in defining collaborative research activities with regional and international institutions. But most of all, they illustrate concrete examples of one key stakeholder - the state - acknowledging the pain of the past, but transcending it by giving concrete and innovative content to its preferred strategies for shaping South Africa's destiny.

The following section describes briefly some of these Constitutional and policy provisions.

Chapter Two: The Historical, Legislative and Philosophical Settings for Change

2.1 South Africa's Efforts to Tackle Historical and Contemporary Challenges

2.1.1 *The South African Constitution as a National Framework for Equity and Human Rights*

The Constitution of the Republic of South Africa has been hailed as the most liberal constitution in the world, and not for nothing. As the supreme law of the land, the Constitutional promulgation with regards to human dignity, the achievement of equality and the advancement of human rights, non-racialism and non-sexism has very few parallels.

It recognizes the injustices of the past, honors those who suffered for justice and freedom, urges respect for those who worked to build and develop South Africa, promotes diversity, and underlines its commitment to universal adult suffrage and a multi-party system of democratic government to ensure accountability, responsiveness and openness. Above all, the Constitution was adopted to heal the divisions of the past and establish a society based on social justice and fundamental human rights; lay the foundations for a democratic and open society; improve the quality of life of all citizens and free the potential of each person; and build a united South Africa able to take its rightful place as a sovereign state in the family of nations.

These statements contain powerful guiding principles, especially for those who have been trodden upon, and they can form the springboard for individual

citizens and institutions alike to articulate and effectuate their missions and visions in the post-apartheid era.

2.1.2 The Reconstruction and Development Programme (RDP)

As a program drawn up following consultations and consensus within the ANC and its Alliance partners, the RDP represents a coherent socio-economic policy framework that seeks to mobilize both people and resources in South Africa toward the eradication of apartheid and the building of a democratic, non-racial and non-sexist future. It put forward proposals for an integrated and sustainable program that is people driven. Being "people driven" in the program is defined in terms of an active citizenry. Development is, therefore, not about the delivery of goods to a passive citizenry, but rather about active involvement and growing empowerment within a project of nation building.

The RDP integrates growth, development, reconstruction, and redistribution. Central in it is an infrastructure to provide access to modern and effective services like electricity, water, telecommunications, transport, health, education and training for all South Africans and to open up previously suppressed urban and rural areas. In turn, this would lead to an increased output in all sectors of the economy.

The RDP requires fundamental changes in the way that policy is made and programs are implemented: the people affected must participate in decision making. Democratization must transform both the state and civil society. Democracy, far from being confined to periodic elections, is an active process enabling everyone to contribute to reconstruction and development. In short, the RDP is an integrated program, based on the people, and that provides peace and security for all and builds the nation, links reconstruction and development and deepens democracy.

Although with time the RDP was replaced by GEAR, the spirit of the RDP remains central to the development strategy of South Africa.

From the perspective of HBUs the RDP is a crucial document for highlighting the redress, empowerment, democratization and people-centered focus in development. The methodological challenge posed by the RDP, i.e. active participation by all involved including the rural poor in decision making, provides for the interrogating of methodologies for implementing development strategies. Furthermore, the RDP makes possible discussions about the implications for its application at institutional and faculty levels, including for research and outreach.

2.1.3 The Growth, Employment and Redistribution Strategy (GEAR)

GEAR is a macroeconomic strategy adopted by the Department of Finance in June 1996 as a five-year plan aimed at strengthening economic development, broadening of employment, and redistribution of income and socio-economic opportunities in favor of the poor. GEAR remains government policy. Its key original goals were economic growth of 6% in the year 2000, inflation less than 10%, employment growth above the increase in economically active population, a deficit on the current account and the balance of payments between 2% and 3%, a ratio of gross domestic savings to GDP of 21,5% in the year 2000, improved income distribution, relaxation of exchange controls and reduction of the budget deficit to below 4% of GDP. Success has been recorded in particular with regards to the reduction of the budget deficits but not in reducing unemployment.

With its focus on economic growth, GEAR was felt by its critics to be too technocrat driven and to have an insufficient focus on people's participation. Nonetheless, precisely for its position on global economic issues, GEAR enables institutions to either interrogate economic development processes, or articulate its implications for local development processes (e.g. the Local Economic Development strategies – LEDs) through micro-level research or even

curriculum-level innovations. Some of the encouragement of global competitiveness could also stimulate critical and innovative thinking locally on issues that have global relevance.

2.1.4 The Integrated Sustainable Rural Development Strategy (ISRDS)

This is a strategy that represents a new stage in the nation's efforts to specifically improve the well being of the rural poor. It builds on attempts that were made during the previous six years as well as lessons learnt from relevant international initiatives. Its ideal is the attainment of socially cohesive and stable communities with viable institutions, sustainable economies and universal access to social amenities, and which are able to attract and retain people with skills that could contribute to growth and development. The strategy presents an opportunity for South Africa's rural people to realize their own potential and contribute more fully to their country's future. Capacity development at the local level and joint identification of local development needs are central to the ISRDS.

The issues identified in Section 2 of the Strategy - such as the diversity and complexity of rural areas and poverty in South Africa, rural development and urban-rural linkages, marginalization of rural agriculture, and the impact of HIV/AIDS on rural households - could form the base of initiatives within the HBUs and rigorous academic debates about the very elements of the ISRDS. These include "rural development", "sustainability", "rural safety nets", "empowerment", and the proposed "participatory approaches" to implementing rural development projects and programs. Some of these will be illustrated later in the document.

2.1.5 The National Plan for Higher Education (NPHE)

The National Plan of Higher Education represents a strategy for transforming higher education based on the visions and goals outlined in the White Paper 3, and indicates targets for the size and shape of higher education institutions in a

set of sixteen outcomes. These outcomes include increased participation rates and graduate outputs, a broader student base, changed enrollments by field of study, enhanced cognitive skills, increased postgraduate enrollment and outputs, program and institutional collaboration, and new institutional and organizational forms. They provide a base for institutional innovation within the ambit of national policy.

2.2 Giving Further Content to the Vision of HBUs in an Integrated Development Paradigm

2.2.1 *Searching for the Reconstructive and Developmental Function of Universities*

To begin with, South Africa must try to follow a "Third Way" complementary development path that accommodates both global and local redistributive concerns. This is because tensions from the broader macro-economic sphere are mirrored in the higher education domain, especially in terms of the contribution higher education makes to satisfying both global competitiveness and the basic needs of the poor majority.

It may be important for each university to take a step back and reflect on what it perceives as the role of the university in society. Is the destiny of the university, to supply society with graduates, services, new knowledge and innovation, and above all to do this on a short-term basis? It would appear, indeed, that in many instances the university has been reduced to the function of a repair shop or service station that is there to cope with the deficits of the mal-adjustment of society. Even worse, universities have to do this while competing with other areas of politics for state money.

From this point of view, it can be proposed (concurring with Currie & Subotsky and others), that to deepen their ability to for creative innovation, HBUs have to combine development-driven teaching and research and outreach with

curiosity-driven research that focuses on education rather than training in teaching. They should take the openings and development frameworks in policies as their springboard for survival. Innovation, strength and identity, however, have to reach beyond the mission of the state or society at a given time. Universities in general, and HBUs in particular, have to challenge society, and provide the motor for societal innovation by critical reflection and defining goals and targets for future development. It is in this act that "autonomy" can work for society by helping it define the potential good for society.

In order to do this, students should not be considered "users" or "consumers" as dictated today by the so-called "free market" ideology. To produce graduates who can take over responsibility for a nation's future, students should be treated as academic citizens. For HBUs, this means that their efforts have to go beyond the pains of the past and the challenges of the present to contemplate the future of society, and design and construct the desired pathway.

However, the big issue at stake is that if the basis upon which reconstructive community development can be institutionally operationalized is not explored, the goals embedded in major governmental frameworks such as the RDP and the ISRDS will remain unresolved and contradictory challenges. For, while numerous accounts in the literature characterize the new organizational and epistemological features of the "market" university, policy debates are relatively silent on the reconstructive development function of higher education. Economic development is represented extensively in literature, with political and social development significantly less discussed⁶.

It is for this reason that this project holds much promise as a response to this challenge. The designing and construction of the developmental and

⁶ Currie, J., & Subotsky, G., 2000, Alternative Responses to Globalization from European and South African Universities, (in Stromquist N.P & Monkman K. *Globalization and Education: Integration and Contestation Across Cultures*. New York. Rowman and Littlefield Publishers Inc. pp:123), pp:135-136.

reconstructive function of the university have to be elucidated, beginning with a critical sifting through the rubble, not so much of apartheid but of the broader paradigmatic questions about development, options around models open to planners, the lessons learnt from the application of some of these models and, finally, what some of the choices imply for universities in general and HBUs in particular.

2.2.2 *Revisiting the Flawed Development Model*

Throughout the struggle against apartheid, and in the policies like the RDP and the ISRDS, there is an underlying reference to an undesirable model of development that is decisively being supplanted by a new one. There are allusions to the non-participatory nature of the earlier development strategies, and critical references to the assumption of passive citizenry and the attitude to "rural".

For institutions attempting to take on the challenge of applying some of the visions of the RDP and the ISRDS, the unpacking of what exactly was the problem is imperative if they are to devise truly sustainable co-responses to the problem of poverty and rural development as embedded partners.

During the last World Summit on Sustainable Development (WSSD) held in Johannesburg in 2002, much was said about the intensifying poverty and degradation of the environment and the threats that these posed. Another point made was that the environment doesn't just get degraded and that, similarly, billions of people all over the world (i.e. not just in black communities under apartheid South Africa) do not suddenly become poor. During the conference, the UN secretary General Kofi Annan specifically spoke and pointed out that the earlier model of development was, in fact, flawed.

The kind of homework that universities could do to show up this "flaw" would, for example, be to explicate the problem of development theory and overcome

its Eurocentric bias. By Eurocentric bias is meant development theories and models rooted in Western economic history⁷. The academic or scientific pursuit of knowledge that flowed from these models, commonly referred to as development theory, created the basis upon which practitioners in development, ranging from Western governments to developing countries rationalized and legitimized their policies. The often blind adherence to and defence of this approach - even in the face of mounting evidence to the contrary - is often referred to as development ideology, which takes on a particular virulence when it is imposed upon a society by strong external forces or the local elite without much regard for applicability.

The institutional framework for the maintenance of this paradigm occurred within the problem-oriented, applied, interdisciplinary field of development studies. On the surface, it appeared as if these development studies centers were engrossed in analyzing social change in a world context with due consideration to the specificity of different societies in terms of history, ecology, culture, etc. This was not the case. The great masses of human beings, along with their cultures, traditions, heritages, were looked at as "target groups" for development along a trajectory that followed the steps taken by Europe. And follow those steps the newly independent former colonies faithfully did.

Post-independence planners in Africa studied input/output ratios and linear programming throughout the 1960s, but this did not produce any meaningful results. Production targets were never met. Governments often had to adopt extra economic measures to mitigate the unforeseen and negative consequences of unrealized five-year plans. But, as Mafeje writes, even the switch from the five-year-plan approach to the project-based interventions of the 1970s did not help. In the 1980s, the stabilization programs of the World Bank and the IMF, commonly known as the "Structural Adjustment Programs" (SAPs - a kind of older cousin to the present South African "GEAR") were introduced by the

⁷ Hettne, B., 1990, *Development Theory and the Three Worlds*, Harlow, Longman, pp:36.

World Bank, but these did not bring about any development, either. Instead, misery and indebtedness beyond anyone's imagination accrued. In South Africa, this kind of "development" was what occurred throughout the apartheid era⁸.

What was happening throughout the developing world was not the crude white supremacy and black impoverishment of apartheid South Africa. Rather, it was "developmentalism" or the theory of linear progress, correlating with specific epochs of western hegemony, that most undemocratically installed itself as universal and a natural starting point for progress. This is why national governments either paid only lip service to the idea of participatory development and active citizenry, or developed a specific allergy towards it.

...The central thesis of developmentalism is that social change occurs according to a pre-established pattern, the logic and direction of which are known [from European experience]. Privileged knowledge of the direction of change is claimed by those who declare themselves furthest advanced along its course. Developmentalism is the truth from the point of view of the centre of power; it is the theorization [or rather ideologization] of its own path of development, and the comparative method elaborates this perspective⁹.
(brackets added)

According to developmentalism, global space is transformed into a time sequence, with Europeans as the sole inhabitants of modernity; a perspective which served very successfully as a manual for imperial management of societies "at different evolutionary stages". Within this framework, Europe (read "the west") defined the new world and gave names to phenomena in its

⁸ Mafeje, A., 2001, *The Impact of social sciences on Development and Democracy and Development: A Positivist Illusion*. South Africa, National Research Foundation.

⁹ Pieterse Nederveen, J., 1991, *Dilemmas of Development Discourse: the Crisis of Developmentalism and the Comparative Method*, (in *Development and Change*, Vol 22 1991, London, Sage Publications (5-29) pp:2).

society and its advances into the world market. Africa, needed as unpaid labor for Western development, was put at the bottom of this schema.

In a real sense, the billions of people of the colonized South ceased being what they were with the advent of developmentalism. From that time on, they were transmogrified into an inverted mirror of others' reality: a mirror that belittled them and stamped on them their identity of a heterogeneous and diverse majority, according to the terms of a homogenizing and narrow minority¹⁰.

In order for someone to conceive the possibility of escaping from a particular condition, it is necessary first to feel that one has fallen into that condition. So, for two thirds of the world's population, thinking about development means, first of all, developing the self-perception of being underdeveloped. According to Sachs, this label of underdevelopment stuck fast and provided the cognitive base for both arrogant interventionism from the North and pathetic self-pity in the South¹¹.

Thus for "planning" to take place in the third world, people had to be subjected to structural and behavioral conditions at the expense of their own existing concepts for social action and change. It was especially in the face of the imperatives of "modern" (and in the context of colonialism, read "Western") society that planning involved the overcoming or eradication of "traditions", denigrated as "obstacles" and "irrationalities"¹².

It was this kind of "rational" approach, however, complete with its class, race, gender and cultural features, which resulted in the construction of the

¹⁰ Esteve, G., 1992, Development: in Sachs, W., (ed.), *The Development Dictionary: A Guide to Knowledge as Power*, London, Zed Books, pp:6-7.

¹¹ Sachs, W., 1992, Introduction: in Sachs, W., (ed.), 1992, *The Development Dictionary. A Guide to Knowledge as Power*, London, Zed Books, pp:1-5.

¹² Escobar, A., 1992, Planning: in Sachs, W., (ed.), *The Development Dictionary: A Guide to Knowledge as Power*, London, Zed Books.

artificially homogeneous monochrome, the "third world": an entity that was always deficient in relation to the West. The bio-politics surrounding "rural development" for instance, is an excellent example of this construction:

...Peasants - that 'specific group of people' which is in reality the majority of the Third World - are seen in purely economic terms and not as people trying to make a viable whole way of life. That their 'rate of transfer' into more rewarding pursuits had to be accelerated assumes that their lives are not satisfying - after all they live in 'traditional isolation', even if surrounded by their communities and those they love. The approach also regards peasants as suitable for moving around like cattle or commodities. Since their labor has to be 'mobilized', they must surely have been sitting about idly (subsistence farming does not involve 'labor' in this view) or perhaps having too many babies¹³ (Escobar *ibid*:139).

The assumptions guiding the interventions have been denigrative if not downright demeaning of people's dignity. Preparing to embed into local contexts therefore requires a different frame of reference, capable of addressing these ingrained attitudes. Also, the continual indulgence in self-pity by victims, exacerbated by their uncritical consumption of the intellectual accretions from the West has blocked the development of much potential in Africa, and led to the single most severe betrayal of rural people across the developing world.

2.2.3 Preparing for New Ways of Conceptualizing "Development"

If development is to be conceptualized in a healthier way, the preambular point needs to be made that the appalling destitution of the third world is not only the result of centuries of material exploitation. Alongside the material exploitation, there has been *cultural* domination¹⁴. Introducing the cultural aspect would help in giving a cultural grounding to the usually abstract debates

¹³ Escobar, *ibid.*, pp:139.

¹⁴ Latouche, S., 1991, *In the Wake of the Affluent Society: An Exploration of Post Development*, London, Zed Books.

at the level of political economy. In doing so, sharper attention is drawn to ongoing cultural choices in policies and their potential impacts.

Second, in order to avoid the pitfall of universalism one can take into account Latouche's argument that each society furnishes its own "construction" of the world and invests "what is" with its distinctive signification. In this way, development can be seen not only as a specifically Western cultural concern transplanted badly, but also as having multiple levels of coercion in so-called "third-world" societies. To stimulate thinking about alternative development models, one could point to the mounting environmental problems within the West, the increasing manifestations of human alienation and over-consumption, and the environmental degradation, all of which demonstrate that this particular "development" is a cultural experiment not viable even for the West itself in the long term.

Third, critical analysis should identify instances where the so-called "informal" may contain clues to development questions either maintained or invented by groups confronted with the impasses of both modernity and underdevelopment. At times, vistas opened by looking at indigenous knowledge systems alone can highlight systems of thought and living that can challenge the meaninglessness or even undesirability of the Western cultural approach to life, and provide new possibilities for science and technology innovations with communities as partners. *Ubuntu*, a central tenet in African life philosophy demonstrates that a development premised on the negation of others is neither sustainable nor ethically palatable. Looked at from the perspective of the South, the material affluence and industrial prowess of the modern North had their basis in precisely these unethical and morally repulsive conjunctures. The proposed "development" of the South cannot, therefore, be a repeat of the North's history.

Last, in order to find an angle from which genuine respect can be carved out for rural communities, it may be useful to argue for reciprocal valorization. For instance, as the vitality of a culture resides in its capacity to give - symbolically and materially - receipt of a gift (whether this be willing, inadvertent, or forced), is *prima facie* evidence of *its valorization by the recipient*. The gift, the capacity to give, and to have the gift received, signify the existence and potency of the donor as an active agent in the world. The domination of the rural by the urban elite, and of the world by the West, lies in the monopolization of the very *terms* by which value is conceived, and domination of the basic institutions that codify social life. Thus, even the application of the label "rural" in a manner that equates it with poverty and total ignorance already signifies that these societies are being evaluated by the standards of the dominant urban/western culture. It is the imposition of the *obligation of acceptance* that creates the silence in rural communities whenever dialogue is supposed to be taking place¹⁵.

2.2.4 *Confronting the Symbolic Distance between Scientific Institutions and the "Non-scientific" Society*

The vision of ISRDS for communities demands the active involvement of science and technology institutions. As scientific institutions therefore, HBUs need to confront the symbolic and very real problem of the distance between themselves and the non-scientific masses that surround them. Here, there are several skeletons that need to be cleared out of several closets in order that they do not become ghosts to impede the interaction between institutions and their rural communities.

To be fair, products of science and technology are to be celebrated on a daily basis. However, from the perspective of entering into partnerships for development with rural communities, what higher education and research institutions need to be cautious about is science's ideological use of objectification as a key cognitive modality, which designates everything other

¹⁵ Latouche, *ibid.*, pp:8-10.

than the "self" as object¹⁶. According to analysts who have examined the nature of the field, its philosophy, its ethics and ethos, science turns the "self" into an ultimate manipulator, a spectator, a recorder of events, an act of *alienation*.

Over time, the gaze of science over the so-called "non scientific" has become a gaze of surveillance. Particularly pertinent in this analysis is Visvanathan's argument that science as it is constituted prevents the entry of pain and compassion, leaving the "I" of science an impoverished self without a backstage, and gathers for itself its own micro-physics of power¹⁷.

The scientific method, combined with the colonial enterprise and what UN Secretary General Kofi Annan called the "flawed" paradigm of development, stands highly implicated in the legitimization of the alienation between many researchers and their contexts. Together, they also stand implicated in the belittling of non-Western knowledge heritages and rendering them irrelevant to their use. This legacy remains.

The term "research" itself still stirs up in local communities a silence; conjures up bad memories that offend the deepest sense of our humanity. It galls non-Western societies that Western researchers, intellectuals and scientists (black and white alike), claim to know *all* there is to know about other societies, on the basis of superficial encounters with those societies, claim ownership of people's way of knowing, and then simultaneously reject the people themselves, and

¹⁶ Visvanathan, S., 1997, *A Carnival for Science: Essays on Science, Technology and Development*, Calcutta, Oxford University Press.

¹⁷ Visvanathan, S., Between Pilgrimage and Citizenship: The Possibilities for Self Restraint in Science, (in Odora-Hoppers, C. A., (ed.), 2001, *Towards a Philosophy of Articulation: Indigenous Knowledge and the Integration of Knowledge Systems* (forthcoming), Cape Town, New Africa Education Publishers).

deny them the opportunities to be the creators of their culture and own notions¹⁸.

It is quite apparent that the social sciences have joined the natural sciences in assuming that the subject (researcher) can be separated from the object (person being researched) through a methodological screen¹⁹. Through this contrived dichotomy researchers can continue to exploit the poor and the marginalized, especially blacks and women, in the name of science. Weskott cites the case of black people in the United States who were measured, analyzed, processed, dissected, and reduced to manipulable data that advanced the career interests of the investigators, but did little to improve the plight of the investigated²⁰. She argues that most of the time, women have been an attractive subject to exploit so long as the purpose of social knowledge is simply getting more "very interesting", information, which remains of interest so long as it is a prolific source. When the data is no longer new, the object loses its primacy²¹. One hopes that in the twenty-first century this form of exploitation will not be tolerated.

But the denial of will, agency and history to its "objects" – and the lack of empathy for these "objects" – is only part of the ancestral traits researchers have inherited from Bacon, Descartes, and Newton. It was Galileo who later brought in measurement and figures. Galileo said that whatever cannot be measured

¹⁸Smith, L. T., 1999, *Decolonizing Methodologies. Research and Indigenous Peoples*, London, Zed Books. See also Odora-Hoppers, 2001, *Decolonizing the Curriculum, IKS, and Globalization*, Document prepared for the Gauteng Institute for Curriculum Development and the CEPD, April 2001.

¹⁹ See Weskott, M., 1987, *Feminist Criticism of the Social Sciences*, *Harvard Educational Review*, Vol.49, No.4.

²⁰Weskott, 1987, *ibid*.

²¹Weskott, 1987, *ibid*.

and quantified is not scientific. In post-Galilean science, this came to mean that *what cannot be quantified is not real*²².

While methodology has to be chosen appropriately, depending on the issue at hand, this obsession with quantifiable data still haunts and blocks the creation of deep and critical scholarship even today as social sciences in particular fail to articulate their position in relation to positivism. Particularly sad to note is how social science, blinkered by the power of positivism, became pre-occupied with developing a positive science of society or human behavior and forgot that, unlike the natural sciences, social science propositions cannot be verified except in retrospect and are not value free. For instance, there are no scientific grounds why "development" is good, why capitalist accumulation is desirable and why poverty is inevitable. These are social values that vary over space and time²³.

Individual fields also need to reflect on their value in a post-colonial or post-apartheid situation. Here, Magubane agrees that in social science's fixation with accumulation of minute details, for most part unaccompanied by a search for patterns, one sees no forest, only trees. While it is true that understanding general problems requires specific studies, it is also true that specific studies that simply ignore the larger issues could be utterly futile. For its part, photographic description of human reality always fails to show the transformation taking place in the reality it describes so minutely and, in this way, de-vitalizes it²⁴.

It is not surprising that anthropology and its practitioners have fallen into disrepute in the third world. Throughout the colonial period and even after,

²²Capra, F., 1988, *Uncommon Wisdom. Conversations with Remarkable People*, London, Flamingo, pp:127-139.

²³Mafeje, A., 2001, *The Impact of social sciences on Development and Democracy and Development: A Positivist Illusion*, South Africa, National Research Foundation, pp:4.

²⁴Magubane, op cit, pp:132, 67.

they failed to explain social changes that were taking place in African society as a result of the imposition of colonial rule, except in mechanistic and ethnocentric terms. The social anthropologist, afraid to touch the explosive materials, escaped into a study of the innocuous issues²⁵.

Historians have been on a similar track of rationalizing the past doings of colonialism. To most historians, the colonial phase of African history was not merely "inevitable" but, on balance, "progressive" and therefore desirable. Social anthropologists like their historian counterparts refuse to accept the ugly truth that colonialism and imperialism were neither philanthropic nor the necessary agents of social progress. History and the social sciences are written with a view to winning the minds and hearts of young African students, and Magubane analyses how the tragedy of three hundred years of devastation of the African continent are not positioned center stage. Worse still, even those who realize this devastation still look at the African through caricature and vulgarization²⁶.

Often times the colonial experience is presented in fragmented forms (e.g. as stories of the administrations, missions, and managers of trading firms with particular policies and sanctions which they introduced to change African lives); which make it impossible for those reading such writings to get the true nature of its big picture. Yet colonialism was a complete hegemonic system which, when stripped of all rationalizations of humanitarian propaganda contained in what goes for sociological analysis, was simply the uncalled-for domination of one group over another. For the rulers, colonialism meant profit and imposing their value system on the oppressed. For the colonized, it meant the loss of the value system, degradation, and torture.

Yet, when it came to scholarship, the African Institutes throughout the continent carried out small-scale studies and created piecemeal technical

²⁵ Magubane, op cit.

²⁶ Magubane, op cit.

thinkers who, accepting the framework of colonial society, became adept at seeing small advantages here, and corresponding defects there – but were unable to see how specific defects were in fact rooted in the large structural pattern of colonialism²⁷. Citing C. Wright Mills, Magubane writes that in order to judge the problems and methods of various schools of social science, we must make up our minds about a great many political values as well as intellectual issues *for we cannot very well state any problem until we know whose problem it is*²⁸.

These issues challenge researchers and research institutions individually and collectively to define new fundamentals not only for research and theorization, but also for linking with communities.

2.2.5 *Endogenous Development: Other Relevant Insights from the International Development Arena*

In spite of some of the pressures to adopt the Eurocentric model of development, new interests in global modelling also emerged that were coupled with international diplomacy oriented towards global reforms (New International Economic Order and the Brandt Commission). There was also increasing attention being given to the *content* of development, a reaction to certain inherent trends in conventional paths of development, or “overdevelopment”, leading to ecological imbalance and psychological alienation. For that reason, these other approaches can be briefly outlined here.

As one theoretical alternative, *basic needs strategy* would redirect emphasis towards needs rather than just economic growth. Another approach, *self-reliance*, would mitigate the need for international competition (while engendering empowerment at local levels); *endogenous development* would create the conditions for the cultural survival of colonized peoples; and

²⁷ Magubane, op cit., pp:4-7.

²⁸ Magubane, op cit., pp:8.

sustainable development would eliminate the tensions generated by resource scarcity²⁹.

Accordingly, the *alternative development* thinking defined "another development" as: needs oriented (being geared to meeting basic human needs, both material and non-material); endogenous (stemming from the heart of each society, which defines in sovereignty its values and the vision of its future); self-reliant (implying that each society relies primarily on its own strength and resources); ecologically sound (utilizing rationally the resources of the biosphere in full awareness of the potential of local ecosystems as well as the global and local outer limits imposed on present and future generations); based on structural transformation (so as to realize the conditions of self-management and participation in decision making by all those affected by it, from the rural or urban community to the world as a whole)³⁰.

2.2.6 Sustainable Human Development: Other Relevant Insights from the International Development Arena

The Sustainable Human Development (SHD) paradigm has been defined as *the enlargement of people's choices and capabilities through the formation of social capital so as to meet as equitably as possible the needs of current generations without compromising the needs of future ones*³¹. It holds that the challenge facing humanity requires major changes in the way social systems are organized and institutions function.

Against the backdrop of current global challenges, a second caveat is that people should invest in collaborative relations with each other, and foster new mechanisms of control that stem from their own initiatives. As an approach to

²⁹ Hettne, op cit., pp:32.

³⁰ Nerfin, M., (ed.), 1977, *Another Development: Approaches and Strategies*, The Dag Hammarskjöld Foundation, pp:10.

³¹ *Sustainable Human Development: From Concept to Operation: A guide for the Practitioner*, UNDP Discussion Paper, pp:7.

development, SHD provides the basis for restoring trust in social and political interactions, and the social and ecological fabric of society in general. It recognizes and upholds the view that it is the complexity and diversity of such non-coercive social regulation that hold societies together and makes them humane. The result is that ideas that used to be peripheral to mainstream debates have acquired greater recognition, and the parameters of the discourse have consequently widened.

The conventional perspective on development, for instance, is linear. It assumes that there is a single track that all countries follow. The challenge according to those who are behind this track is to "catch up" with the others. It then follows that the most expedient approach to development is to imitate those who appear to be further ahead.

The alternative (SHD) perspective recognizes the possibility of many parallel tracks of development. At a substantive level, even if there is agreement on the long-term goals of development, countries are likely to find different routes to get there. This perspective places premium on innovation rather than imitation. It recognizes that innovations are typically derived from one's previous experience. Tradition is not a liability, but an asset, and learning from the past has a place. The sustainable human development perspective therefore places *human agency* at center stage, and focuses on human development that produces greater readiness and capacity to work together. The capital stock on which development rests is, therefore social, not physical.

Within this, the term "empowerment" is used to denote the need for people's demands to be recognized, consulted and valued. In a narrow sense, it is used to describe a wide range of efforts to enhance the power of individuals, groups, and organizations in society. Fundamentally, empowerment is the process of changing the balance of power in favor of those who were kept out of the

mainstream of economic, social, cultural activity³² as a consequence of colonialism and apartheid. Empowerment is the process of enhancing feelings of self-efficacy in communities through the removal of conditions that reinforce powerlessness. Development must no longer be pre-occupied with what the *people do not have*³³ and, instead, motivate society to become constructively engaged in moving forward.

Human development as an approach recognizes value in endogenous and locally owned innovations and initiatives. Here, people are the *subject*. They are not trapped in the cold condescending gaze of the rich upon the poor, because endogenous development begins at the point when people start to pride themselves as worthy human beings inferior to none³⁴.

Government policies intended to empower are aimed at improving the participation of citizens, especially previously disadvantaged people. In this sense, democratization and empowerment are closely related in that empowerment aims to broaden participation while democratization aims to follow inclusive plural processes. The historical inequities in the South African context mean that Africans are disadvantaged in terms of income-generating resources. It follows therefore that transforming economic processes for human development requires specific policy program interventions to replace marginalization with social integration and full and effective participation. Economic empowerment must lead to sustainable livelihoods and access to income-earning opportunities³⁵.

³²South Africa: Transformation for Human Development 2000, UNDP, pp:147-148.

³³Rahman, A. M. D., 1993, *People's Self Development. Perspectives on Participatory Action Research*, London, Zed Books, pp:216.

³⁴Odora-Hoppers, C.A., 1999, *Indigenous Knowledge Systems: Towards a Conceptual and Methodological Framework*, A Discussion Document Prepared for the Science Councils of South Africa, Human Sciences Research Council.

³⁵South Africa: Transformation for Human Development 2000, op cit, pp:150.

It is now widely acknowledged that developing countries have lost almost half a century in the mistaken belief that development is just about physical capital. For institutions and projects to be effective in testing the viability of development options, they would need to take into account a number of factors. *Firstly*, ideas and innovations must originate locally and the people for whom these things matter must be in control of the experimental process. It is only through such ownership that new forms of social capital can develop. *Secondly*, projects must be participatory to provide equal learning opportunities for those involved. *Thirdly*, projects need to be formulated in ways that are inspirational and catalytic. *Fourthly*, they need to have a long-time horizon to allow for cumulative and iterative learning, and lead to the formation of new routines and habits.

2.3 Implications for Universities

2.3.1 *The Existential Questions*

So what then should be the starting points for the response from universities? If critique denotes reflection on a system of constraints which are humanly created, and which exert distorting pressures to which individuals and groups succumb in their process of self-formation, how can criticism be brought to bear on objects of experience whose "objectivity" is called into question? How can institutions produce interlocutors who are both *communicatively competent* and *critically aware* of the discursive formations and contradictions at local, national, continental and international levels? How can universities, in their awareness of the in-built deformities that masquerade as reality, seek to change a false or distorted consciousness and render transparent what was previously hidden?³⁶

³⁶ Connerton, P., (ed.), 1976, *Critical Sociology*, Penguin, Hammondsworth, pp:18,20.

2.3.2 *Breaking down the Wall: Rebuilding the Bridge with Society*

As one of the last surviving of medieval institutions, the university has remained a microcosm of the walled city. Today the wall may not exist, but the separation between the university and society is real. It is a source of both tension and creativity³⁷. Citing Goodman, Visvanathan argues that the creativity is found in the fact that the "wall" - the separateness - is inevitable because the cultures of scholars from different origins are unavoidably foreign. Scholars coming from all parts do not easily abide by local prejudices, and thus cannot always be expected to "fly the national flag". A university thus has a cosmopolitanism that trade schools and parochial seminaries do not. It is this foreignness and this humanism that constitutes its unspoken social contract with society³⁸.

This community of scholars, according to Visvanathan, constitutes one of the longest surviving democracies in the world. Within it the citizen is the man of knowledge, not a buyer, a seller or consumer. The university is a corporate entity which sees knowledge plurality as a gift and which has resisted the commodification of knowledge.

But increasingly, one senses underneath this image, the question of the relation between the university and liberal democracy. This is especially so given the fact that at the end of the twentieth century, one saw the victory of liberal democracy over "people's democracies" through unremitting policy conditionalities imposed on developing countries by the West.

³⁷ Visvanathan, S., 2000, Democracy, Plurality and the Indian University, *Economic and Political Weekly*, September 30, 2000, pp:3598.

³⁸ Goodman, P., 1966, *Community of Scholars*, New York, Vintage Books, pp:170 (in Visvanathan, 2000, pp:3598).

Part of the late-twentieth-century paradigmatic crisis of the university can be traced directly to this perversion of democracy by the countries that are supposed to be the symbols of liberal democracy. In other words, it is the university that today reveals the paradigmatic inadequacy of the liberal theory of culture³⁹.

In the post-independence period, much of the discourse around the university in Africa has become sterile; inadequate funding, poor management, weak governance, and the state's potential interference in university affairs made up an endless litany of complaints. With piercing shame, one can question why, at the beginning of the twenty-first century, African academics have never seen it appropriate to diagnose why post-independence universities have failed to produce the dissenting academics or to challenge the notion of the British or French university in Africa when such an alien thing has clearly failed.

More pertinently, why is it that the estrangement of the university from its local context has never been dealt with through practical strategies to undo its grip? Instead, universities confront us with rhetorical commitment to change and references to inclusivity that should disturb neither the peace nor the cosy "club feeling" of academia. Academics become lyrical about social change but do not worry about how they can make this a methodological and ethical premise for individual and collective strategies-in-action.

The call to *social justice* is not a quick ticket handed out by a machine. It represents different kinds of creativity and *radical innovations in pedagogy* so that once recruitment on the basis of affirmative action or social justice has been made, there is no reason why students should leave the campus as *half-competent people*. It means accepting the responsibility for and the human consequences of reform and the need to implement evaluation with

³⁹ Visvanathan, 2000, op cit, pp:3598.

compassion, allowing for flexibility and time, insisting on higher levels of competence on grounds of ethics, autonomy, and justice.

2.3.3 *Re-Contextualization as Returning the "Anima" to the University*

Park has elaborated a critique of the way science has removed the "anima" from nature (by reducing social relations and human beings to objects without history or consciousness) on the one hand; and how science represents and sustains a pervading form of domination⁴⁰. This positivistic paradigm views human beings as possessors of measurable primary qualities but deprived of such subjective attributes as will, goodness, and destiny.

As this way of thinking is elevated to the level of the only valid social knowledge worthy of a science, it means that many institutions have worked themselves into a trap in which the world is presented as peopled by object-like beings standing in abstracted relationships to each other and completely devoid of intentions. Conscious action does not exist in this framework and populations are "target groups" without any self-knowledge, tradition, and culture. Yet, even as they are taken as bundles of drives and learned reflexes, they are to be beneficiaries of such "knowledge"⁴¹.

According to Visvanathan, the university was a *hermeneutic institution that read, re-read, and reinvented justice* through the three axes of liberty, equality and justice. It is through the university's repeated encounter with culture and with culture as politics that the university reworks its notion of democracy. The *formalized ecology of knowledges* sees a dialectic between itself and the external "other"⁴². This "other" is often the dissenting academy but, in socio-

⁴⁰Park, P., 1988, Toward an Emancipatory Sociology: Abandoning Universalism for True Indigenization, *International Sociology*, Vol.3, No.2.

⁴¹ Fay, B., 1975, *Social Theory and Political Practice*, London, George Allen & Unwin.

⁴² Visvanathan, 2000, op cit, pp:3599.

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⁴² Visvanathan, 2000, *op cit*, pp:3599.

guarantor of the authentic co-existence of different cultures. This may imply that certain cultures renounce their barbarity in order to have the other renounce its own; the crucial challenge for those in the West who wish to afford genuine respect to those "other" than themselves would be to relinquish their long-held monopoly on knowing about knowledge and development, and to listen more openly to the messages of silenced populations.

The search for reciprocity - of a "space of fraternal co-existence" - is itself an ethical choice and implies affirming the richness of the other, even in their material poverty, and accepting that all helping is reciprocal, just as learning must be reciprocal.

The other kind of fraternity that needs to be built is the fraternity between forms of knowledge so that the so-called "rural poor", the craftsmen, the traditional experts, and the women are no longer the citizenship of knowledge.

It is these local knowledges that universities tend to ignore, whereas the imperative to fraternity imposes on us the obligation to develop a fraternity of ecology of knowledges that acknowledges from the outset that modern development tends to privilege scientific knowledge over other forms of knowing, which have been "museumed" into ghettos or seen as occult or primitive. The objective of the fraternity would be to return these forms of knowledge to their place in the livelihood of communities so that they can determine, uncoerced, the nature and pace of the development they require.

From this point of view, the main challenge to HBUs has been, and will continue to be, the absence of bi-cultural experts at the epistemological level, which has made it next to impossible to break the cycle of the hierarchization of knowledge endemic to the university. This cycle has made it difficult to create a systems-level dialogue and identify new strategies and possibilities anchored in multiple knowledge systems. In short, it has made it almost impossible to

contemplate indigenous knowledge systems without relegating them to the "procrustean bed"⁴⁴ of western knowledge systems.

The most important criteria of a fraternity of knowledge according to Visvanathan are cognitive justice and the right to different forms of knowledge to survive and survive creatively (and sustainably). So far, the official knowledge of the university is Western knowledge. Traditional knowledge is taught separately as *exotica*, and is seen as a lesser form of expertise; folk medicine is seen as belonging to the desperate and superstitious.

An *experiment in cognitive* justice can turn this hierarchy into a circle. The search becomes not just one for equality, but for a *method of dialogue*. Only with a method for exploring difference with reciprocity and empathy is fraternity at the cognitive, epistemological, and ontological level born. In other words, fraternity cannot be reduced to community-level-hosted programs or summer visits. Local knowledges, tribal knowledges, civilizational knowledges, dying knowledges *all need a site*, a theatre of encounter which is *not patronizing*, not preservationist, not fundamentalist, but open and playful. The university must encompass not merely dissent and diversity, but also the question of violence relating to the other beyond the fence, or border.

In short, the innovative edge that the university needs requires it to:

1. provide the heuristics, the methodological discipline, the non-dominative, and non-fundamentalist space that reform needs;
2. combine the ethical and the political, and articulate a theory of the "other" as a thought experiment, and as a form of life;
3. develop theories of development that do not end just in the disaster of apartheid (in the case of South Africans) or serial displacements that we have seen over the past four decades in other parts of the world;

⁴⁴ Visvanathan, *op cit*, pp:3604.

4. remain an enabling environment in which the "other" still needs to articulate its conceptions of an alternative world and its vision of the university in it; and finally,
5. develop a theory of the "West" within the ambit of an alternative vision of the world⁴⁵.

2.3.5 *Restoring Higher Education as a Public Good*

In order for the university in South Africa to contemplate these kinds of visions-in-action, it should catch what Carlos Castaneda refers to as "the cubic centimetre of chance" that came with the new dispensation on the one hand, and the higher education legislation on the other. One such cubic centimetre was alluded to by the Chief executive Officer of the South African council for Higher Education, Saleem Badat, who drew attention in 1999 to the rampant and profane marketization and commodification of higher education, and sounded a crisp reminder about the moral basis of higher education that public policy endorse and promote.

The policy goals, he stated, require us not merely to advance of all forms of knowledge and scholarship but also to support a democratic ethos and a culture of human rights by educational programs and practices conducive to critical discourse and creative thinking, cultural tolerance, and a common commitment to a humane, just, non-racist and non-sexist social order⁴⁶.

How, Badat asked, do you teach goodness, teach people to be good? How do we produce professionals and researchers who can think theoretically, analyse with rigor, gather empirical data, and do this with a deep social conscience and sensitivity to the diverse needs of our people and society. How do we get the higher education institutions to engage with the public good, to act in the public good, to advance public education as a public good? How can we

⁴⁵ Visvanathan op cit, pp:3606.

⁴⁶ Badat, S., 2001, Introduction, *Kagisano*, CHE Higher Education Discussion Series, Issue No 1 (Summer 2001), pp:2.

awaken in our institutions the ability to develop a sense of responsiveness to the economic and social developmental needs of the society at large?⁴⁷

Addressing the challenge of "re-inserting" the public good into higher education transformation in South Africa, Mala Singh further underscores the dramatic effect that globalization is posing on the understanding of identity in higher education. The reorganization that globalization is imposing on the higher education landscape, she states, occurs within a context that principally takes growth and competitiveness within the economy as its point of departure and yardstick rather than the social histories and social development priorities of nation states or regions⁴⁸.

The definition of knowledge itself, already suffering from constraints imposed by science in the context of colonialism, is further straitjacketed to particular types of knowledge and skills that suit the functioning of the market and economic productivity. The conception of the autonomous intellectual is relegated to the dark ends of the corridor along with other unfashionable and un-fundable notions under siege, such as the social, moral, political, intellectual and cultural dimensions of higher education.

It is therefore quite evident that any discussions on responsiveness and, as is the case here, responsiveness to development issues would require that we look beyond the management, governance, curriculum structures, and the skills demands of the market. Rigorous analyses of the concepts guiding the agenda for change, human rights, equity, and redress need to be undertaken on a continuous basis if we are to live the Gandhian edict of "being the change we seek".

⁴⁷ Badat, *ibid.*, pp:4.

⁴⁸ Singh, M., 2001, Re-Inserting the "Public Good" into Higher Education Transformation, *Kagisano*, CHE Higher Education Discussion Series, Issue No 1 (Summer 2001), pp:7-8.

2.3.6 *Revisiting the Notion of Diversity and the South African Outcomes Based Education (OBE)*

In order to bring back the discussion to the issues of diversity and epistemology, it may be appropriate to ask the Freirean question as to whether education is for liberation and transformation of society or whether it is for the maintenance of the status quo. The pedagogic technique that the former requires involves the validation of prior learning or prior knowledge as an institutional imperative, and the development of a democratic relationship between the teacher and the taught. It also requires content to be presented in a manner that allows students' own internal critique and ultimately to create a society able to transcend itself⁴⁹.

Given South Africa's poignant and epic struggle against inhuman ways of rationalising society, arguments in favor of expanding the very basis of knowledge in economics, the natural sciences, and in history and philosophy should be given urgent attention. It is worthwhile to recall here the fact that education remains central to the discursive process of racial segregation and cultural segregation.

Within it, the hidden and explicit curricula were configured to produce, reproduce, and validate the legitimacy of separation and hierarchy. Central to it were presumptions of European superiority and African inferiority which were invoked as modern truths about human potential, progress, and development⁵⁰.

From here, it is possible to recognize that what was experienced as the "discrimination" and "indifference" of the colonial and apartheid eras was, in

⁴⁹Skinner, J., 1999, Critical Outcomes: Political Paradoxes, (in Jansen, J., & Christie, P., 1999, *Changing Curriculum: Studies on Outcomes Based Education in South Africa*, Cape Town, Juta Books, pp:117-130).

⁵⁰ Baxen, J., & Soudien, C., 1999, Outcomes Based Education: Teacher Identity and the Politics of Participation, (in Jansen, J., & Christie, P., 1999, *Changing Curriculum: Studies on Outcomes Based Education in South Africa*, Cape Town, Juta Books, (131-144): pp:131).

fact, the relegation of the African to the rank of a lower being, an animal in fact. The 1994 dispensation and the transformation of the education system thus demand that the requirements of redress and empowerment be fulfilled by permitting the interrogation of both political power and the constitution of knowledge in education.

It is here that Outcomes Based Education (OBE) requires rigorous scrutiny. OBE becomes problematic from the perspective of the culturally oppressed as nowhere in the OBE is there an acknowledgement of the need for reforms to be accounted for in their broader socio-cultural context. Discourse on reform is reduced to a narrow discourse on progress⁵¹, with the concept of "progress" itself not critically defined.

As an identity-making process, curriculum making revolves around what is known. As Baxen & Soudien point out:

'We are what we know'. But we are also what we do not know. If what we know about ourselves, our history, our culture, our national identity, is deformed by absences, denials, and incompleteness, then our identity is fragmented. Against the background of South Africa's fractured and hierarchized history, how its curriculum engages with its various peoples is a matter of profound concern⁵².

Thus far, the key identity-making references in OBE processes relate to South Africa's place in the new world order (i.e. education and the economy). The epistemology underpinning these processes is that of a universal subject with universal values and good attributes. But the nature of these attributes and their social history has not been addressed. As Chabani Manganyi underscores, young people are having to learn how to navigate their way through the competing ontologies and epistemologies of a white middle-class world on the

⁵¹ Baxen & Soudien, *ibid.*, pp:134.

⁵² Baxen & Soudien, *ibid.*, pp:138.

one hand, and (that of) an African, and often working-class township or rural location on the other⁵³.

It can be said therefore that the process of installing OBE, like several other policies post 1994, runs the risk of bypassing the critical terrain of the ideological and cognitive tensions, silenced histories, stifled epistemologies and everyday realities. Outcomes Based Education, it is hoped, will move South Africa from a "primitive" past into a modern future (without the notion of primitivity itself deconstructed). Diversity and tolerance is referred to without reflection on any modality for the appropriation of the content of that diversity. That the actual modality of the OBE curriculum itself – a modality that speaks to the rapid assimilation by whatever means of the "previously disadvantaged" into the world system – carries particular cultural imperatives is also not an issue. Rival epistemologies of knowing the world are simply silenced once more.

Racism as an epistemological reality embedded in pedagogical practice is absent from the modalities of OBE. Outcomes Based Education is presented as a mediating device for entry into a modern future, but not as a device for working with suppressed identities and stereotypes to which people were forced to conform in South Africa's past⁵⁴.

This has led to increasing demands that the democratic dispensation should enable those previously silenced to insert their own epistemologies and ontologies into the process by which they weigh who and what it is they choose to be. In a sense, this challenge adds weight to the call for urgency in the creative re-articulation of the mission and vision of universities vis-à-vis contexts, histories, and the future.

⁵³ Manganyi, C., 1991, *Treachery and Innocence: Psychology and Racial Difference in South Africa*, Johannesburg, Ravan Press.

⁵⁴ Baxen & Soudien, op cit, pp:140.

2.3.7 *The New Role for Social Science*

In this regard emerges a particular view of social science as being firstly the study of the inter-subjective grounds of human action; that is, the socially shared and instituted meanings through which people live. Social science, it is argued, does not have much of a choice but to take account of the *polysemy* of history (its many meanings) and the *inachievement* of social life. Each moment in history and each element of the complex texture of social life are open to a plurality of reasonable interpretations, differing by reason of cultural or individual context. From this perspective, culture can be seen as nothing more than the totality of the response given by each human group to the problem of social existence⁵⁵.

As Mafeje also emphasizes, social scientists in third world countries must abandon positivist notions about development and work at increasing the level of social awareness or consciousness of the citizens of their societies. Significant meanings and understanding are not found at the level of methods and techniques but are the products of the critical intellect. The so-called great "technical competence" that has been attained has been accompanied by increasing intellectual bankruptcy, with scholars in this field completely unable to generate any new ideas. Mafeje points out with much pain how, with a few exceptions, sociologists have retreated into exoteric micro-studies, and anthropologists have become subjects without a clear object and will dabble in everything in search of a new identity⁵⁶.

Normative social science, Mafeje asserts, has to confront and objectify social and moral issues such as poverty, racism and globalization implicit in the concept of "social development"; that is an increased human awareness and capacity to improve the human condition. The role of the critical intellect is precisely to

⁵⁵ Latouche, op cit, pp:5.

⁵⁶ Mafeje, 2001, op cit, pp:5.

make this human condition apparent and to reveal denied or unrecognized social opportunities.

Referring to South Africa, Mafeje writes:

Despite its apparent development in the positivistic sense, by world standards it is social philosophically backward and direly needs to interrogate its past so as to generate new ideas for the future... South African social scientists are therefore called upon to infuse their ethnographic imagination with a firm historical grasp⁵⁷

For the firm reestablishment of indigenous knowledge all forms of received knowledge need to be interrogated, and social science should serve as the consciousness of society and as a reflection of its reality, no matter how ugly⁵⁸!

2.3.8 Education for Constructive Development

If education is a mirror to the values of society, there is an urgent need to define the *form* and *nature* of this "society". If education's role is to connect a learner with his or her heritage, then another urgent need is to define *whose* normative heritage is being transmitted in present education practices⁵⁹. Indeed, in a society in transition, the form, nature and normative content of education all take on contested meanings.

Nonetheless, it would appear that education has not yet been interrogated for its role in the maintenance of the present paradigm of development. For quite some time to come, it would appear, the preference of educational leadership globally is for non-transformative education and for the effective expansion of this.

⁵⁷ Mafeje, op cit, pp:5.

⁵⁸ Mafeje, op cit, pp:7.

⁵⁹ Odora-Hoppers, C.A., 1998, *Structural Violence as a Constraint to African Policy Formation in the 1990s. Repositioning Education in International Relations*, Stockholm University, Institute of International Education.

In fact, the pattern that emerges from some African countries indicates a fundamental shift from human centeredness to the hegemonic and market-centered ideology that is being forced on educators by the policy conditionalities of the Structural Adjustment Programs. Educators appear unable or unwilling to problematize this shift in terms of its consequences for the development of future societies. By failing to make explicit its choice of path, education's vote by silence endorses and legitimises the perpetuation of the violences in the other sub-systems.

But it is Richards' proposition for education for constructive development that is worth mentioning here⁶⁰. He posits that by qualifying "development" as "constructive" or "sustainable", we redeem the otherwise horrible conception that has been responsible for the spiritual subjugation of most of humankind. This entails that we work constructively to ensure that education goes beyond serving the interests of capital to becoming a cultural action that changes the very structure of the global economy to one that understands diversity and human rights and which is more ecologically sustainable.

2.4 Conclusion

According to Masilela the regeneration of Africa calls for the emergence of a new historical consciousness among Africans to enable them to make proper choices and decisions at their moment of entry into modernity. The new African movement – the African Academy originally proposed by Anton Lembede – is therefore aimed at facilitating the production of the new knowledges and new epistemologies.

Calling for the regeneration of all disciplines, Masilela pronounced: "we need science to assist us in our present stage of transition, and we shall need it more

⁶⁰ Richards, H., 1995, Education for Constructive Development, The Nehru Lectures given at the University of Baroda, Gujarat State, India, August/September 1995.

increasingly thereafter. Similarly, art is indispensable to a nation in the process of being born. We need artists to interpret to us and to the world of our glorious past, our misery, suffering and tribulation of the present time, our divine destiny, our hopes, aspirations." Jordan Ngubane also affirms that the actualisation of the African Academy should be as comprehensive as possible⁶¹. It can be added after the preceding analyses that comprehensiveness alone may not be enough. A critical but strategic thinking academy might yield more harvests for the continent as a whole.

Here, the African Renaissance and the New Partnership for Africa's Development offer strong impetus and momentum for institutional regeneration and for the development of new leadership able to navigate Africa through the booby traps strewn in the continent's path. Regeneration should therefore be firmly linked with the notion of active cultural citizenship.

From this point of view, African scholars and their institutions should create bold articulations of the new future to emerge. Such a future should stress notions of "dynamic diversity" and the idea of an indigenously directed partnership approach to on-going negotiations of the recognition, protection, and involvement of knowledge and practice, including indigenous knowledge systems.

These scholars must not relinquish the task of developing the protocols for an indigenous viewpoint, and consolidating spaces for self-determination, and empowerment. They must call for a mutually enriching sharing that is essential to the transformation of world views and ethics of humankind. The aim is not a return to some golden age but for a transformation to new futures of a very different kind, a self-reflexive praxis, and a way forward that is achievable

⁶¹ Masilela, in Foreword to Magubane, B.M., 2000, *African Sociology: Towards a Critical Perspective. The Collected Essays of Bernard M. Magubane*, New Jersey, Africa World Press, pp:x-xi.

through becoming involved critical explorers of human and societal possibilities⁶².

Seen from this point of view then, globalization should lead to new social contracts⁶³, and the promotion of shared understandings, values, and cooperative actions on a trans-national and trans-societal level.

⁶² Pickett, H., & Fatnowna, S., 2002, Establishing Protocols for an Indigenous Directed Partnership. Perspectives from Australia and the Region, (in Odora-Hoppers, C.A., (ed.), 2002, *Indigenous Knowledge and the Integration of Knowledge Systems. Towards a Philosophy of Articulation*, Cape Town, New Africa Books.)

⁶³ Gough, N., 2000, Globalization and Curriculum Inquiry: Locating, Representing, and Performing a Trans-national Imaginary, (in Stromquist, N.P., & Monkman, K., *Globalization and Education: Integration and Contestation Across Cultures*, New York, Rowman and Littlefield Publishers Inc.)

Chapter Three: Situational Analysis of the University of Fort Hare

This section provides a general introduction to the research project and covers a statement of its purpose, objectives and methodology of research employed in the course of the investigation.

3.1 Overview of the Research Project

The policies of the apartheid state and, before this, the long period of colonial rule had a profound impact on the entire educational system of South Africa. On the one hand, they produced a number of ethnically oriented and largely well-funded “white” universities located in many of South Africa’s large cities and towns. These institutions were, broadly speaking, divided along linguistic lines, providing for predominantly English- and Afrikaans-speaking institutions respectively – each locked into a particular set of social and political relations. On the other hand, the system also produced a growing number of historically black universities, located in different parts of the country, catering for what the regime intended to be ethnically separate educational needs. The collective impact of colonialism and apartheid was their legacy of the major difficulties that would need to be faced as part of the challenge of democratic transformation.

This section of the report examines how this legacy has been mediated by one such University – Fort Hare – as it has struggled to break itself away from the historical definitions of its mission, to pave the way for a new vision, mission and set of strategic goals (mandate) in the democratic period.

It proceeds from the premise that the temporal terrain upon which Fort Hare, in the 1990s, sought to redefine its mandate, was marked by the confluence of two powerful social processes - democratization and globalization. The first process, of course, refers to the dramatic and far-reaching changes that were introduced in the period following South Africa's first democratic elections. The principal impetus of the democratization project, as driven by the new government, was aimed at effecting a major transformation of the socio-economic and political systems inherited from the colonial and apartheid past. It aimed, broadly speaking, at not only dissolving the old apartheid institutional arrangements, but also, creating a new dispensation in which all, especially, historically marginalized communities, could enjoy equal rights and conditions of existence.

At the same time as these internal transformations were underway in South Africa, the winds of global transformation in the world economic and political "system" were underway. This process of globalization has had a major effect on the rules of economic and political "engagement" according to which South Africa was to interact with the outside world. Driven by powerful economic and political elites in the northern hemisphere who had aggressively been taking advantage of spectacular technological innovations in production and communications, the new "globalization movement" had profoundly altered the "rules of the game" in the new world.

These environmental changes have impacted, in direct and indirect ways, on the "renewal" strategies of HBUs such as Fort Hare, and their conditions of existence. Together, they have created a unique set of conditions within which institutions such as Fort Hare have had to rethink their traditional mandate.

This research project also provides an opportunity to the two HBUs, which are deeply involved in the research process, to self-consciously reflect on their own narrative, strategies and social experiences over the past three years. This is

important as few such opportunities are normally presented in the life of organizations, and it is hoped that they will help to foster a more critical and robust culture of organizational development.

3.2 Purpose and Objectives of the Research Project

The essential purpose of the project is outlined in the introduction.

Its key objectives are to:

- Construct a developmental framework linking each university to a defined local support environment comprising business, community and government networks and activities;
- Work with respective university leadership for effective institutionalization of the development framework; and
- Provide a strategic perspective within which the respective institutions can develop more detailed organizational planning.

3.3 Methodology

In choosing a methodology for this research the research team and advisory committee recognised the need to interact as closely as possible with other actors and assist in developing a mechanism for dialogue with other initiatives.

The methodology for the research project was defined as a mainly qualitative research method that would focus on the following:

- "Desktop" reviews to cover all relevant historical documents dealing with the strategic reorientation processes and non-institutional documents with direct relevance to the institution's mandate, such as government policies, regional development plan, etc;
- Structured interviews and interactive sessions with key regional/provincial players (government, business and community), key institutional players (VC, Faculty/ Dept, Staff, students, etc) and

key national and international players who may be able to provide insights on “re-linking marginalized institutions to their surrounding environs”.

3.4 The Research Process

The research team at the university of Fort Hare interviewed representatives of student leadership, representatives of staff associations, service providers of the institution, members of the executive management committee and senior people in faculties. The bulk of the work of the research team was done through a document review process (including the review of the report of the Due Diligence exercise instituted by the university in response to the recommendation of the National Working Group (NWG) of the Ministry of Education).

The team experienced difficulties in gaining the commitment of several key participants to provide essential views on the process. The reasons for this failure by a number of institutional players to allocate time to the research project are likely to be varied, but collectively they impacted on the ability of the research team to gather the widest possible range of qualitatively different views on the process. Despite these obstacles, the research team believes that it tried to remain as consistent and objective as possible, examined most of the key documents available at the time, and interviewed most of the key players in order to broaden the base of quantitative and qualitative data.

3.5 Institutional Analysis of Fort Hare

The history of Fort Hare cannot be retold as if it were one event. It was, the culmination of a drama of interpenetrating and, at times, contradictory forces. It was moulded by the peculiarities of the history of this region of Southern Africa, and the struggles authored by that history. (O.R. Tambo, 1993, on installation as Chancellor of Fort Hare)

3.5.1 *Overview of the History of Fort Hare*

The “early” years

The South African Native College (as the University of Fort Hare was originally called) was founded in 1916 and was envisaged above all else as a central training school for African teachers. The primary task of the new institution was the rather restricted one of producing “African men of character” trained to do useful work for their own people and themselves (Institutional Evaluation Report, 1992). The world view held by many of the founders was profoundly paternalistic: indigenous people, though capable of learning, were to be “prepared” to serve institutions within “their own communities”, subordinate to the ideological and political boundaries of the colonial system. The college sought to create an indigenous “class” of relatively well-educated and compliant “native elite” for occupations largely within the schools system and religious institutions.

Notwithstanding the official definitions accorded to Fort Hare by several generations of administrators since its founding days, its history, as suggested by the late O.R. Tambo, was driven and moulded by far more contradictory and contesting social forces and processes. The impact of these different social processes and forces can be seen in the way various aspects of the character of the institution have developed to this day – embedded, as it were, in the culture of the institution, the curriculum, the types of teaching offered, research orientations, academic personnel, and relations with the outside world. In this sense, there are, arguably, “many different” Fort Hares, defined in somewhat different ways by particular “communities of interests”.

The period between the formative years and 1990

In 1946, the Church lost its direct control over the college partly because of a growing need by the government to exercise more direct control over tertiary education in black communities. It was initially placed under the stewardship

of neighboring Rhodes University, and renamed the University College of Fort Hare in 1948 – the year the Nationalist Party (NP) came to power.

After the 1948 election of the NP, the new, largely Afrikaner-led regime was increasingly uneasy about the link between Fort Hare and the “liberal”, English-speaking Rhodes. And in 1959, the new government passed legislation that effectively separated “black” from “white” educational institutions – in the process, forcing separation with Rhodes. From this point onwards, admission was ethnically determined and restricted to Xhosa- and, for some time, Sotho-speaking communities. This, of course, conformed to its larger vision of an ethnically separated South Africa that, in coming years, would see the creation of so-called “homelands”.

Over time, the government also imposed its administrators and encouraged academic and professional staff with supposedly close affinities to NP thinking to key positions at Fort Hare. This period, dating roughly from 1959 to 1990, was characterized by efforts to further “balkanize” and “ethnicize” the university under the mantle of Afrikaner nationalism.

These efforts were periodically resisted by waves of student, and sometimes staff, protests. In the early sixties, for example, there were student strikes led largely by the ANC and PAC, just before their banning. In the late sixties and early seventies, a new wave of student protests, this time led mainly by the militant Black Consciousness Movement (BCM) rocked the increasingly balkanized university. Unfortunately, like the ANC and PAC before them, these movements were largely unable to overturn the policy directions of the NP Government. Most of the institutional leaders, particularly the rectorate of the time, were appointed directly by Pretoria.

During this period, Fort Hare lost much of its earlier cosmopolitan character it had built up during previous decades. Its degradation was given further

momentum in the early eighties when the NP regime embarked on its campaign to create a decidedly artificial "homeland" to cater for what they termed as the "Ciskei people (west of the Kei River)" – clearly designed to foster an artificial identity and division within the region.

This period in the evolution of apartheid social engineering ("grand apartheid") coincided with the onset of its crisis, and period of rapid decline. A new generation of student politics, supported this time by much more persistent and wide-ranging community movements in the eighties, put the NP regime and its patron client state, "Ciskei", under severe political pressure.

In 1990, when elements within the Ciskei political structures engineered a regime change that saw the toppling of Lennon Sebe (its titular leader), democratic forces at Fort Hare took strategic advantage of the situation to stage a massive push for the resignation of institutional leaders. The way was paved for the appointment of a new progressive leadership, under the leadership of Professor Sibusiso Bengu.

The new leadership of the university and the wider, national political changes provided a unique opportunity for Fort Hare to recast its role within the framework of a changing society.

Fort Hare in the post-apartheid South Africa

With the installation of a new democratic government in 1994, Fort Hare underwent several phases of institutional development and further political changes. The reign of Professor Bengu ended rather abruptly with his appointment as South Africa's first post-apartheid Minister of Education and this led to a measure of discontinuity in the policy reforms initiated during his term of office. Although his successor, Professor M. Mzamane, was appointed with a similar mandate to press ahead with a campaign of institutional renewal

campaign, this was not so successful. The reasons for this failure were both strategic (e.g. a lack of strong leadership) and structural (sharp declines in government funding to the university in the 1992-1999 period).

This, in turn, generated major pressures on the institution's stability and performance that, in 1999, came to a head with a full-scale crisis requiring leadership changes. As a result, the Fort Hare community undertook a series of sweeping changes that saw the appointment of a new rector and renewal plan – called Strategic Plan 2000 (SP2000).

The SP2000 sets out in broad strategic terms a new vision, mission, corporate goals and institutional activities aimed at laying a basis for the comprehensive reconstruction and development of the university into the 21st century. The document states boldly:

Today, the University of Fort Hare stands at a major crossroads. Facing a powerful combination of structural pressures and strategic shifts in the educational sector within and beyond South Africa, Fort Hare has to make major decisions regarding its future. The new South Africa is making new demands on tertiary institutions to redefine their role in relation to the provision of knowledge and skills required for social, economic and cultural development of the emerging democracy. Such demands, it is becoming clear, may be taking universities far beyond the traditional roles they use to play in the past, to becoming involved in the exciting developmental challenges of society”.

3.5.2 Institutional Analysis

Overview of Fort Hare

Respondents were asked about the challenges facing the university, and its strengths and weaknesses. Under weaknesses is mentioned the university's poor internal communications. This is an interesting point in light of the fact that respondents appear to have diametrically opposed views on what the

strengths and weaknesses are, as if they are not all equally up to date about the issues involving the university and its activities.

Challenges facing Fort Hare

Individual interviews with members of the Executive Management of the university on the challenges facing Fort Hare revealed the issues that have been set out in the paragraphs below.

- There is a need to strengthen the management and leadership of the institution. As part of the new change processes, the institution has put in place new management structures and appointed new people in those positions, some of them from more junior positions within the institution. Respondents identified the need for a management development and support program to improve the effectiveness of newly appointed people. This was a view shared by most members of the Executive Management Committee.
- Some respondents identified the potential threat posed to the strategic focus of the institution by a move towards "bankable" programs and activities. The source of this concern was attributed to the current changes in the higher education environment, more especially the envisaged urban campus in East London and also to the increasing pressure on the institution to raise more resources.
- Quality management was raised as a challenge. The issue of quality was raised in a number of ways and essentially focused on the quality and quantity of output of the institution in the areas of teaching, research and development. Respondents in individual interviews raised the need to improve efficiency and complete the work being done on systems, procedures and processes viewed as critical for the goals outlined in SP2000.

- The poor resource base of institutions like Fort Hare was a product of under-funding during the apartheid era and later of the lack of systems to manage the limited resources at the institution's disposal. The challenge of improving the resource base – financial, physical, and human resources - was raised as a critical success factor for the implementation of SP2000.
- An analysis of media reports reveals progress in revenue generation though this revenue remains project specific leaves little or no room for the institution to fund other priorities of the institution.
- Fort Hare is one of the institutions that are using the Integrated Tertiary Software (ITS) System. The system also has a management information component but respondents revealed in individual interviews that the system is under-utilized as many of them do not know what it is and what it can offer. Some respondents in individual interviews raised concerns around information management in general, both electronically and manually. (The difficulties experienced in sourcing some of the data required for this research project confirmed most of the issues raised by respondents.)

Strengths of the University of Fort Hare

The individual interviews and focus group interviews revealed the general feeling that the institution is becoming stronger. Respondents mentioned the following strengths of the institution:

- Staff members are passionate to be involved in a number of activities beyond their job descriptions and the new projects they are bringing to the institution. This passion was seen as a product of loyalty and dedication of some staff members and students of the university and

their strong belief and trust in the current leadership of the institution and a sense of hope for a better future.

- There is an all-round commitment to the transformation process currently underway within the institution by stakeholders, which was pointed out as one of the major reasons the institution has been able to have a smooth transition from eight faculties to four new faculties and accommodate the current reconfiguration of the administration in line with the new organizational structure.
- The brand name of the institution was highlighted as one of its critical strengths of the university. The Director General of UNESCO recently described Fort Hare as “a prestigious University where most African leaders of the national liberation movements received their education”. Many respondents believe it continues to ensure accessibility of its services to the previously disadvantaged.
- The university is located in a province with rich bio-diversity. Campuses of the institution have been seen as strategically located, with the Alice campus located in a rural and previously disadvantaged community that is fertile for research and development, and the Bisho campus on the doorstep of the provincial government, with huge possibilities for enriching current partnerships. The new campus in East London will position Fort Hare strategically in new niche markets in an urban environment.
- Goodwill and support to the institution have been on the increase since the year 2000, especially from the provincial government, donor agencies and commerce and industry. The institution has relatively better financial controls than those before 1999 and this has increased

accountability for project funds and increased confidence in the institution from donor agencies.

- One of the strengths of the new Fort Hare is the ability of people to work together irrespective of race and gender and the role that is now played by the previously disadvantaged groupings; for example, for the first time in the history of Fort Hare, a female Registrar was appointed during 2002.
- The university has relevant academic programs in some areas and these programs are in some cases tailored for the unique environment and type of student population that Fort Hare has. The institution also has some under-utilized infrastructure that could be used to broaden the scope of its interventions in socio-economic development.

Weaknesses of the university

The following points were mentioned as weaknesses of Fort Hare:

- The institution has inadequate capacity to respond to internal pressures (the provision of a quality service) and external pressures (the need to meet the changes, opportunities and threats at macro level) as a result of inadequate staffing and inadequate training of some staff members of the institution. The ability of the university to attract and retain good staff members was also highlighted as one of its weaknesses, and was blamed on the recruitment strategy of the institution that has led to some poor appointments, the poor amenities in Alice, and the relatively poor conditions of service.
- Poor orientation and induction of staff members was seen as undermining the effectiveness and efficiency of staff members. The

motivation of staff members was seen as significantly affected by the changes Fort Hare is undergoing. There is a perception that academic staff members are poorly remunerated whilst their counterparts in the administration are paid significantly more.

- Most task teams for projects are seen as too big for the effective coordination and discharging of the task at hand. Some of the respondents in individual and focus group interviews felt that staff members were involved in too many activities and that this would compromise their focus and, ultimately, their productivity.
- The inability of certain conservative elements to understand and adapt to changes at both the macro and institutional levels had led to some staff members remaining trapped in the past. One respondent identified the problem of apathy from a particular block of staff members, mainly explained as their long stay at Fort Hare.
- The poor financial position of the university as a result of the funding formula that is based on student numbers was identified as a problem that has delayed the implementation of some of the programs envisaged by SP2000. Inadequacy of resources and a lack of guidelines and procedures in financial management are creating limited space for heads of units to take control of the financial resources allocated to them and deliver on the mandates of their units.
- The institution has significant backlogs in investment and maintenance of infrastructure for administrative support and for teaching and research within the institution.

- Poor internal communication was raised as an issue. Respondents cited lack of response to messages, and the poor processing of documents as some of the problems. Communication about activities and projects was criticized as weak by respondents.
- The institution was seen as blindly committing itself to being a "university for the poor", but without adequately providing an institutional and, more importantly, a resource (financial) basis for this noble but challenging policy position. Many of these students typically enter university life in a highly unprepared state and, because of accumulated learning disadvantages, find it extremely difficult to make their way through the complex system of learning at Fort Hare.
- Some respondents raised the concern about higher education increasingly seen as producing qualified knowledge consumers rather than innovators. The poor participation of students and staff members in development projects relating to the education and productive capacity of the local communities remains a weakness that the institution needs to deal with.

3.5.3 Institutional Leadership and Management

The governance, management and leadership of the University of Fort Hare have always been linked to the dynamics within the country at a particular point in time, with the internal arrangements of the university responsive to these dynamics. Leadership and management can be examined in these three periods: 1990 – 1994, 1995 – 1999, and 2000 to the present.

The period 1990 – 1994

Institutional governance

The management of the university, led by Professor Bengu as Vice Chancellor, made proposals for an inclusive and democratic council to be formed. It was during this process that the President of the African National Congress (ANC), Oliver Tambo, was installed as the Chancellor of Fort Hare. His appointment was an epoch-making event that was to some a promise of things to come.

A document entitled Building a New Fort Hare identifies the following members of the university senate: the Vice Chancellor, the Vice Principal, the Deputy Vice Chancellors, Professors, Librarian, academic staff hold office of head of department or acting head of department, two academic staff from each faculty elected by staff of the faculty, two women elected among women lecturers, two students from each faculty and two members of the SRC. This was in the spirit of democratization of structures of governance and ensuring that they are more inclusive of different interest groups.

The university management

A 1992 document identifies nine officers as part of the management structure: Vice Chancellor, Registrar (Academic), Registrar (Administration), Director of Finance, Deputy Registrar(Administration), Director of Technical services, Director of Public Relations and Development, Director of External Studies and Dean of Students. This process resulted in the constitution of a management that was predominantly black and male. When in 1994 many senior members in the university administration, including the then Vice Chancellor Prof Bengu, were appointed to positions in the new democratic government, discontinuity occurred in the change process that was championed by this management.

The period 1995 – 1999

Institutional governance

Structures of governance did not undergo major changes during this period despite the changes within the higher education sector that were reshaping the system and the environment within which institutional transformation should take place. The new legislative framework (notably the Higher Education Act) created space for an additional structure of governance: the Institutional Forum (IF). The Institutional Forums (IF) were proposed as structures that would be champions of change processes in institutions of higher learning, enabling the creation of space for all interest groups to shape change processes against the background of the undemocratic structures of governance that were leading most institutions of higher learning.

A discussion paper on higher education governance states that the problems at institutions of higher learning went beyond the episodic student protests and related to institutional leadership and authority and management. Conflict was identified between different constituencies within the institution and weak second-tier management that struggled to manage the day-to-day running of the institution or to implement decisions of the council and the senate were referred to. This was seen to result in a lack of leadership authority and capacity to effect change.

The university management

In 1994, Prof M.V. Mzamane was appointed as Vice Chancellor of the University of Fort Hare. The VC and his management instituted a new change process that focused on what was termed the "rationalization" of the institution. In 1997 the university retrenched 900 workers as part of the rationalization exercise, a process that was faced with massive resistance from staff associations/unions and resulted in mass action and litigation.

During the same period the institution experienced upheaval as a result of strikes by students around issues affecting them, including the payment of fees. The pressure that was mounting on management from within coupled with declining funding was putting management under pressure to cut costs and "rationalize" the institution. It was announced that the university was to cut the number of faculties from eight to four (Daily Dispatch: 6 July 1998), but by the end of 1998 there were no visible results around this process and the institution hit a serious financial crisis that led to its inability to pay salaries and meet other commitments.

The stakeholders of the university demanded the suspension of top management and the appointment of an independent assessor in line with the provisions of the Higher Education Act. The report of this assessor detailed the contribution of staff and students in the institutional crisis and noted concern over the manner in which staff and students were handling issues on campus and the inclination towards resorting to mass action. Management was blamed for most of the problems that had led to the decline of the university, and one of the options that the independent assessor proposed was its closure.

The period from 2000 to the present

Institutional governance

The new statute of the university, dated 2 July 1999, was drawn up in line with the constitution of the country and laid the basis for a new system of governance that provided for a university with a diverse character and that did not discriminate according to race, ethnicity, gender, physical ability, religion and sexual orientation.

The system of governance can be characterized as:

an expanded leadership core which shares a common vision for the institution; a broad segment of people in senior positions and a committed student leadership, who have a shared understanding of the institution's history and future direction (a shared transformation discourse); a directive leadership that is balanced by consultation; participation through a variety of structures (such as expanded planning groups) acceptance that the primary role of leadership is to implement the agreed-upon direction; a well-understood distinction of roles between the council and the institution's management structure; a good working relationship (supportive and critical) between the council (particularly the chair) and the institution's executive management, and a leadership that has broad legitimacy and commands authority. (Discussion paper of a consultative conference of the CHE on Higher Education Governance: www.che.org.za)

Student governance

Student governance comprises the Student General Council (SGC), the Students Representative Council (SRC) and student organizations, clubs and societies. The SGC is composed of members of the SRC, societies, organizations, clubs and certain committees and is tasked with playing an oversight role over the SRC. Members of the SGC are nominated by their respective organizations according to the constitution of the SRC. The SRC is elected every year through a proportional representation system. Clubs, societies and other organizations are recognized and funded by the SRC in its budget through the constitution of the SRC and its policies.

Student governance has been under pressure to redefine its role in the context of a democratic government and participatory management. Student leadership has found it difficult to throw stones at a system of which they are a vital part and to face the challenge of becoming "unpopular" within the student body as representatives of management rather than students. The ability to grapple with these sometimes contradictory considerations has been a distinguishing factor between strong leaders that contribute to institutional transformation and those driven by anarchy with half-baked political ideas.

Cooperative governance has presented the new environment with a number of inconsistencies. The student leadership at Fort Hare is represented at the level of Council, Senate and the Institutional Forum and is, therefore, empowered to inform policy making and the strategic direction of the institution. There is, however, limited participation at the level of decision making around processes to put those decisions into operation. These questions will need to be explored and dealt with in the process of strengthening cooperative governance.

The university management

Another trend in governance and management at institutional level is towards applying management structures and procedures that have traditionally been associated with the private sector. There appears to be an attempt to determine core functions and core areas of excellence and to dispose of unproductive programs and to contract out certain administrative functions. There has been a move towards full-time professional-managerial deans supported by professional financial and other personnel at faculty level and sophisticated cost analysis systems designed to identify profit and loss making departments. (Discussion paper of a consultative conference of the CHE on Higher Education Governance: www.che.org.za).

The new management of the institution - led by the Vice Chancellor, Professor Derrick Swartz – set out to steer the institution away from the self-destructive course that it had embarked on and, to this end, it consolidated power and centralized budgetary processes and other processes and set up committees that involved bringing on board as many stakeholders as possible to determine the future and the running of the institution.

Three task teams (academic, administration, and finance task teams) composed of diverse stakeholders were formed to make a thorough review of the institution and produce the Review Report and management appointed a team comprising individuals from within the institution to develop the Strategic Plan

(SP2000). At the completion of SP2000, the strategic plan committee was assigned the role of being the soundboard to management on matters relating to the strategic direction of the institution. In 2001, a dedicated center was set up to facilitate the implementation process of SP2000. The participatory style of management and confidence in internal resources permeated through these processes of renewal of Fort Hare.

The university has made a number of appointments in middle-management positions and created some new positions entirely as middle management was felt to be thin. In line with the new organizational structure the institution is redeploying and appointing new staff in the new positions. Unprecedented stability has characterized the current change processes within the institution. The challenge, however, remains the strengthening of these incumbents and broadening their support base so as to ensure they deliver. The management of the institution has managed rigorous internal change and also to communicate a new Fort Hare to the outside world: government (at all levels), business, donor agencies and the general public. The improvement in the confidence and operations of the institution is reflected by the increase in student numbers and reduction in the deficit of the institution.

3.5.4 Research and Teaching

Students per faculty

The student breakdown per faculty over the past five years indicates substantial growth in intake at Fort Hare. While it is highly unlikely that capacity could allow such growth rates to be sustained, the market for mature/part-time students remains untapped. Below is the breakdown of students per faculty from 1998:

Table 1: Breakdown of students per faculty between 1998 and 2002

Faculty	1998	1999	2000	2001	2002
Science	619	515	501	-	-
Science & Technology (New)	-	-	-	690	802
Education	332	1,127	1,302	-	-
Economic Science	728	647	639	-	-
Social Science	-	777	742	-	-
Management Dev & Commerce (New)	-	-	-	3,469	4,601
Arts	573	306	227	-	-
Law	571	496	518	-	-
Theology	44	52	60	-	-
African & Democracy Studies (New)	-	-	-	934	1,300
Agriculture	306	258	259	-	-
Agriculture & Environ Science (New)	-	-	-	285	326
UFH – Sub total	3,173	4,178	4,248	5,378	7,029

This picture depicts the overall picture of student enrolment at Fort Hare since 1998. The impact of the new academic structure, as Fort Hare closed its eight faculties and migrated to four new faculties, can be seen in the above table from 2001.

Race and gender distribution of students

The representation of female students in certain degrees has been a problem at Fort Hare for some time, as in other institutions across the country. In 2001, 62% of students of Fort Hare were female. A major concern is that females are still under-represented in certain fields while over-represented in others. The university had about 1200 students in the B.Prim (Ed) degree in August 2001 and the majority of these students were females.

Student graduation rates

A report compiled for the portfolio committee on education in 2001 by the university indicated that student graduate rates in Arts and Pedagogics had declined since 1994. The rates had increased in Communication, Personnel Management, Science, Commerce, Administration, Agriculture, Law, Social Work, Nursing and Primary Education.

Research and development

The Review Report (RR) produced by the university in 1999 set out a detailed analysis of research and development within the institution. The results of the review report are set out below

The overall impression gained by the investigation was that Fort Hare's limited, but not insignificant, research culture was characterized by the absence of a comprehensive set of policies, adequate resources, and human capital. The central proposition made in the report was that research is both a definitive condition of possibility and a distinctive substantive outcome of the wider program of renewal of Fort Hare. Without a strong, dedicated and focused research culture and system, the "renewal" of Fort Hare will not be possible. Conversely, without the necessary support from this wider system, research cannot be sustainable (Review Report, 1999).

Certain specific points from the Review Report are worthy of mention:

- There are a number of strengths in the university's research culture. During the period under review (the period up to 1999) the university was supporting a small, but significant, number of "nodes of research excellence" (e.g. Agriculture, Development Studies, etc.) that have been able to operate relatively successfully despite the breakdown in the wider research system.
- The weaknesses in the research culture include insufficient institutional incentives for research academics; insufficient promotion of "research-as-discourse" amongst students, especially at undergraduate levels; the negative impact of weak and chronically unreliable technological infrastructure (e.g. Internet) on the ability of researchers to effectively and professionally partake in research projects; and insufficient dissemination of research information.

including purpose and activities of research management committees at central and faculty level .

- The report noted that major problems in research lay with a failure to effectively establish, consistently enforce and regularly monitor the work of the various committees responsible for research development.
- A further finding was that although expertise (especially technical and administrative expertise) in research management was a major deficiency in the Fort Hare system, there was a small, but significant core of academics and departments to draw on in rebuilding better research.

3.5.5 Financial Management

The major problems of the institution in the pre-1999 dispensation can be categorized as the collapse of financial systems and controls. The institution as a crisis response strategy centralized all the elements of the system as a measure to cut down on expenditure. The results were remarkable

The expenditure is still within acceptable limits (relative to the past), though this has come at a big cost. The university has not been able to increase salaries, improve conditions of service, invest in the physical infrastructure and buy some essential supplies. The major reason for this is viewed as limited support from the national department of education for the renewal plan (SP2000).

On the income side the university has been able to increase its sources of funding with a huge improvement in project funding. The downside of this has been the fact that project funding is tied up on certain projects and, therefore, cannot be used for other purposes, even those that are essential.

Capacity to manage program funding

During the financial crisis, the university management was tempted to use project funding for institutional operational costs, a process that delivered a major blow to the ability of the institution to mobilize funding. The new management has transferred all projects to the Fort Hare Foundation so as to ensure their funding is managed separately and that support is given to project managers.

Fee policy and student debt

The student debt at Fort Hare is high. A number of initiatives have been tried to collect historical student debt with no or very little success. However, the institution is implementing measures to prevent the escalation of student debt by putting in place revenue collection mechanisms.

Processes for determining budgets

There is no clear policy framework within which this process unfolds. The institution has introduced tools to assist different units to compile budgets but there is still limited participation of other people in the budgeting process beyond the Deputy Vice Chancellor (Finance and Admin). It might be helpful to consider a participatory process that is guided by a clear framework. An ideal policy framework should reward performance, good planning and resource management.

Financial fundraising initiatives

The institution has recently appointed a fundraiser to lead the process of institutional fundraising. Some members of middle management have been doing their own fundraising (extremely successfully in some cases). Whilst this has its own benefits for the institution, there is a need for the regulation of this and central coordination of all its fundraising initiatives.

Implications of combinations/mergers

In the final analysis the absorption of the Rhodes (East London Campus) will put challenges on the already strained resource base and financial management capacity of the institution. Unless the institution develops a clear strategic perspective on the implications of the new campus on the profile of the expanded Fort Hare, it will be difficult to chart its clear development. There are of course many obvious advantages to be gained from the absorption of the Rhodes East London campus, and these would have to be systematically integrated into the larger Fort Hare.

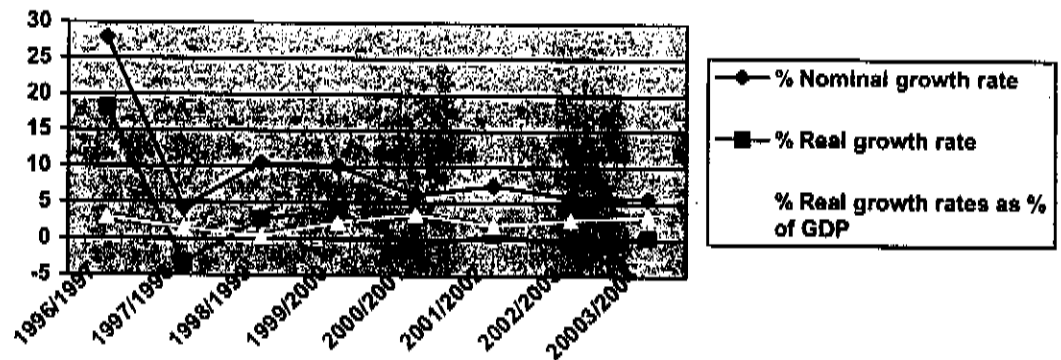
A due diligence task team has undertaken a major scoping exercise to estimate the strategic and financial implications of the incorporation process as well as lay the basis for the development of a revised Strategic Plan 2000. This process, according to institutional leaders, is set to reach the final institutional approval stage in September 2003.

3.5.6 Trends in Income and Expenditure over the Last Five Years

Trends at macro level

A July 2002 report provided information about funding of the higher education system in general. The following information has been extracted from the report and is presented in graph form.

Figure 1: Growth rates between 1996/97 and 2003/4



The information can be tabulated as follows:

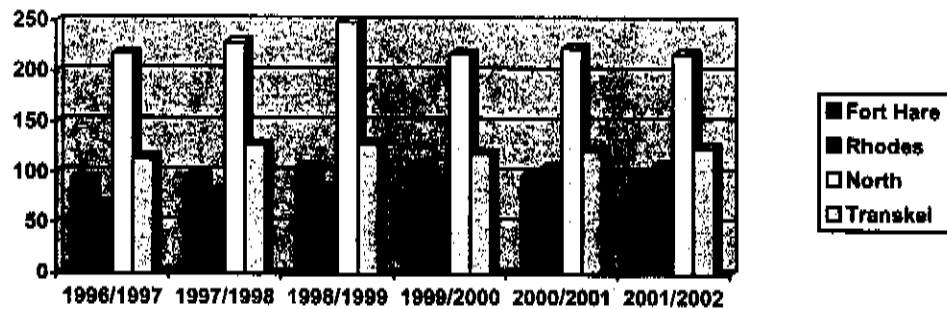
Table 2: Percentage growth between 1996/97 and 2003/4

	1996/7	1997/8	1998/9	1999/2000	2000/1	2001/2	2002/3
Percentage growth in nominal terms in income for HE	27.9	4.3	10.5	10.1	6.1	7.4	5.8
Percentage growth in real terms in income for HE	18.2	-3.2	2.8	3.9	-0.1	0.7	-0.6
Percentage growth in real income as a percentage of GDP	3.0	1.5	0.4	2.3	3.4	1.9	2.7

Subsidy allocations by government

The University of Fort Hare's budget allocation has been experiencing marginal fluctuations in nominal terms since the 1996/1997 financial year. The state of the university's finances are contrasted here with figures for the University of the North (which is the other university that is part of this study), the University of Transkei (a historically black university based in the Eastern Cape and of a similar size), and Rhodes University (a historically white university also based in the Eastern Cape). The budget allocations for the four universities in the periods between 1996/1997 and 2001/2002 are summarized in the figure below:

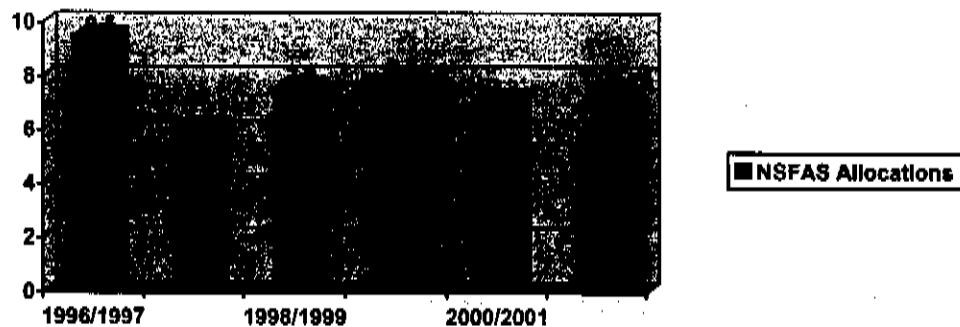
Figure 2: Budget allocations for Fort Hare, Rhodes, UNIN and Transkei



Allocations from the National Student Financial Aid Scheme (NSFAS)

In 1991 the Tertiary Education Fund of South Africa (TEFSA) was established as a conduit for funding to help ensure that historically disadvantaged students with academic ability could embark on tertiary study.

Figure 3: Allocations from NSFAS



Expenditure patterns of the university

Salary bill as percentage of total expenditure, Operating expenses as percentage of total expenditure, non-recurrent expenditure as a percentage of total expenditure.

Table 3: Salary as a percentage of total expenditure

	1997	1998	1999	2000	2001
Salary (as % of total expenditure)	64,6	58,1	66,9	51,5	58,7
Number of employees					

Trends in assets and liabilities

The financial statements of the university illustrate the state of affairs in so far as finances are concerned. This report will not give details about the university's financial position, but will focus on its total assets, its current liabilities and non-current liabilities. The table below summarizes information extracted from the financial statements of the University of Fort Hare:

Table 4: Summary of information from the financial statements 1997 to 2001

	1997	1998	1999	2000	2001
Total Assets of the university (in millions)	197,6	220,4	238	217,2	221,9
Current Liabilities (in millions)	74,9	95,7	78,9	82,7	82,4
Non-current Liabilities (in millions)	20,7	38,7	38,3	37,9	34,5
Overdraft of the university	40,4	-	-	45,9	36,1

The future looks promising as the university has:

- Appointed a fundraiser to regulate and centralise the raising of funds;
- Looked at innovative fundraising initiatives like participation in certain investments;
- Set up a consulting arm of the university; and
- Put in place proper systems.

3.5.7 Partnerships

Historical and contextual issues

A major and common characteristic of HBUs since their inception is their marked degree of structural disjuncture from defined communities of interests – local or otherwise. The reasons for this are rooted in the peculiar political history of which universities such as Fort Hare formed part. The pre-democracy regimes did not encourage any significant democratic experiments in community partnerships, given the largely mistrustful relationship they enjoyed with these communities. Neither was there much appetite in previous years for involving students in the life of local communities, largely out of fear of the supposedly subversive potential of such linkages.

Over time, Fort Hare was largely left alienated from community life, even at the most local level. In any case, such relations as there were tended to be constructed in vertical (top-down) terms, and thus did not foster any democratic ethos.

This radical breach between Fort Hare and its most immediate environs has presented an immediate challenge to the new leadership. The Vice Chancellor of the university posed the question in one meeting with the Strategic Planning Committee (SPC): “if knowledge is power and institutions of higher learning have a wealth of knowledge and information that reside within them, why do you have the levels of poverty that you have in Alice when you have had the University of Fort Hare since 1916.”

The most immediate and concrete challenge to the strategic plan (SP2000) will be how the university can lock itself into processes that support the progressive empowerment and social emancipation of such communities from poverty, unemployment and marginalization. There are, of course, meaningful and active relationships between Fort Hare and Alice. For one thing, the institution is the most significant employer in the entire region. But the relationships that exist between the university and the town have tended to be

formal and of an employer-employee kind. They have not involved any democratic platforms for university involvement in the life of communities, and certainly not community engagement in the life of the university.

SP2000 seems to reflect, in broad terms at least, a philosophy and strategic intent based on democratic partnerships with local communities. Through its ample institutional, intellectual and technical resources Fort Hare could play a major catalytic role in combating typical problems of underdevelopment – food security, job creation, trade and commerce, education and adult literacy, cultural development and the rehabilitation of recreational life within communities. If the institution could extend its knowledge resources beyond teaching in classrooms this could, over time, help to foster social and cultural confidence, skills and hard knowledge within such communities to help themselves.

There are presumably also less than altruistic reasons at play here. For one thing, Fort Hare could generate a great deal of additional resources from partnership initiatives. Secondly, it could find useful ways of exposing its students to the realities of the labor market and rural economics as they actually exist. Thirdly, creative partnerships provide an opportunity for academics to test their own research theories and methodologies.

On the other hand, communities or interests groups within communities could use the university to help them achieve all manner of social and economic. Also, being located in a predominantly, though not exclusively rural enclave, Fort Hare could be an immense source of agricultural development to help drive the food security policy imperatives, and communities could be the driving force in these partnerships. The list of potential community-led partnership initiatives, involving the university, is presumably manifold and depends on locally defined needs. But it is clear that the enormous potential for university-community partnerships, could be developed in future.

Historically, there have been various, mainly ad hoc, partnerships forged with various communities or sections of communities, especially during the nineties. In agriculture, Fort Hare pioneered a range of small-scale crop-support initiatives funded by the Norwegian government, as well as a promising, but limited, Nguni (cattle) breeding program aimed at providing local cattle farmers with commercial stock to compete on local markets. In addition, there are also HIV/AIDS support programs run in conjunction with local schools and communities.

However, these partnerships tend to not be driven by any coherently spelt out strategy for partnerships or an explicit operational framework (involving, amongst other, quality control, standardized goal setting and evaluation, etc.). They are often, if not typically, brought into being on opportunistic grounds (i.e. a need is identified based on a funder expressing interest), and often skewed to suit the needs or requirements of funding agencies, rather than exclusively communities. They are largely "episodic" and issue-specific. Furthermore, there is little in the way of using such project initiatives to create proper and durable social institutions or networks within such communities – that can exist without the assistance of the university. In this way, Fort Hare's involvement may well perpetuate the tendency of community dependency on external agencies in their development.

Nonetheless, we believe that the climate and context exist, better than at any other time in the history of Fort Hare, to create a new philosophy and methodology for development or partnership that is neither "dependency-driven" nor paternalistic. It has to be explicitly based on norms of equality and sharing, mutual learning and be goal-orientated. Partnerships, to work, should also be mutually rewarding – even though "rewards" may not necessarily be financial or material in nature.

There are also problems to do with capacity, both at the level of the university and its prospective partner communities. Thus, for a successful basis to be laid, there has to be a simultaneous process of skills development, running parallel with such initiatives. For this, we need to create dedicated skills-development agencies, ideally, but not necessarily, to be located at the institution. Skills may range from hard skills (technical, technocratic) to enabling academics to understand the local culture and styles of doing things in local communities.

Partnerships of course differ in their nature and scope, and Fort Hare, like other institutions, enjoy a variety of partnerships including, but also transcending "local" communities. What follows below is an excursus of some of the more prominent types of these partnerships.

Partnerships with other educational institutions

Most of these partnerships are with institutions in developed countries, more especially the United States, Australia, Germany and Norway. Only one partnership within the country and two partnerships with two SADC countries were mentioned (Lesotho and Zimbabwe). The Review Report identified the number of the partnerships/ linkages as big and as having little focus. Some were described as dormant.

The Review Report mentioned that the most active partnerships, managed by the Tertiary Education Linkages Project (TELP) office at Fort Hare, were a partnership with the University of Connecticut and Michigan State University (MSU). The Report also argues for a decrease in the overall number of "strategic high-level partnerships" in favor of more focused, long-term linkages. It also promotes the need for more Afro-centric partnerships, reclaiming Fort Hare's historical links with parts of the continent and stating the need for new continental partnerships around Nepad and the African Union (AU).

The main challenge is for Fort Hare to create a clear strategic perspective on how it should use the emerging Nepad/AU framework for positioning itself to express its strategic interests, in conjunction with other appropriate partners on the continent. This perspective does not yet exist; at least, not in written form.

Partnerships with government

The university has been improving its relations and partnerships with government since 1999, particularly in the Eastern Cape - where the bulk of its more productive partnerships with government resides - and the last few years since 1999 have seen the emergence of some encouraging high-level and revenue-generating partnerships - in particular, around education, public finance and management training. These partnerships herald the potential of providing models for how enduring partnerships with public agencies could work and the challenges they bring.

What is clear though is that Fort Hare potentially sits on a vast revenue pool, locked up in the public sector market, which it probably has the greatest chance to penetrate. It has a modern campus and enjoys, by far, the best social and historical linkages with the political and administrative elites of the country - many of whom are former scholars of Fort Hare. In toto, it is estimated that revenue accruing to "consulting services" in the Eastern Cape Provincial Administration amounts to R1-1,5 billion per annum.

Partnerships with business

Historically, partnerships with business have been an underdeveloped aspect of Fort Hare's relationship with external interests. The reasons for this are mainly political - given the way in which apartheid-era business interests largely perceived black institutions. This was of course in sharp contrast to the often, tight support networks and relationships between "white universities" and organized capital in apartheid South Africa.

These types of networks were decidedly absent in the case of historically black institutions, who were marginalized not only from equitable government support but also from corporate and private as well. Fort Hare was no exception and for no period in its history, except a brief and short investment flow in the period immediately after 1994, has it enjoyed any sustained financial support from South Africa's fledgling corporate sector.

Given the size of potential revenue in this market, it makes sense that the new Fort Hare position itself to compete for such resources. This task is not going to be easy - as there exists considerable bias in the market - and will be two-fold: on the one hand, penetrating and reaching into the existing established (predominantly white) business sector; whilst on the other, cultivating and assisting the development of new (particularly, black) businesses, which are expected to marshal an increased market share over time.

These linkages, between corporate institutions and particular institutions are built on cultural and social networks, including alumni relations, patronage, and implicit preferences for support by policy makers and fund managers within corporations.

In its SP2000, Fort Hare leadership identified its clear intention of supporting the transformation and development of business, especially in the Eastern Cape region, and makes mention of its support for the development of black business in particular. Clearly, in this regard, its focus should be on developing a clear strategy for working with emerging and particularly black business interests. Moreover, given its environment, and the particular developmental model it promotes, Fort Hare has identified its strategic goal of supporting the development of Small, Micro and Medium-Scale Enterprises (SMMEs), as these form the backbone of many rural household economies.

In line with this strategy, in 2002 Fort Hare formed a new Community and Business Development Centre (CBDC) in an effort to pull together resources for direct capacity building and skills and technology transfer involving designated "communities of interests". This initiative has only been established very recently and it is still difficult to make any intelligent assessment of its advances, strengths and challenges.

Some of the most productive relationships are regional or local rather than national and influence the strategies and missions of universities by playing an active part in governing bodies; helping university management to become more business-like (for example by focusing on adding value to their core business as universities and outsourcing other functions); promoting the concept of lifelong learning and providing ongoing access to higher education for employees; providing opportunities for work-related learning to students; and working with universities and academics to develop and commercialize the intellectual property they produce and generating income for the university and its staff in the process.

Clearly, it would be important for the institution to prioritize a process that would, over time, scale the reach of its programs into wider partnership initiatives. A strategy that does not discriminate between "spheres of immediate interests" and those of medium to longer-term interests will run into problems of management, resources and effectiveness. There is no indication yet that Fort Hare has developed such a strategy, and the only reference to this issue in SP2000 is that the institution seeks to focus on a radius of 45km from the university in its development of strong partnerships.

Partnerships with the development sector

SP2000 strongly promotes the idea of forging links with local communities, especially, though not only, in the Alice and the wider Nkonkobe area (the municipal area within which Alice falls). It also identifies a number of action

steps that should be taken to initiate these linkages. A major step in this direction was taken in 2001 with the adoption of a partnership involving Fort Hare and Alice Council. The partnership document makes provision for wide-ranging areas of cooperation, but does not specify in any operational or strategic detail how these goals would be achieved. The leadership of Fort Hare argues that this was merely a "base agreement" that would have been followed up by a serial (annualized) business plan in conjunction with the Council. Nonetheless, this was no further action has been taken and the exact status of the document is not known. Moreover, Alice lost its status as a municipality in 2002, in line with the national process of local government realignment – a process that saw the creation of the larger Nkonkobe Municipality. As a result, there is a need for a revision and, presumably, widening of the original Alice-Fort Hare Partnership, to take into account the new administrative realities.

Beyond these formal initiatives, the CBDC has also been promoting linkages with other actors involved with community development. One such example is the King Sandile Development Trust (KSDT), a development trust formed by King Sandile to spearhead development activities within the area of his jurisdiction. KSDT is working with the Gwali Fountain of Life Development Trust (GFLDT), a trust focusing on a smaller number of villages. The CBDC has been working extensively with the trust by providing administrative support and technical support in a number of areas.

The Vice Chancellor has also started a process of developing strong relations with Chief Tyali, descendent of the chief that gave out the land that Fort Hare is situated on in 1835. The university is setting up a committee to strengthen the relationship between the university and the chief along the lines of a mutually beneficial relationship. This process started with the visit by the Vice Chancellor to the Royal place, a historic event as he was the first rector to visit the royal place.

The CBDC has been working with the Alice Central Town Residence Association (ACTRA). The CBDC provided technical assistance in the development of a program for the renewal of Alice and is working on ensuring that a Section 21 Company is set-up to drive the process of implementation of the program. The university has been assisting in the fundraising process of the program in general and certain activities of the program.

The major challenge, it seems, facing an emergent institution gearing itself towards a progressive development role, is that of making choices. In economic terms it will not be possible for Fort Hare to widen its developmental targets beyond the scope of its still developing capacities. The growth patterns it need to "sow" should be intensive, empowering to communities and potentially enduring rather than extensive and short lived.

3.5.8 Data profile: Fort Hare and its "Local" Habitat

This section of the study of Fort Hare presents the socio-economic profile of the political economy of the habitat where the university, to date, has concentrated its strategies relating to recruitment and development programs. In doing so, a number of assumptions are made with respect to the broader development trajectories. Firstly, it is assumed that the "local" developments operate within the logic of national development policies.. This national policy framework has emphasized integrated rural development in recent years and placed strong pressures on provincial and local authorities to integrate their various rural programs. Secondly, it is assumed that the Eastern Cape Provincial Government has put in place a wider set of provincial, if not "regional", developmental programs within which Fort Hare's local interventions must be contextualised.

The Fort Hare strategy of "development" seems to be constructed on the basis of a number of loosely intersecting "concentric development circles" – with its epicenter (and the locus of most of its "local community activities" based in Alice, followed by a radius of roughly 45km, involving communities in the Hogsback, King Williamstown, Middelrift, Fort Beaufort, Seymour and its

adjacent rural townships and farm locations. Beyond these two “inner circles” of development there is, of course, the wider Eastern Cape Province. Fort Hare does not seem to have a clear strategic perspective about the development of this outermost circle.

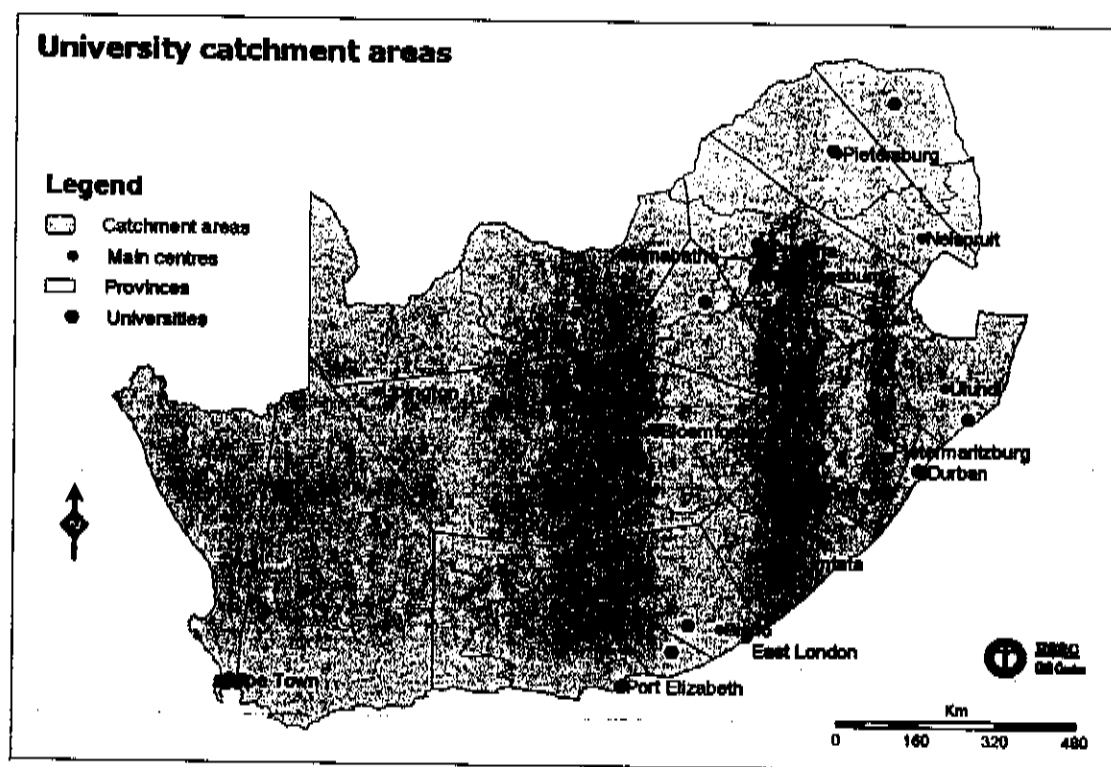
Beyond the province, the university’s Strategic Plan 2000 also makes bold mention of its ambitions to grow into a “national” university – serving the needs of the entire South Africa. SP2000 also states the goal of the new Fort Hare to “reclaim” its former role as “a centre for leadership development” beyond South Africa and, thus, the need to forge strong linkages with other African-based universities and institutions. Taken together, the national and continental challenges for development present the university with formidable challenges for the future.

3.5.9 Eastern Cape Province: the Challenges of Underdevelopment

The Eastern Cape Province is widely known to be one of South Africa’s poorest, provinces in terms of the average income per family or household unit and some of the most basic indicators of development as defined by the United Nations Human Development Index.

This section focuses specifically on the current “catchment area” (see map below) from which Fort Hare typically sources the bulk of its students and where the bulk of its existing development programs is focused. This does not, of course, imply that such “catchment” areas will remain static, and thus not expand in different ways in future; neither should it suggest that the future Fort Hare would confine its development programs to this particular geographical area.

Figure 4: University catchment areas



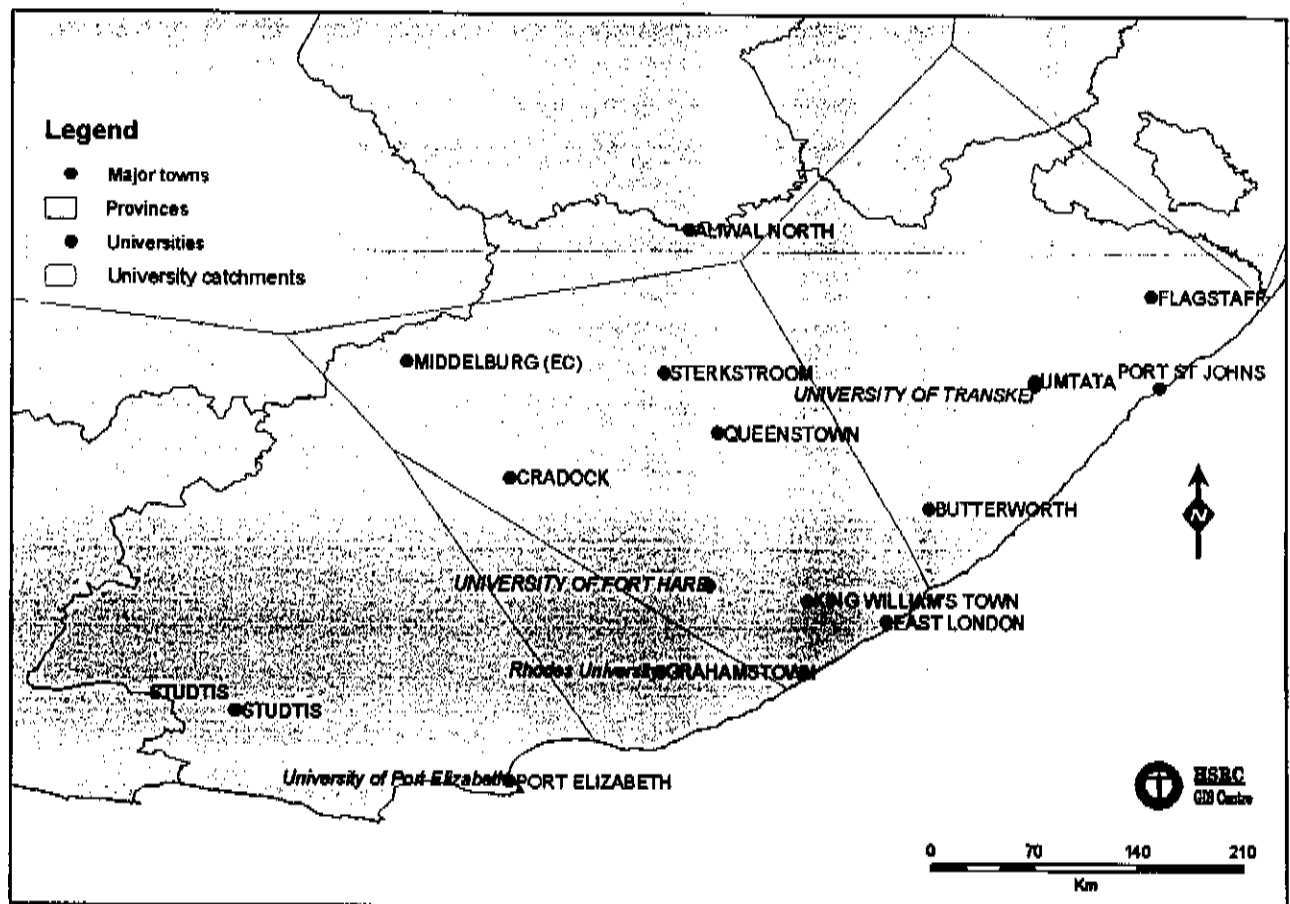
Profile of Fort Hare's catchment area

The catchment area of the University of Fort Hare has been calculated largely on the basis of GIS⁶⁴ data analyses. Ideally catchment areas (or areas of influence) should be calculated according to the home addresses of students. In this study, however, catchments had to be calculated on the halfway distance between adjoining universities. This methodology creates a rough picture of the spatial positioning of the university, but does not take factors like terrain or student preference into consideration. Socio-economic data based on the Enumerator Areas (EA) were aggregated for every university catchment area. The socio-economic data are based on the 1996 Census data. The aggregation method used the statistics related to all EAs within a specific university catchment area. These data were used to provide the socio-economic profile of the University of Fort Hare as discussed in the following paragraphs.

⁶⁴ Geographical Information System

The *local* catchment area of the University of Fort Hare is larger than that of Rhodes University and is the third largest in the Eastern Cape. The four universities (excluding Vista campus in Port Elizabeth) covering the Eastern Cape are: Port Elizabeth, Rhodes, Fort Hare and Transkei. The Fort Hare catchment includes the central part of the province and places like Alice, East London, King William's Town, Queenstown and Middelburg. The total area of the catchment is 53 009 km². Figure 5 displays the spatial layout of the provincial university catchment areas.

Figure 5: University catchment areas in the Eastern Cape



Population

The 10-14 year old age group is the dominant age group of the catchment area. This is typical of a non-urban population. The population density of the

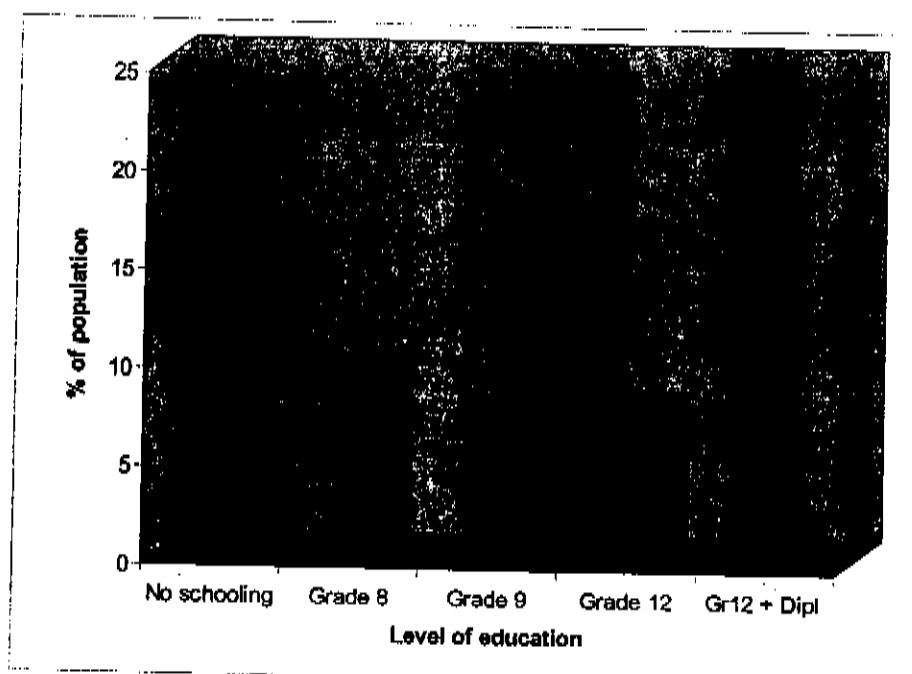
catchment area is an average of 31 people per km². *This figure is the second highest for Eastern Cape universities.* It does not, however, take settlement patterns at a more local level into consideration. The province has been characterized by high rural densities and this impacts negatively on the environment (O' Leary 1998: 34). The total population of the area is 1 634 059. In terms of gender distribution females make up 53% of the population.

The economically active population (15-64 year olds) makes up 58% of the total population. This figure provides an indication of potential employment statistics, which might be above average but are still not very good. The 20-24 year olds (age group most likely to be in tertiary training) constitutes 9% of the total population. Fifty-five percent of the economically active population is employed.

Education

The majority of the population (22%) has no formal schooling. In terms of the population with schooling the people with Grade 8 constitute the highest percentage (10%). The other levels of education are Grade 9 (6%), Grade 12/Matric (8%), and Grade 12 plus a diploma (2%) (see Figure 6).

Figure 6: Education levels in the Fort Hare catchment area



High learner:educator ratios are experienced in the central part of this catchment area, namely in the Tarka area (O' Leary 1997:25). This indicates an over extension of educational resources.

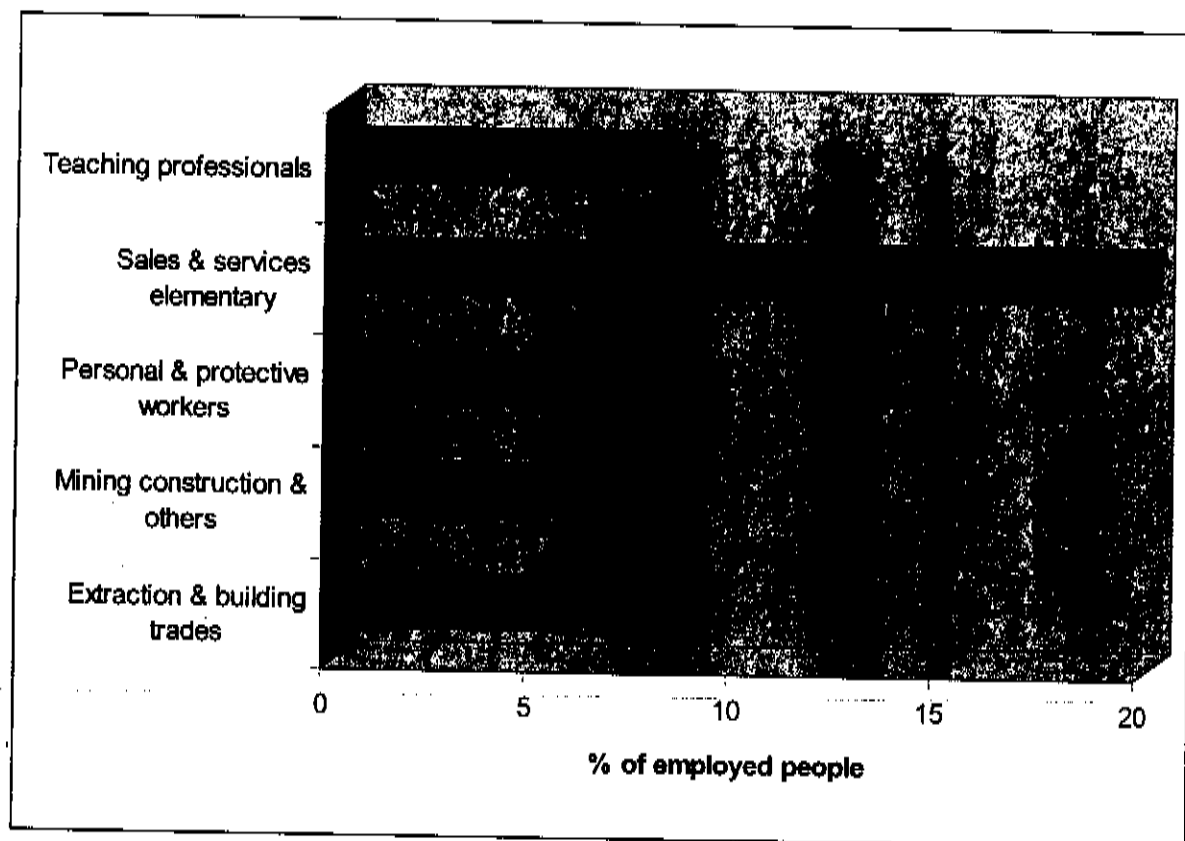
Employment

Twenty percent of the employed people in the catchment area are employed as sales and service elementary workers. The other major occupation groups in this catchment area are: teaching professionals (8%), extraction and building trade workers (6%), personal and protective services workers⁶⁵ (5%) and mining, construction, manufacturing and transport laborers⁶⁶ (5%) (see Figure 7). According to GGP statistics, the local economy is based on the input from manufacturing, the financial sector, trade and the government sector (see Figure 8). Manufacturing is particularly high in the districts of East London, King William's Town, Zwelitsha and Mdantsane. "Government" refers to employment and financial input by teachers, public servants, etc.

⁶⁵ Personal and protective service workers are included in the main group of "Service workers, shop and market sales workers". The sub-group mentioned above includes the following occupation groups: travel attendants and related workers; housekeeping and restaurant services workers; personal care workers; other personal services workers; astrologers, fortune-tellers and related workers; protective services workers; personal and protective services workers.

⁶⁶ The mining laborers are grouped in the "Elementary occupations" section. This sub-group includes the following occupations: mining, construction, manufacturing and transport laborers; mining and construction laborers; manufacturing laborers; transport laborers and freight handlers.

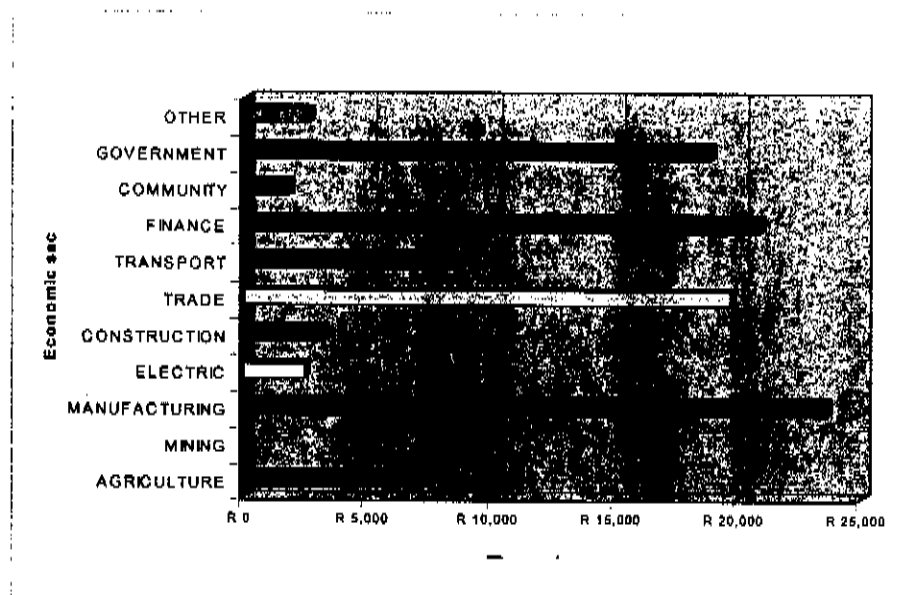
Figure 7: Major occupation groups in the Fort Hare catchment area



In comparison to Limpopo the economy of the province is more developed since it is not solely dependent on the primary sector (like agriculture and mining etc). High financial output from the primary sector indicates a non-diverse economy, which is more vulnerable than an economy that depends on a variety of input sectors.

In terms of poverty, the poverty gap indicates that the majority of households in the Fort Hare catchment area are not among those households in the province with the highest needs (O' Leary 1998: 26).

Figure 8: Eastern Cape GGP by economic sector



The dependency ratios in most of the Fort Hare catchment area are below three people per economically active person. There is, however, a corridor of higher dependence stretching from Peddie in the south to Whittlesea in the north. The dependency ratio of this corridor is between 5 and 10 people per economically active person. The highest dependency ratio occurs in the vicinity of Middeldrift where the ratio is 10 people per economically active person. The dependency ratio is also linked to employment.

One-hundred-and-sixty-nine private employment contractors serve the Fort Hare catchment area. These include 13 cleaning, 3 project management, 9 recruitment, 8 marketing and 135 general contractors. The Department of Labour has 32 offices/satellites in the area.

Services

The services listed in Table 5 provide an indication of the extent to which the local population's needs are being met. Some of the services are also mapped overleaf in Figure 9.

Table 5: Services in the Fort Hare catchment area

SERVICE TYPE	COUNT	COUNT PER 10 000 PEOPLE
ABET	121	1,3*
Clinics	275	1,7
Courts	36	0,2
Employment agencies (private& public)	201	4**
Hospitals	29	0,2
Pension pay points	131	13***
Police stations	93	0,6
Post offices	69	0,4
Prisons	13	0,1
Prodder (development agencies)	75	0,5
Schools	1579	26****

*Per adult population

**Per economically active population

***Per aged population

****Per school going population

According to the above table the number of agencies involved in development is very low. Low access to hospitals, courts and post offices is also evident. The former Ciskei, which falls into the Fort Hare catchment area, has a low percentage of households served with on-site water. The percentage ranges between 4 and 18%. The magisterial districts that are part of this catchment area all have fairly good access to roads. Access to postal services or agencies is low in the vicinity of Alice, Fort Beaufort and Molteno. The access here is more than 10 580 people per postal agency.

The projected HIV/AIDS prevalence in the Eastern Cape is 15,9% (Stats in brief 2000: 35). This figure is expected to be the 5th highest in South Africa.

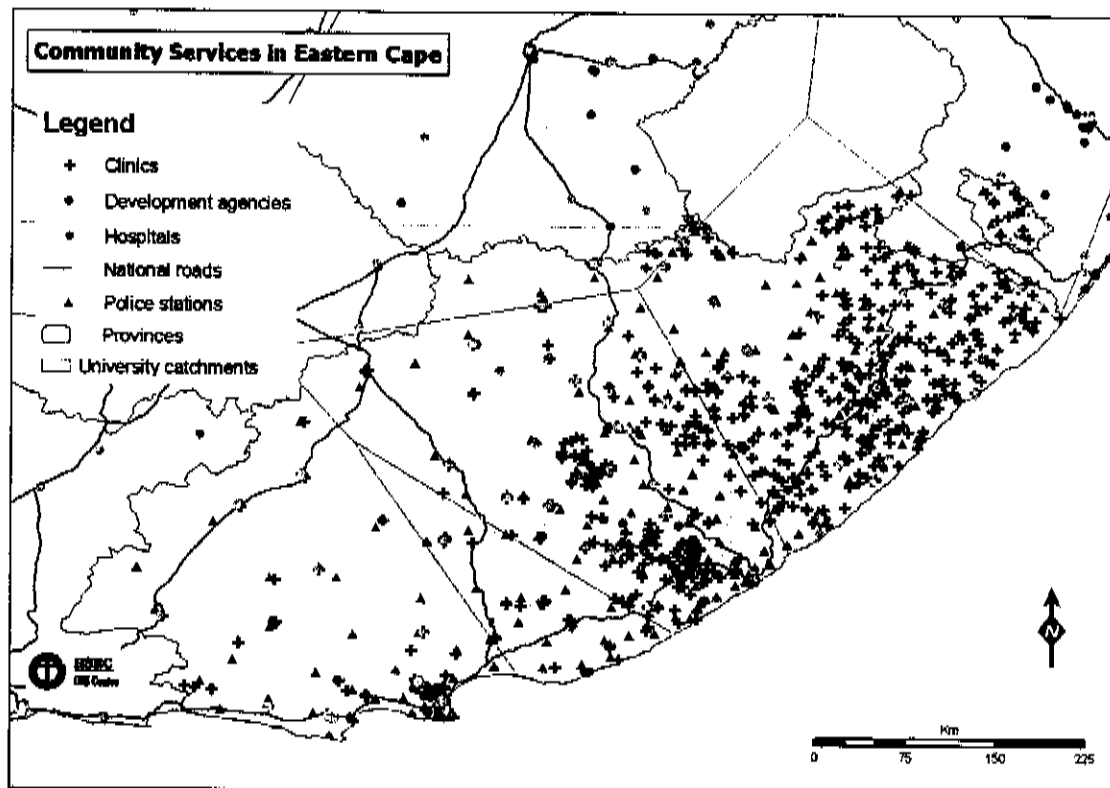
University training and other training institutes

The qualifications offered by Fort Hare have largely been in the social sciences domain, although the university has produced a significant number of science degrees. No medical and, until recently, fully accredited accounting degrees have been offered in previous years. To bring about a change in the local

economics of the area, diversification in training qualifications is needed. Graduates with financial, marketing and management skills, focused around building careers (in agri-business, agriculture, environmental planning, education, rural development, etc.) are required.

The catchment area of Fort Hare houses 1 agricultural college, 6 education colleges, 1 nursing college, 1 police college and 1 technikon. Collaboration with these institutions will result in greater effectiveness regarding relevant and appropriate training that will be to the benefit of all the inhabitants of the area

Figure 9: Distribution of community services in the Eastern Cape



3.6 Conclusion

The Fort Hare university catchment area is characterized by comparatively less dense, but discrete community settlement patterns, youthful population structure and poor access to many basic services. The schooling system bears

all the remnants of apartheid segmentation, with pockets of privileged and overwhelming numbers of highly neglected schools in rural townships and many urban black areas. There appears to be very little coordination, even at a strategic level, let alone in terms of programs, between different tertiary and further education and training institutions.

This is disturbing, given the development role that educational and training institutions could play. Institutions possess different, and in some cases unique sets of skills and intellectual resources that could be collectively harnessed in powerful ways to aid radical development in the region. There is clearly a need for a wider province-wide partnership involving the province's universities, technikons and colleges and the provincial government, as representative of the public domain. Such a partnership or strategic compact could set long-term human capital development goals (a 2020 vision), around which institutional partners could commit themselves to working together to produce larger, more global outcomes than is presently the case. This task, in our view, lies beyond the initiative and ability of a single institution, and must, of necessity, involve a leading role for provincial government, perhaps led directly by a champion such as the Premier.

There are many historical reasons why Fort Hare could, and should, play a major role in setting the pace for a province-wide human capital development strategy. More recently, this call has come from President Thabo Mbeki: "Fort Hare University has an obligation to honor the great legacy of those who passed through these corridors before. Accordingly, it must occupy the front trenches in the struggle for our renaissance, which includes the urgent process of reclaiming our identity, our dignity and our pride as Africans" (President Thabo Mbeki, 2001).

The Vice Chancellor of the University of Fort Hare identifies two roles for the university: a *core mission* of the university and the *strategic role* of the

university. The core mission of the university involves its traditional and ongoing role of teaching aimed at producing an ample stock of qualified and competent graduates. Its strategic role resides in its ability to retrieve, transmit and valorize its stock of knowledge resources to create and strengthen community and economic capital for development. In this latter sense, there is therefore a profound need to reconceptualize and reposition Fort Hare, beyond the self-limiting confines of its colonial and inward-looking past, within meaningful reach of real-life communities.

Chapter Four: Situational Analysis of the University of the North (UNIN)

4.1 Research Overview

The end of apartheid, the simultaneous rise of globalization in higher education, and the emergence of government policies in SA designed to democratize, rationalize and modernize the higher education landscape have not only been challenging but have also sharpened the debate among the various stakeholders comprising the tertiary sector.

A particular sub-sector of higher education that is deeply affected by the proposed rationalization activities is the HBUs. Fuelling their concerns is a perceived abandonment by the National Department of Education (NdoE) and allegations of exclusion from the National Plan for Higher Education (NPHE) and the Department of Provincial and Local Government's (DPLG) Integrated Sustainable Rural Development Strategy (ISRDS). Consequently, these institutions are desperately searching for meaning and a means of survival in the unfolding transformation of the higher education landscape and their immediate environment.

4.1.1 *Research Problem*

The present circumstance of the HBUs is troubling indeed. On the one hand, the political changes that carry with them profound social, economic, cultural and intellectual implications and, on the other, the impact of globalization on knowledge production, modes of knowledge and praxis have not yet manifested themselves well within these institutions. Moreover, they are burdened with a financial condition and structural disposition that is not

sustainable, with limitations in capacity, and with spatial locations that are decidedly impoverished and underdeveloped.

All these “new” conditions have increased the problems faced by HBUs. The total number of student enrolments fell by 35 600 from 1995 to 2000 while, in comparison, the historically Afrikaans institutions gained 54 200 over the same period. Since student numbers are linked to government subsidy, it is no surprise that the financial position of the HBUs deteriorated significantly.

To make matters worse, HBUs have not managed to attract white students (still more than 99% of students are black) and retention rates and graduation rates have declined. The research output of the HBUs as a group decreased from 11% in 1995 to 10,2% in 2000 (the data for 2002 was not yet available at the writing of this report).

Whilst blacks now manage the historically black institutions, they have had a disproportionate loss of staff to historically white institutions, to government, and to business. Faced with daunting problems many left, voluntarily or involuntarily, long before their contracts expired. In a number of cases this led to reputable academics leaving these leadership positions with their reputations tarnished. This has led to the perceived lack of skills and experience at all levels of the institutions with the anticipated consequences of a general lack of commitment and low morale⁶⁷.

The limitations in capacity go far beyond the constraints of infrastructural facilities. The major constraints are in the second and third echelons of management, and in the orientation and skills of many academic staff, which continue to be shaped by a fixed vision.

⁶⁷ Potgieter, C., 2002, *Black Academics on the Move*; Centre for Higher Education Transformation (CHET), Sunnyside.

And finally, no discussion of the plight of the rural HBUs would be complete without hearing the argument that their physical locations prevent them from being able to generate the income from outside activities that their urban counterparts enjoy. However, it should be noted that the post-apartheid conditions present new opportunities for using the rural habitat as a basis to develop new conditions of existence, together with local, provincial and national government, community stakeholders and business. These conditions of possibility are best expressed in the future potential of the government's integrated rural development strategy (ISRDS), which seeks to generate new economies in rural communities.

In summary, the host of factors that contribute to the present crisis of the HBUs can be summarized as follows: a lack of a new vision; a lack of implementation of government redress policy; a market situation which "punishes" institutions with students who are unable to afford fees and have inadequate academic preparation; a changing societal context; and low academic and management capital. All these factors raise the question: "As creations of apartheid, should the HBUs be closed as quickly as possible, or should they be transformed?"

An institution such as the University of Fort Hare was established long before legislated apartheid and has a proud history of struggle against apartheid. Other institutions, such as the Universities of the Transkei and the North were also major sites of struggle. They have all produced many of today's prominent leaders in politics, trade and commerce, education, etc. An equally important consideration is that these institutions are all located in rural areas and if they are abandoned, it will be yet another strong signal that the government is unable to implement an effective rural development policy. Therefore, it is not only unacceptable to close these institutions, but it is also not viable.

The re-imagining of the HBUs underpins the prescription by the Minister in the NPHE when he implores the HBUs to "not only develop a clear mission and

sense of purpose, but also that they ensure that the necessary administrative, management, governance and academic structures are put in place to support the mission"⁶⁸. While this advice seems sensible and laudable, the contradiction is that this is exactly what the audit report, and some of the independent assessors claimed are wrong with the black universities. The prescribed remedy by the Minister is thus a description of the problem, and hardly a solution.

A second problem is that many of the HBUs have already tried to restructure themselves, and these efforts are recorded in the three-year plans submitted to the national government. However, many of the ambitious plans described in these documents have been dismissed as "nothing more than wish lists" by some DoE officials.

The reshaping of institutional vision and strategic orientation is something that must be undertaken, nurtured and managed by institutional leaders willing to explore new possibilities. And this needs to be a process that allows leaders to interact with other leaders who have successfully changed the vision and strategic directions of their institutions and have learned ways that allow them to utilize the circumstances and challenges they have as opportunities and challenges rather than limitations. Therefore, the problem is the lack of a developmental framework for HBUs which, most importantly, is embedded within the established government frameworks for all higher education institutions and communities of SA housing these HBUs.

4.2 Research Purpose

Based on the problem identified above, the major purpose of this research study was "to measure a situation, i.e. the viability of HBUs in the context of the national plan and integrated development strategy, [and] to evaluate conditions of success (viability) and methods of modifying the situation in a scientific

⁶⁸ Department of Education, 2001, *National Plan for Higher Education*, pp:11.

manner”⁶⁹. It attempted to assist the University of the North (UNIN) to respond to, first, its institutional isolation and structural dislocation from a local support environment and, second, structural changes and performance changes prescribed for universities by the Minister.

4.2.1 Background Information

To measure the viability of UNIN within NPHE and ISRDS, and provide conditions for development, there is a need to first understand the frameworks themselves and UNIN in particular. This section provides such background information. First, it provides a summary of the NPHE. Secondly, it provides a summary of the ISRDS. And, finally, it provides an overview of the history of UNIN.

4.2.2 National plan for Higher Education (NPHE)

The NPHE provides a framework and mechanisms for the restructuring of the higher education system in SA to achieve the vision, principles, and goals outlined in the Education White Paper 3: A Program for the Transformation of Higher Education of 24 July 1997. It sets out indicative targets for the size and shape of higher education in a set of sixteen outcomes. These outcomes are summarized in the points set out below.

- The first outcome, “increased participation rate”, proposes that the participation rate in higher education be increased from 15 to 20% over 10 to 15 years. This should be done to address both the imperative for equity as well as changing human resource and labor needs.
- The second outcome, “increased graduate outputs”, establishes graduation benchmarks that institutions have to meet. The main focus

⁶⁹ HSRC, 2002, *The Historically Black Universities within the Context of the National Plan on Higher Education and the Integrated Development Strategy Proposal*, submitted to the Ford Foundation, pp:7.

over the next five years will therefore be on improving the efficiency of the higher education system to increase graduate outputs. However, efficiency improvements are dependent on addressing underlying factors such as poor school training, medium of instruction, and lack of commitment by students, all of which contribute to low graduation rates.

- The third outcome, referred to as the "broadened social base of students", proposes that academic development programs should also be funded as an integral component of a new funding formula and that the role of National Student Financial Aid Scheme (NSFAS) should be reviewed to accommodate such developmental programs.
- The fourth outcome, "increased recruitment of students from SADC countries", proposes that the participation rate should also be increased through recruiting workers, mature students, disabled students, women in particular, and students from the Southern African Development Community (SADC) countries as part of the SADC Protocol on Education.
- The fifth outcome, "changed enrolments by fields of study", proposes a shift in enrolments over the next 10 years between the humanities, business, and commerce, and science, engineering and technology from the current ratio of 49%:26%:25% to 40%:30%:30%. NPHE acknowledges that further adjustment to the ratio is not possible in the short to medium term because of the low number of students leaving the school system with the required proficiency in mathematics.
- The sixth outcome, referred to as "enhanced cognitive skills of graduates", proposes that irrespective of the balance in enrolments, the key issue is to encourage that all graduates are equipped with the skills and competencies necessary to function in modern society; in

particular, computer literacy, information management, and communication and analytical skills.

- The seventh outcome, "increased equity in access and success rates", proposes that institutions establish equity targets with the emphasis on the programs in which black and women students are under-represented and to develop strategies to ensure equity of outcomes. This is based on the realization that although demographic composition of the student body is changing and is beginning to reflect the composition of the population, equity of access and outcomes still remains a problem.
- The eighth outcome, "improved staff equity", requires institutions to develop employment equity plans with clear targets for rectifying race and gender inequities. This is a result of the realization that staff composition of higher education institutions has not changed in line with the changes in the student composition. To remedy this, it encourages recruitment of blacks and women staff from the rest of Africa.
- The ninth outcome, "diversity through mission and program differentiation", proposes ensuring diversity through the institution's mission and program differentiation based on the type and range of qualifications offered. The program mix at each institution will be determined on the basis of its current program profile, *including the relevance of the profile to the institution's location* (emphasis added) and context and its responsiveness to regional and national priorities.
- The thirteenth outcome, (outcomes ten, eleven, and twelve deal with distance and private education, which is not relevant for this study), referred to as "research concentration and funding", proposes to introduce a separate component for research in the new funding formula in order to ensure accountability and the more efficient use of

limited research resources. Earmarked funds will be allocated to build research capacity, including scholarships to promote postgraduate enrolments, which would contribute to building the potential pool of recruits for the academic labor market.

- In the fourteenth outcome, “increased graduate enrolments and outputs at the masters and doctoral levels”, the NPHE proposes that over the next five years, at a minimum, at least 6% of the annual output of graduates should be postgraduate students.
- Outcome fifteen, “program and infrastructural collaboration” is intended to promote and foster collaboration between institutions at a regional level, in the delivery and rationalization, in particular, of small and costly programs, which cannot be sustained across all the institutions.
- And the last outcome, “new institutional and organizational forms”, proposes an investigation of the feasibility of a more rational arrangement for the consolidation of higher education through reducing, where appropriate, the number of institutions but not of delivery sites on a regional basis.

The Ministry established a National Working Committee (NWC), which recommended UNIN to be merged with Medunsa and the University of Venda. However, through social and academic pressure from the communities, the Minister approved only the merging of UNIN with the Medical University of Southern Africa (Medunsa).

4.2.3 Integrated sustainable rural development (ISRDS)

The ISRDS is a SA government initiative launched in 2000 to improve the opportunities and well being of rural poor people. It is motivated by the persistence of massive socio-economic, infrastructural and spatial imbalances;

renewed focus on micro and local economic development imperatives; building cooperative governance and strengthening the capacity of local government; decentralization of decision making and the setting of priorities at a local level; and the need for development programs to move beyond poverty alleviation to lay the basis for sustainable development and economic growth.

The broad program objectives are informed by a spirit of “doing things differently”. This includes getting citizens to participate in activities that seek to develop and shape their communities; testing the use of the Integrated Development Plan (IDP) as a primary tool to inform investment decisions by all spheres of government; piloting approaches to intergovernmental fiscal re-engineering; planning, designing, implementing, and financing differently; fostering real partnerships; and piloting approaches to inter-sectoral and inter-sphere integration.

The program is a systematic and sustained intervention to alleviate poverty and significantly address underdevelopment. It has a ten-year life span, from 2000 to 2010. It uses cross-sectoral, nodal, incremental implementation (learning-by-doing) and concurrent activities (program implementation, strategy update, and refinement and policy development) approaches to development.

4.2.4 Objectives

There are five key objectives (called “elements”) behind the vision of the ISRDS: rural development, sustainability, integration, dynamics of growth in rural areas, and rural safety net. Each of these is described in the paragraphs below.

Rural development

Rural development is understood to include the improved provision of services, enhanced opportunities for income generation and local economic development, improved physical infrastructure, social cohesion and physical security within rural communities, active representation in local political

processes, and effective provision for the vulnerable. Therefore, *rural development in this context is thus much broader than poverty alleviation through social programs and transfers.*

Sustainability

The strategy will be sustainable to the extent that it contributes to increased local growth, that rural people care about its success, and are able to access the resources to keep it going. Thus, sustainability implies effective participation to assure that the projects and activities undertaken respond to articulated priorities at the local level.

Integration

Integration has been a goal of rural development programs for many decades. Most of these failed to achieve the desired synergy because they failed to design appropriate mechanisms.

A successful strategy will thus need to include:

- A vision of the growth process in rural areas;
- A mechanism for integrating existing programs;
- A design for new programs if needed;
- A defined locus of decision making;
- A meaningful role for local government;
- Clarification of financial flows and channels;
- Key performance indicators or a process for generating them internally;
- Procedures to monitor the indicators; and
- Sequencing of actions to take place in the short, medium, and long term.

Dynamics of growth in rural areas

There is a dire need to resuscitate the rural economies as potential engines of economic growth that would contribute towards their own development and the broad national development agenda. A strategy to achieve growth must be founded on an understanding of how rural areas grow. Growth in agriculture, tourism, forestry, and other primary activities generates additional incomes through linkage in expenditure and employment. For example, agricultural growth generates demand for inputs and the retailing activities associated with delivery. Also, natural resources will always be an important determining factor in rural development, as these may be the only resources that some rural areas are endowed with.

Rural safety net

Although growth benefits many of the poor, it clearly does not benefit all. Safety nets are still needed, and the rural poor in most countries are greatly disadvantaged relative to their urban counterparts when it comes to social assistance. In order to ensure that a safety net is sustained for the vulnerable groups, the efficiency of out-reach capacity of the social service departments coordinated by the Department of Social Development will be enhanced. The Department of Social Development is presently reviewing the programs of social assistance, and the findings of that review can be used to identify key changes in the rural safety net that can be introduced to complement the ISRDS.

4.3 Methodology

The thrust of the strategic initiative is to build immediately on existing programs of government that have the possibility of wide impact and replicability, while initiating and developing selected new programs. The strength and success of the program will be derived from the well coordinated bottom-up approach in a rural local economic development context underpinned by a well thought-out local institutional basis within and outside government. The menu of existing programs is already broad. It includes Local

Economic Development Fund, community water supply and sanitation, food security, rural housing, the technopreneur program, Khula-start, Spatial Development Initiatives, Local Business Service Centers, SMME incubators, and agricultural marketing. Such programs will be replicated in the local development nodes where appropriate, to maximize the multiplier effect and facilitate service delivery, to avoid identified weaknesses, and to find new and innovative delivery mechanisms.

Initial focus on selected areas

The approach developed for integration will be applicable to the entire country, but initial focus will be on a manageable number of selected areas or nodes where the processes at the local level will be carefully guided by champions.

Participation and selection of desired services

The process of selecting the services and programs at the local level will be the chief instrument for integration, and the Integrated Development Planning (IDP) process will play an important role in this.

The role of information

The information base should be conceived as a planning tool at the local level to clarify options and discard those that are not likely to be successful. It is not intended as a substitute for participatory decision making at the local level, but rather as complementary to the process.

Advantages and risks of geographic focus on the nodes

The added attention to the nodes is one of the advantages of the ISRDS. The strategy is intended to attract a critical mass of complementary programs to particular localities to demonstrate the benefits that can be achieved through synergy of various activities. At the same time the particular attention accorded to nodes *under the present budgetary arrangements in South Africa* (emphasis added) presents a major risk to the replicability and sustainability of the

strategy. There is a danger that the energy of champions and visibility of the ISRDS will lead departments to shift excessive proportions of their budgets to the nodes.

Performance contracts to bind commitment

Within the nodes, after choices have been made at the community and municipal levels, providers of services, including line ministries, will enter into agreements with the municipality to deliver the projects. These agreements at the local level will be aggregated up for each ministry or department. They will form the basis for a series of performance contracts that will secure the delivery of the integrated baskets of services from the supply side.

Monitoring performance indicators

Although the strategy can be launched in its present form immediately, and is likely to work well, its impact will be seen only through careful monitoring and evaluation. Information gained through the monitoring exercises can be used to track impact, to indicate adjustments that should be made over time, and to spread the benefits of example to areas not chosen initially as nodes.

Human resource development and capacity building

In general, rural areas suffer from capacity constraints linked to a low skills base. A separate human resource development strategy will have to be developed to increase the skills base in rural areas, both at the community and local government levels. The plan should be coordinated and linked into the wider presidential initiative on human resource development for South Africa as a whole. This Rural Human Resources Development master plan should also include adult basic education (ABET) and the development of technical skills.

Land reform

One of the most visible legacies of apartheid policies in rural areas is the skewed distribution of access to and ownership of agricultural and other land.

Most of the country's rural land is concentrated in the hands of a relatively small and wealthy minority. What can land reform contribute to rural development? Rural areas will receive a simple liquidity boost as land acquisition and farm start-up grants move into rural areas.

Community based income-generation projects

Many opportunities available to rural communities are productive in nature and involve the generation of income for individuals or groups. Although the menu of services and investments under the existing departmental and other programs is fairly broad, it does not extend to cover small-scale income-generating activities especially important in rural areas, or specific rural infrastructure that communities might consider important, in a comprehensive or systematic manner. Examples of sub-projects not ordinarily included in the CMIP and other departmental program menus include: communal irrigation schemes, small-scale community-based agro-processing, provision of agricultural machinery services, dip-tanks, local veterinary centers, roadside market stalls for sales of crafts or fruits to tourists, and sorting and grading sheds.

Social assistance and safety nets

Even with more effective integration and faster growth as a result of the successful implementation of ISRDS, some rural people will need additional social assistance. While such programs generally are already in place, they may need some additional attention. In particular, there will be a need to evaluate to what extent intended benefits are reaching the rural poor within specific nodes. For example, are orphans properly registered to receive benefits to which they are entitled; if not, how can the registration process be expedited? Can schools do more to contribute to nutrition of children, through agricultural production programs at school (eco-circles and other) and/or through school feeding programs?

Rural finance

New and restructured financial institutions have followed the Strauss Commission report on Rural Finance. These institutions already play an important role in financing rural development programs, and with better integration and synergy of public initiatives, private financial institutions will find additional opportunities for constructive involvement.

Outcomes so far

A number of events have occurred so far in the implementation of the ISRDS. In October 2001, the State President announced the ISRDS and appointed Independent Development Trust (IDT) as a government support agency. In January 2001, the Department of Provincial and Local Government (DPLG) was appointed as a coordinating ministry and it established the Department of ISRDS. In February 2001, 13 rural and 8 urban development nodes were identified and announced (see Table 6 below for Limpopo Province)

Table 6: ISRDS nodes for Limpopo

MUNICIPLAITIES		MAIN TOWNS	HOSPITALS
CBDC 3	Sekhukhune		
CBLC 3	Greater Marble Hall	Marble Hall	Matlala
CBLC 4	Great Groblersdal	Groblersdal	Groblersdal
		Denilton	Philadelphia
		Roosenekal	
CBMAC 3		Schulnsdraal nature reserve	
CBLC 5	Greater Tubatse	Steelpoort	HC Boshoff
		Burgersfort	
		Ohrigstad	
NP03A2	Makhudutamaga	Jane Furse	Jane Furse
NP03A3	Fetakgomo		St. Rita's
CBDC 4	Eastern		
CBLC 6	Bushbuckridge	Acornhoek	Tintswalo
CBDMA4		Kruger National Park	
NP04A1	Drakensburg	Hoodspuit	

The rationale used to choose the 12 rural nodes include unacceptable poverty levels; infrastructure backlogs in terms of roads, safe water, sanitation facilities, etc; health and education facilities that are either non-existent or require urgent refurbishment; unemployment rates that range between 40% and 70%; government grants and old age pensions as the main source of income; and high percentages of people aged 18 years and above without formal education.

The list of anchor projects has been identified and confirmed in all these nodes. Over 120 projects worth R3.7 billion were identified through consultative workshops in November 2001. In December 2001, a further 122 priority projects worth R584 million for 2002/2003 were identified. Of these further projects 52% are currently being implemented while 48% are in the planning stages. There is also an additional R200 million available for ISRDP. The Department of Labour has earmarked R18 million for skills development in rural nodes. Also, the ESKOM Development Foundation is gearing up to supporting more nodes in rural development including electrification.

An example of a node project is Kgalagadi Dipudi Enterprise. This is a goat farming economic development project involving women farmers. Goat meat products will be manufactured for local, national, and international markets. Hair-on tannery and leather crafting products are expected out of the venture. Women spinners and carpet makers in Soweto are an existing market.

Naturally, there are challenges to the implementation of ISRDS. Amongst these are the lack of consistency by political actors at both national and provincial levels; inadequate institutional alignment at all levels; and the need to redefine the roles of stakeholders in a manner that fosters real integration. Also anchor projects identified are mostly infrastructural in nature and there are few socio-economic projects that include eco-tourism, waste management, agriculture, and arts and culture.

There is a need in future to put greater effort into the mobilization of communities and other stakeholders and the development of a long-term stakeholder mobilization plan and communication strategy⁷⁰.

⁷⁰ Mogane-Ramahotswa, B., 2002, in Department of Provincial and Local Government Integrated Sustainable Rural Development Strategy Document, Pretoria.

4.3.1 *History of the University of the North (UNIN)*

The history of the UNIN can be divided into six separate but not mutually exclusive periods. These periods are outlined below.

The period between 1959 and 1969: Entrenchment of Afrikanerdom

UNIN began as the University College of the North in 1959, established under the provision of the Extension of University Education Act of 1959 that excluded blacks from "white" universities and proposed special ethnic and racial colleges.

From January 1960 to December 1969 UNIN was a university college under the aegis of the University of South Africa (UNISA). The rector was Prof E. F. Potgieter, by then a leading Broederbond member. The first serious clash between the black student political thinking and the Afrikaner norm system was in 1968 when the South African Student Organisation (SASO) was formed with the aim of "the liberation of the black man, firstly from psychological oppression by themselves through inferiority complex, and secondly, from the physical one accruing out of living in a white racist society"⁷¹. At first the acting rector (Prof F. J. Engelbrecht) welcomed the organization but turned against it when he became aware that the black power salute was its slogan. Generally, any critical thinking on the part of the students was viewed with disfavor, and deviant political behavior was academic suicide.

UNIN's research and publications were confined to dissertations, theses and inaugural addresses by senior staff members. Other research and its transmission was limited mainly to practice teaching and social work practicals. On the whole the university college was teaching oriented rather than research oriented.

⁷¹ White, C., 1997, *From despair to hope - the Turfloop experience*, UNIN Press, Sovenga., pp:103.

Although the student numbers increased, only the specific ethnic groups in South Africa, namely, Basotho, Mavenda and Mashangaan/Matsonga (hence Sovenga) and small external groups from Namibia and Zimbabwe were admitted. There were both black and white staff members, with the senior positions – both academic and administrative – being held by whites.

But the sixties also produced notable graduates who were the direct opposite of what the Afrikaner norm system and government policy hoped to produce, namely, “a compliant Bantu”. Later these graduates played prominent roles in black affairs. Amongst these graduates are the following: 1963 - Noel Manganyi (later professor and rector of his alma mater; and 1967 - Mamphela Ramphele (former Deputy Vice-Chancellor of Cape Town University and now Director at the World Bank).

By and large the sixties established the Afrikaner norm system and government policy on universities for blacks. Deviations were not tolerated.

The period between 1970 and 1979: Students’ resistance to Afrikanerdom

UNIN started operating as the University of the North in 1970 with five faculties: economics and administration, arts, education, maths and natural sciences, and theology. The Minister of Bantu Education, who was white, had the final say in all-important matters affecting the running of the university. Another broederbond, Prof J. L. Boshoff, became the first rector of UNIN as a university. The academic and administrative structures of governance remained virtually the same. The perception of the students and black staff as well as that of the informed black general public regarding the university was that it was “a white university admitting only black students and tolerating black personnel”⁷².

⁷² Kgware, W. M., 1975, *Black Universities in South Africa*, paper read at the South African Pedagogical Society held at Fort Hare University, 1975, pp:88.

The rationale of the black students was that *coming to Turfloop did not mean accepting the apartheid policy which created it; rather there was no choice*. The compliant "Bantu Student" visualized by the broederbond did not exist; instead, a pan-Africanist nationalistic student body adopting the black power philosophy was emerging, and conflict with the authorities was only a matter of time.

The period between 1970 and 1980 witnessed a number of developments and tensions within the University. Largely the student population championed the cause of change which was engineered by the Black Consciousness Movement (BCM) whereas the management, which was white, sought to curtail the student activities. It was during this period that the student organizations were growing in strength by supporting the anti-apartheid struggle. Acclaimed leaders like Dr Frank Chikane, Abraham Tiro, Cyril Ramaphosa, Justice Mokagdi Mailula, Mathews Phosa and others made their mark in student politics and in various areas of study. Today UNIN alumni count among the best in southern Africa.

The period between 1980 and 1989: Africanization of UNIN

Besides being a hive of student political activity in the eighties and nineties the university grew from five to eight faculties, adding health sciences, agriculture and law to its academic offering.

Prof P. C. Mokgong succeeded Prof Kgware at the beginning of 1981. In his inaugural address in 1982 he expressed his vision of UNIN as follows: " In a world which attaches so much value to innovation and change in order to achieve economic growth, changes in respect of aims and the structure of this University will have to be made"⁷³. He further indicated that in this effort the cooperation of the government, industry, commerce and the private sector would be sought. But the period of his tenure was as turbulent as the seventies.

⁷³ Mokgokong, P. C., 2000, *Inaugural address at installation as Rector of UNIN – Plan UNIN*, 2000, UNIN, 1982, pp:2.

During 1985 and 1986 the campus was often occupied by the police and army. The SRC and some black staff members (including Frank Chikane (now director general in the President's office) and Sbusiso Ndebele (provincial leader of the ANC in Kwa Zulu-Natal)) were detained.

The turmoil continued intermittently until the end of 1989. The SRC was restored in 1989 and at the end of 1990 Prof Mokgokong retired with his "Plan UNIN 2000" not realized. However, in 1989 a mission and policy statement was formulated, and council adopted the following resolution in June, 1989: The University of the North cherishes and espouses "the unrestrained and unbiased search, description and transmission of knowledge and truth for the formative education and training of high-level professions, (and) the academic autonomy and freedom of its staff and students"⁷⁴.

At this time the research and publications record was the lowest of all the universities in the country. For instance, the cumulative total of credits awarded to all SA universities for research output via the SAPSE formula for the period 1984 - 1991 was 36 869. The historically disadvantaged universities' share of this total was only 1 785 - a mere 4,8%. Turfloop produced 42 credits while Wits produced 1 004. This was very low by all standards.

The outreach program of the university was in the form of the opening of branches in Venda in 1980 (now the University of Venda), Qwaqwa in 1981 (now part of the University of the Free State) and Giyani in 1983 (now defunct). Prof. Mokgokong also facilitated the promotion of an appreciable number of black staff members to responsible positions and the appointment of mostly blacks at lower levels of teaching and administration as part of "Africanization". He also established the faculty of agriculture, which was long overdue, considering the rural and poor environment of Turfloop.

⁷⁴ White, 1997, op cit, pp:134.

The period between 1990 and 1994: from ideology to the practice of democratization

This period covers the tenure of Prof. N. Manganyi (1990 - 1992) and Prof. N. S. Ndebele (1993 - 1998). It marks the consolidation of the strife and struggle against apartheid education, and the concrete transformation of the governing structures of the institution and, indeed, of the governance itself. Other transformations with regard to the accepted task of a university followed. In 1990 progressive structures on campus created the Broad Transformation Committee (BTC) in terms of a decision by the Council. Amongst its aims and objectives, the BTC pledged to democratize the structures of the university governance; create a climate conducive to effective teaching and learning; and work towards a university free from racism, ethnicity, tribalism, sexism and any other form of discrimination⁷⁵.

In August 1994 the BTC (then the Broad Institutional Forum) held a strategic planning workshop at Makgoebaskloof. This historic workshop led to the emergence of conditions for the creation of a shared vision on campus in the context of which the mission of the university could be collectively developed as part of strategic planning. Thus, legitimacy, consensus and commitment were brought to the transformation of UNIN as a fully autonomous university, and not as an apartheid political necessity.

Research and publications since the introduction of the system of subsidy by returns increased. From 1990 to 1999, for instance, the articles published in SAPSE accredited journals have been in the region of six hundred.

The period between 1994 and 2000: Post-apartheid SA before NPHE and ISRDS

The post-apartheid dispensation after 1994 launched an era of changes and challenges at the higher education level from which UNIN was not immune. In

⁷⁵ White, 1997, op cit, pp:155.

1996, Prof. Ndebele issued a report of substantive developments in top management and governance, strategic planning, the Tertiary Education Linkages Project (TELP), and outreach developments.

The University Council accepted a statement on the vision, mission and values of UNIN. This included academic strategic priority areas in terms of the new order and requirements for the allocation of resources. Certain amendments to the old statute were made to remove discriminatory clauses against women, include students in faculty boards and committees, senate, executive of senate and senate committees, and fill the posts of deans through advertisements and interviews

Vice-chancellors of historically disadvantaged universities attended a retreat facilitated by TELP funded by the United States Agency for International Development (USAID) on meeting the challenges of a new society. Five focus areas were identified: staff development (academic and administrative); student academic and social development; management and administrative development; and research and program or curriculum development. TELP has been fully active at UNIN since then.

One of the last developments initiated by Prof. Ndebele was the establishment of Edupark, an educational center outside Polokwane. It houses several institutions and attracts people-in-service from all over the northern region, mainly to the UNIN Graduate School of Leadership. Other outreach projects include the water and sanitation project and in-service educators' programs for honours and masters degrees offered on Saturdays. This is in addition to the legal-aid clinic, which serves the community and the University Foundation in the Sciences and Mathematics to aid school leavers to prepare for tertiary programs in the sciences and mathematics, which began in 1992.

The four years between 1999-2001 were a sad period of frequent changes of administration and litigation on the UNIN campus, involving the Minister of Education, the University Council, some staff, and the SRC. The university was in the red financially with a huge students' debt. After several commissions, the rector and the Council were suspended in 2001.

The period between 2000 and the present: UNIN viability within NPHE and ISRDS

From January 2001 to December 2002 the University was under the leadership of the ministerially appointed Administrator, Prof. Patrick Fitzgerald. Prof. Mahlo Mokgalong is the current acting principal until such time as the University Council has appointed a permanent vice-chancellor and principal.

It is during this period that landmark government legislation directly dealing with the SA higher education system, UNIN included, has been enacted. First, the ISRDS was enacted in November 2000, and then the NPHE in February 2001. Since then, what has been happening at UNIN so as to achieve the prescribed changes contained in these two documents? If nothing has been happening, what needs to be done? These were the major questions for this study. Before providing answers from the study's findings and recommendations to these questions, the research strategy that was used to collect data on the present situation at UNIN will be briefly described.

4.4 Research Design

This section describes the design used in this study. It describes the methodology, methods, approach, research team and data.

4.4.1 Methodology

This project's research philosophy can be located in the action-research paradigm of conducting research. It was an attempt not merely to measure a situation, but to evaluate conditions of success (viability) and methods of

modifying the situation in a scientific manner. Thus, the research objectives of the project place equal emphasis on knowledge gathering and institutional change.

4.4.2 *Research methods*

Three methods formed the basis of data collection. These were document reviews, interviews, and a survey.

- Document reviews covered all relevant historical documents dealing with the strategic reorientation processes (plans, programs, concept papers, etc.) as well as non-institutional documents with direct relevance to the institution's mandate.
- Structured interviews and interactive sessions were carried out with key regional and/or provincial players, key institutional players, and key national and international players who may be able to provide insights into "re-linking marginalized institutions to their surrounding environs".
- A survey of the socio-economic catchment area of UNIN, namely, the Limpopo Province, was undertaken.

4.4.3 *Research process*

The project assembled a small critical mass of potential "new vision" designers and implementers-from UNIN. In addition, the core team was complemented, where necessary, with external consultancy skills drawn from appropriate local or overseas sources.

The project assisted these "critical mass teams" to initiate a dialog with provincial and local government and business leaders, and through this

process, developed a clear developmental framework linking the mission and programs of UNIN to a definite local support environment - business, local and provincial government, and community networks.

The project also recorded, and analysed some of the already innovative developments on "local community" linkages that have taken place at these institutions, and advised on its effective further development.

Mainly, qualitative type of data was gathered. It included interview transcripts and notes from documents reviewed. It was analysed using the induction method⁷⁶.

4.5 Institutional Analysis of the University of the North

This section presents the findings of the study. It does this by first using the frameworks of NPHE and ISRDS to describe what is currently happening within UNIN, and secondly, assess successes and failures (strengths and weaknesses) by comparing what is presently happening in UNIN with what the NPHE and ISRDS expect for each sub-topic.

4.5.1 *UNIN within the context of NPHE*

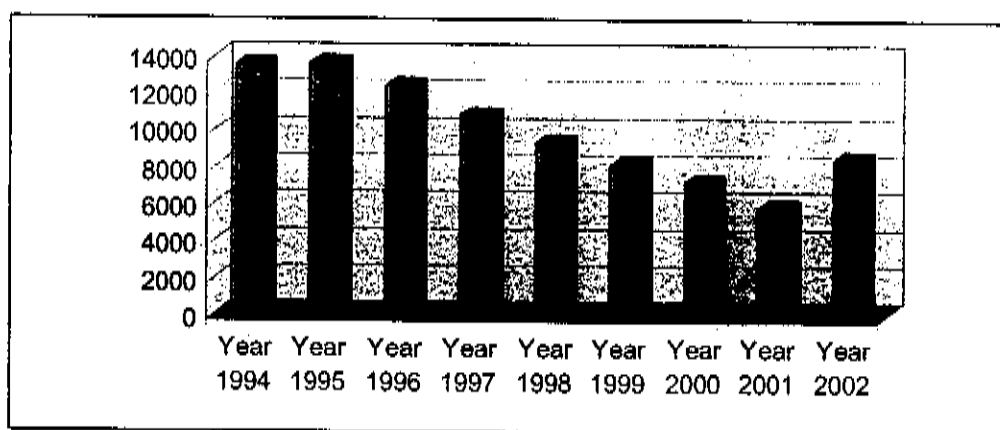
Each of the sixteen outcomes of the NPHE was used to examine documents and interview UNIN stakeholders to find out what UNIN has done since the enactment of this plan in 2001. Below are the findings on what has been happening and the assessment of success in terms of strengths and weaknesses for each outcome.

⁷⁶ Patton, M. Q., 1990, *Qualitative Evaluation and Research Methods* (2nd edition), Sage, Newbury Park.

Participation rate

UNIN experienced a growth in student numbers in 2002. A total of 8 569 was registered as compared to 5 873 of 2001 and 7 277 of 2000 (see Figure 10 below).

Figure 10: Participation rate at UNIN from 1994-2002



This growth of 31% is even more significant when compared to the expected rate of between 15 to 20% by the NPHE. Therefore, UNIN has been successful in increasing its students' participation rate and meeting NPHE requirements. The challenge is to sustain this growth at least for the next 10 to 15 years as stipulated by the NPHE.

Graduate output

Even though there were no official statistics, a number of respondents indicated a low level of graduate output coming out of UNIN. According to one senate member, "UNIN's graduate throughput has not improved since the new mission". UNIN is therefore not meeting this requirement.

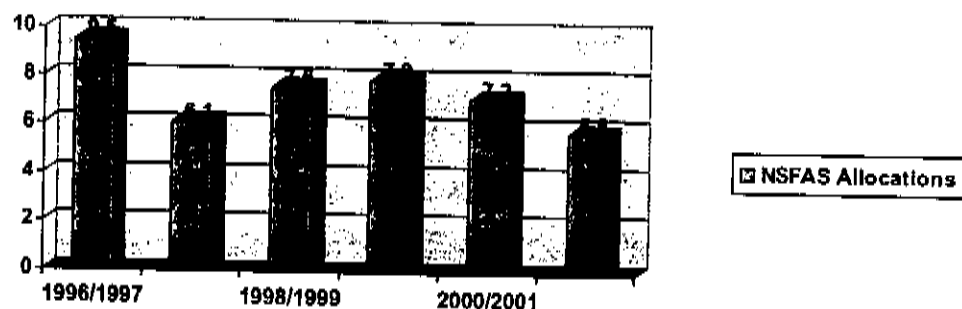
To increase output by 2005, which the university obviously needs to do, underlying factors such as poor schooling background, medium of instruction barriers, and lack of commitment by students should be openly addressed by the top management. One way to achieve high throughput in the long term is to

develop and use local languages (Sepedi, Xivenda, and Sesotho) as media of instruction in lectures by both lecturers and students. This removes the burden from students of having to first understand the English language before mastering the content.

Social base

In 1991 the Tertiary Education Fund of South Africa (TEFSA) (now called the National Student Financial Aid Scheme (NSFAS)) was established as a conduit for funding to help ensure that historically disadvantaged students with academic ability could embark on tertiary study. (See Figure 11 below for NSFAS allocations from 1996 to 2002 for all tertiary institutions).

Figure 11: NSFAS allocations from 1996-2002



UNIN needs to review its NSFAS funding formula to accommodate developmental programs for students from previously disadvantaged communities, and must provide NSFAS bursaries and loans to students who first attend developmental programs (i.e. induction phase) before actual admission into the university.

Recruitment from SADC countries

Not much is reported about UNIN's recruitment of students and staff from SADC countries in recent years except the recent memorandum of agreement signed between UNIN and two institutions, namely, Biomedical Science and Technology and Kenya Marine and Fisheries Research Institute, in Kenya to

exchange students and staff. According to Turf Update⁷⁷, "among other areas of cooperation will include joint research programs, staff development and student exchange programs".

An aggressive campaign to recruit students and staff from SADC countries will assist UNIN to reach its participation rate targets in the next ten years. Student marketing should not only concentrate on "traditional" students, but should also include workers (especially farm workers around Limpopo), mature students, disabled students, and women in particular.

Fields of study

The focus of the new UNIN academic structure is to produce graduates in the field of management, information technology, and natural and health sciences. Since the beginning of 1999, many students have flocked into the faculties of Management, Natural and Health Sciences and Law. It is in these areas that the University is concentrating its resources and development.

In terms of changed focus, UNIN has achieved what is required by the NPHE; that is, a reduced emphasis on the humanities and an increased emphasis in management and science qualifications.

Cognitive skills

Although the university has produced a Skills Development Plan, it has not been put into place. Furthermore, a skills audit has not been conducted. It is the requirement of the government to train staff members especially in computer literacy, and communication skills. This is not happening at UNIN.

Many business people outside UNIN feel that the university does not seem to be taking advantage of the benefit of the provisions of the Skills and Development Plan Act. They hold the opinion that cooperation between

⁷⁷ <http://unorth.ac.za/Admin/Turf-Uodate/Turf-Update>, 19 May 2003, pp:3.

business and UNIN could facilitate staff or personnel training and take advantage of learnerships. According to the provincial representative interviewed, business is ready to cooperate with UNIN in various ways and the problem seems to lie in the reluctance of the university.

Equity in access and success

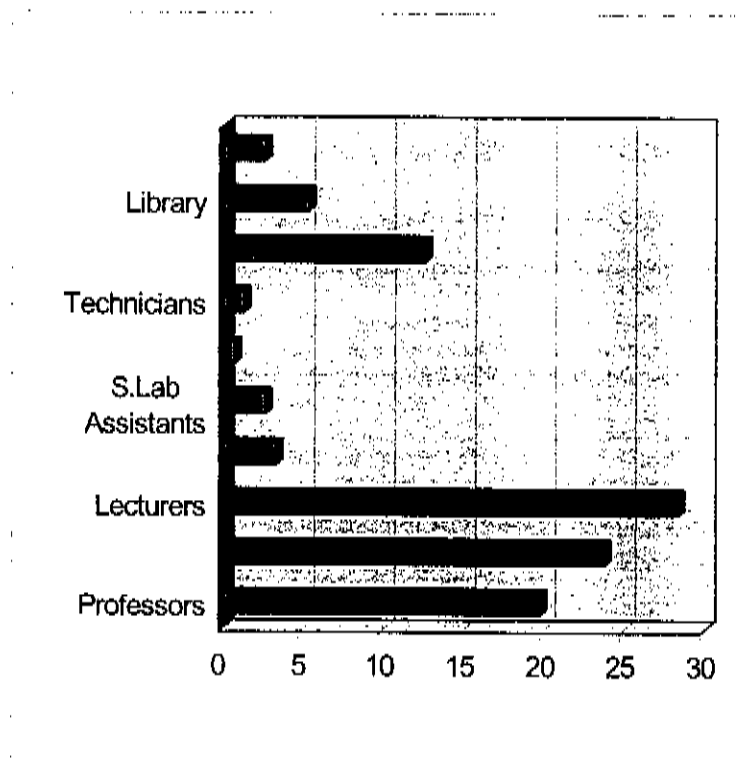
To a large extent, UNIN succeeds in equity access in enrolling a high number of blacks in their business, commerce, science, engineering and technology qualifications. This is so because, amongst other things, historically, its constituency has been black. However, not much progress has been made in attracting women students to these faculties or white students.

Staff equity

UNIN's top management is representative of the population demographics of SA in terms of blacks but not in terms of women. Rather than a problem of racial equity among staff, UNIN is facing ethnic rivalry among staff members fighting for power.

In terms of occupation, the majority of staff employed at UNIN are at the level of lecturers (28,3%) followed by senior lecturers (23,7%) and professors (19,7%). The lowest are laboratory assistants (0,7%), technicians (1,3%), and residence and senior lab assistants, both at 2,6% (see Figure 12 below).

Figure 12: Staff percentage composition at UNIN



The pre-1994 era experienced plummeting student numbers at HBUs. When the student full-time equivalent was calculated against the staff senior lecturer equivalent for 1999, student numbers fell from 8 350 to 5 509. On the basis of these calculations the faculties of Arts, Theology and Health Sciences were overstaffed. The faculties of Law, Agriculture and Management were significantly understaffed. The faculties of Mathematics and Sciences and that of Education had appropriate staff post levels. This situation implies a careful examination of individual program curricula in terms of such factors as outcomes and redundancy and of individual program cost studies in terms of revenue and expenditure. This examination was being carried out at the time of writing, but it is necessary to increase student enrolment and to render UNIN relevant to the social, economic and professional needs of the northern provinces.

The task team that was commissioned to draft the equity plan for the university has submitted its plan. However, it has not been implemented.

Mission and program differentiation

It was after 1994 that UNIN dealt with the vision and the mission to cater for the changed political environment. It no longer had the status of being a "black" university in order to attract funding, and former white universities were compelled by legislation to open their doors to black students. The Broad Transformation Forum was constituted and it was through this structure that the university was able to deal vigorously with the transformation agenda.

The vision of UNIN is "to strive(s) to be a quality institution of higher learning and critical reflection, which is innovative [and] responsive to change, is rooted in the issues of the society it serves, and is recognized world-wide as the centre for relevant theory and practice of people-centred development"⁷⁸.

Its mission is centered on the community it serves and it is "to achieve distinction in scholarship, professionalism and community renewal amongst staff and students in order to improve the quality of life of the community it serves through: appropriate focus areas of specialization; appropriate educational policies, infrastructural and physical development; creation of a culture of work, teaching, research, learning and ... a development orientation that is rooted in the community in which we operate"⁷⁹. According to this website, researchers, teachers and other participants at UNIN are aware of the problems confronting Limpopo Province and are continuously developing unique research projects aimed at assisting local rural communities.

Following the release of the NPHE, UNIN has repositioned itself. From the first of July 2001, the university moved from eight faculties to three: Humanities;

⁷⁸ <http://unorth.ac.za/Admin/Turf-Uodate/Turf-Update>, ibid.

⁷⁹ <http://unorth.ac.za/Admin/Turf-Uodate/Turf-Update>, ibid.

Management Sciences and Law; and Sciences, Health and Agriculture and replaced its 58 departments with 11 schools. Under the faculty of Sciences, Health and Agriculture, for example, are the School of Agricultural and Environmental Sciences, the School of Computational and Mathematical Sciences, the School of Health Sciences, the School of Physical and Mineral Sciences, and the School of Molecular and Life Sciences.

Through the schools, students are now using the module system to select possible career paths. The new system provides a good opportunity for students to make flexible choices in areas that interest them. The new approach to teaching is inter-disciplinary, with students given more room to select combinations that will enhance their employment opportunities.

Even though the university has finalized its vision and mission, it is not yet clear whether UNIN staff members have internalized these as their own guiding principles. Also, policies and procedures are non-existent in certain sectors and divisions of the university. Where such policies and procedures do exist, some staff members do not adhere to them.

Research concentration and funding

In an unpublished paper Mokwele⁸⁰ reviewed a list of research articles published in accredited journals from 1990 to 1999 made available to him by the Research Committee of UNIN. The articles numbered 608. He analyzed these articles according to the black/white dichotomy.

The total number of research articles averaged 60,8 per annum but gradually increased from 48 in 1990 to 87 in 1999. The black staff cooperation through co-authorship was paltry, at an average of 6,6 % in spite of their increase from 55,1 % in 1990 to 74,4 % in 1999. This has a negative implication on the principle of

⁸⁰ Mokwele, A. P. P., 2002, A study of the Black - White dichotomy, (in research articles published in accredited journals at the University of the North, 1990 - 1999: a case study of an HDU in South Africa, Unpublished Paper, 2000, pp:7).

mentorship. The white staff co-operation through co-authorship was comparatively higher: averaging 30,4%, but rising from 20,8 % in 1990 to 45,9 % in 1995, and declining to 30,1% in 1999. This may be because the positions of senior lecturer and professor are occupied mostly by white staff⁸¹. Probably that is also why the white staff involvement in research is quite high. The black and white cooperation through co-authorship was higher than that of the black staff through co-authorship, which may have good implications for the mentoring of senior staff.

The study of the black/white dichotomy establishes that the research output remains paltry for a forty-year-old academic institution. It also establishes that, although the disabling epistemological issues involving knowledge and power in SA have largely been removed, the research output and mentorship of black staff remain paltry. This situation may improve with research for publication being a new criterion for promotion.

A report of 1998 identified the following obstacles to research at UNIN: infrastructure problems, a lack of research leadership, a lack of competence to conduct research, large undergraduate classes, and ongoing campus conflict and disruptions.

All things considered, little research publication is taking place at UNIN, especially amongst black staff members individually and in partnership. The university needs to urgently increase its research and research publication levels, which have been poor since its inception in 1959.

Outputs at masters and doctoral levels

There has been a slight increase in the number of masters and doctoral graduates since 2000, according to one of the respondents in the interviews. These have been mainly from the faculty of humanities. However, the number

⁸¹ White, 1997, op cit, pp:202.

is still far off the required 6 000 masters and 1 000 doctoral annual output of NPHE.

Program and infrastructural collaboration

In the area of health, building on its successful programs, UNIN entered into a partnership with Medunsa and the University of Venda for Science and Technology. Through this partnership, it will offer pre-clinical training in the Schools of Health and Molecular and Life Sciences. Once students complete a three-year pre-clinical course, they may opt to enrol for a further two or three years' clinical training at the Polokwane campus of Medunsa.

Also, UNIN has recently (14 May 2003) entered into a unique collaboration with the South African National Defence Force (SANDF). According to the Turf-Update, "The South African National Defence Force (SANDF) came back to campus on 14 May 2003, this time not to occupy but to recruit potential candidates for their special brigade forces programs. The campaign aims to afford people from previously disadvantaged groupings an opportunity to be part of these elite brigades. Successful students will be placed with the navy, military health service, air force and the army"⁸². Thus, as far as program and infrastructural collaboration is concerned, UNIN has made commendable progress.

New institutional and organizational forms

The Ministry of Education has passed legislation requiring UNIN to merge with Medunsa. Even though the university management has accepted this requirement, some staff members, students, and community members have not. UNIN management hopes to work within this legislation in its endeavors to increase its output in the area of health.

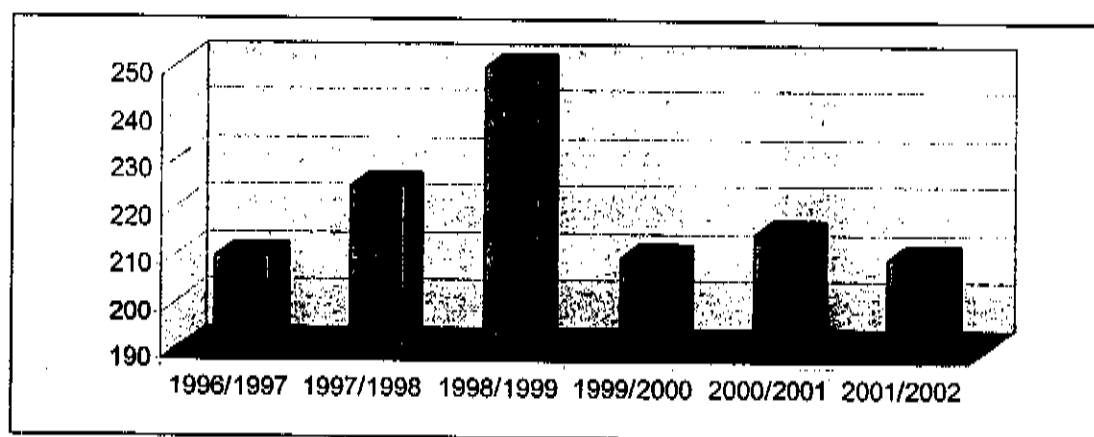
From 2002, new students have been enjoying a university environment that takes care of their African culture and also supplements that with equally

⁸² <http://www.unorth.ac.za/admin/turf-update/turfupdate>, May 2003.

vibrant practical experience. In 2002, the University Council and Senate were restructured, and an Institutional Forum (IF) was set up in accordance with the Education White Paper 3: A Program for the Transformation of Higher Education (1997).

The budget allocations for UNIN in the period between 1996/1997 and 2001/2002 are summarized in Figure 13 below:

Figure 13: UNIN budget allocation between 1996/1997 and 2001/2002



Even though UNIN's budget allocation from government has been higher than those of Fort Hare, Rhodes, and Transkei since 1996, its 2001/2002 budget slightly decreased from that of 2000/2001, because of reduced student numbers (see Figure 10 above). For UNIN to maintain its high levels of funding from the government, it has to increase the student participation rate and produce a large number of published academic research articles. Also, it has to tighten up its student fee collection system. The student debt was brought down to R8 million in 2002. For 2003, UNIN "hopes to continue collecting money from student debtors and inculcate the culture of payment, like it happened in the previous two years."⁸³

One outstanding barrier to UNIN's rapid restructuring is the lack of consensus amongst its staff members on, for example, matters to do with the Institutional

⁸³ <http://unorth.ac.za/Admin/Turf-Uodate/Turf-Update>, op cit, pp:5.

Forum (IF). Divergent opinions have led to a division between management and certain members of staff, which is made even worse by cliques and cabals struggling for power.

4.5.2 *UNIN within the context of ISRDS*

As with the NPHE section above, this section describes what UNIN is doing for its community in terms of the ISRDS framework.

According to its vision, UNIN strives to be a quality institution of higher learning and critical reflection, which is rooted in the issues of the society it serves. Part of its mission is to achieve community renewal, and researchers, teachers and other participants at UNIN are aware of the problems confronting the Limpopo Province and are continuously developing unique research projects aimed at assisting local rural communities"⁸⁴.

However, a statement of vision and mission is not enough to demonstrate the role played by UNIN in its surroundings. There is a need for more data on its community activities. In order to assess the extent to which UNIN plays a meaningful role in its surroundings, there is first a need to understand the nature of its students and the area it serves.

4.5.3 *Partnerships*

Partnerships with other institutions

As UNIN was dislocated from its environs for so many years and made very little input in the province, including the direct Polokwane area no meaningful partnerships were recorded and so the university entered the democratic era with a basketful of expectations and a proud struggle history. Fledgling degrees in law, optometry, pharmacy, natural science, arts and education became the hallmark of a well-structured institution that graduates benefited from, particularly the majority of black students who identified with the history that

⁸⁴ <http://unorth.ac.za/Admin/Turf-Uodate/Turf-Update>, *ibid*.

the university had come to represent. Today stories of students from the SADC region and other parts of Africa adorn the walls of the University and linger in the memories of many UNIN alumni.

As far as academic linkages are concerned, a significant project is the Tertiary Education Linkages Project (TELP), and the outreach developments that were introduced in 1994. UNIN has entered into a collaborative partnership with Medunsa and the University of Venda for Science and Technology. (See 4.5.1 Program and infrastructural collaboration.)

As recently as May 2003, UNIN entered into a unique collaboration with the South African National Defence Force (SANDF). According to the Turf-Update, the South African National Defence Force (SANDF) came back to campus on 14 May 2003, this time not to occupy but to recruit potential candidates for their special brigade forces programs. The campaign aims to afford people from previously disadvantaged groupings an opportunity to be part of these elite brigades.

Partnerships with business

UNIN may not be taking advantage of the benefit of the provisions of the Skills and Development Plan Act. Business and the local government, for instance, would benefit from small and medium enterprises in the province that could assist SMMEs in the ability to tap into the skills development levy. UNIN is well positioned to assist business in this regard by running short courses. The cooperation between business and UNIN could facilitate staff or personnel training and, consequently, the taking advantage of learnerships. According to the provincial representative interviewed, business is ready to cooperate with UNIN in various ways and the problem, for now, seems to lie with the reluctance from the university. This may be attributed to the management capacity problems that the university experiences.

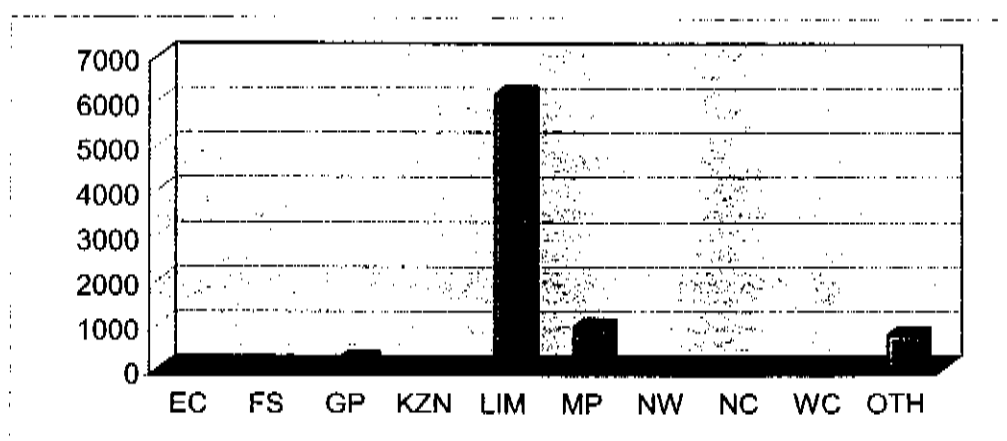
Partnerships with government

There are three key framework areas of ISRDS that UNIN should be playing a meaningful role in that could lead to the development of local, regional, and provincial rural areas and of the people of Limpopo. Firstly, UNIN should be playing a role in assisting the government to achieve ISRDS objectives (i.e. rural development, sustainability, integration, dynamics of growth in rural areas, and rural safety net). Secondly, it should be part and parcel of the identified ISRDS approach (i.e. basket of selected services, initial focus on selected areas, participation and selection of desired services, role of information, financing the basket of selected services, advantages and risks of a geographic focus on nodes, performance contracts to bind commitments, continued viability of the mechanism as the budgetary process evolves, monitoring performance indicators). Most importantly, the university should be playing a leading role in the ISRDS complementary measures (i.e. human resource development and capacity building, land reform, community based income generation projects, social assistance and safety nets, and rural development finance).

4.5.4 *The Nature of UNIN Students (Catchment Area)*

In 2002, out of 8 569 students registered at UNIN, 6 399 (75%) came from Limpopo Province. The second largest area of student origin is Mpumalanga, with 1 000 (12%). The number of students from other provinces is insignificant (see Figure 14 below).

Figure 14: 2002 students by province

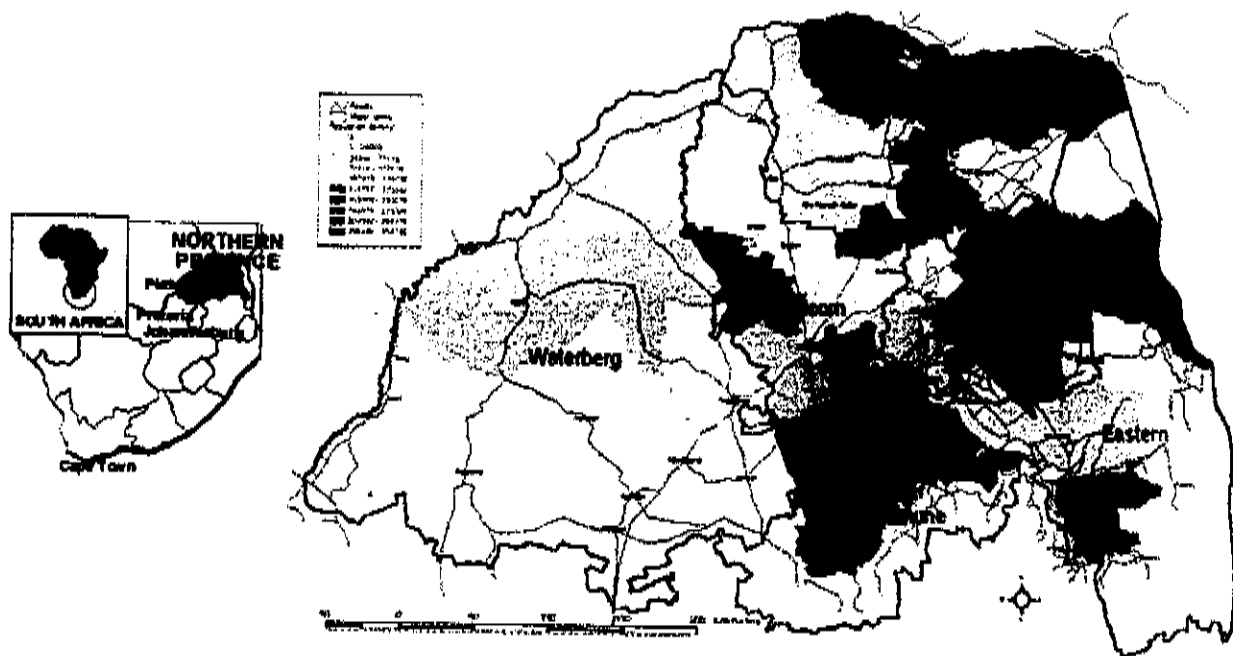


The UNIN catchment area covers the largest part of the province and stretches across the provincial boundary to include parts of Mpumalanga. The total area of this catchment is 133 314 square km. It can therefore be concluded that UNIN predominantly serves students from Limpopo, which is the province that UNIN must be responsive to in terms of its developmental needs.

Location

UNIN is located in the Limpopo Province (referred to as just Limpopo in this report). It has six districts: Vhembe, Capricorn, Waterberg, Mopani, Greater Sekhukhune (which is an ISRDS node) and Eastern (see Figure 15 below).

Figure 15: Limpopo province and its districts



It is one of the poorest yet most populous of all the provinces in SA.

Approximately, 14% of SA's population, of which 98% are black, lives there. It incorporates three previous homelands and is mostly occupied with deep rural farming activities. A unique feature of this province is that it shares international borders with three countries: Botswana to the west and northwest, Zimbabwe to the north, and Mozambique to the east. On its southern flank, the

Table 7: Population growth in Limpopo

YEAR	TOTAL
1970	1 801 292
1991	4 142 017
1996	5 397 000
2000	5 598 627

The population is growing at an annual rate of 3,9%. Growing at this rate, it is expected to have doubled in 18 years. Life expectancy at birth has been calculated as 62,7 years, which is similar to the national figure of 62,8 years. About 96,7% of the total population consists of blacks. Approximately 89% of the total population is rural and 98,8% of the rural population is black. With only 11% of the population classified as urban, Limpopo is the least urbanized province in SA.

The age distribution can be summarized as follows: the overall age distribution of the population is pyramidal in shape; 14% are under 5 years; 40% are under 15 years; 4% are over 65 years, and there is a sharp decline in the proportion of blacks and whites aged 19 and 29 years indicating the part of the population leaving the province to attend tertiary institutions and take up employment elsewhere.

The dominant age group in the population is the 5-9 year olds who make up 15% of the total population. The 20-24 year olds, who are seen as the potential tertiary education age group, constitute 9 % of the total population. The potential workforce (the 15-64 year-olds) constitutes 52 % of the total population. This figure is very low and also provides an indication of expected employment levels.

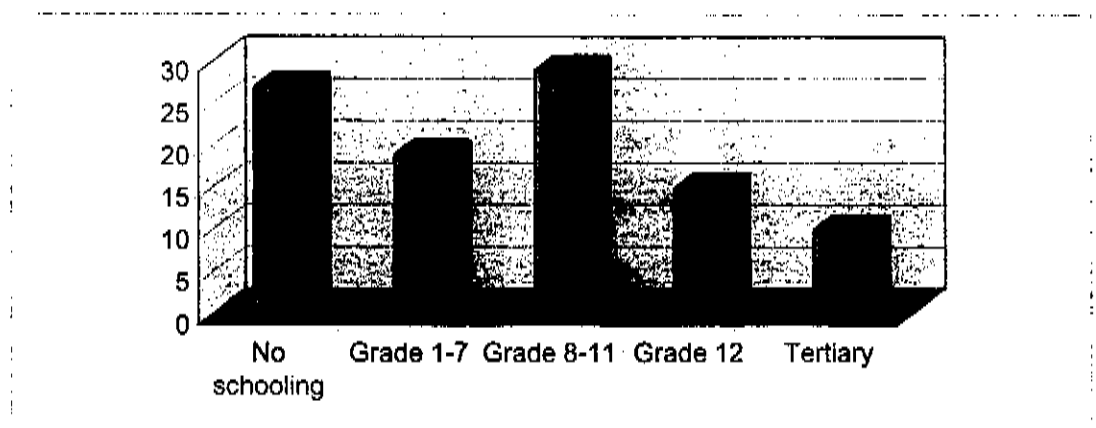
The population density of the area is fairly low, 40 per square km. Traditionally, high population densities occur in the rural communities of this province and

together with high population growth rates results in considerable population pressure problems⁸⁵.

Education

About 27% of the population (irrespective of race) have no formal education at all, 19% have an educational level of Grade 1 to Standard 7, 29% Grade 8 to 11, 15% Grade 12, and 10% have post-Grade 12 tertiary qualifications (see Figure 17 below).

Figure 17: Limpopo population educational levels



The number of both black males and females is spread across the various levels of educational levels, with the largest proportion lying between Grades 1 and 12, while the greatest proportion of the white population (both male and female) have the educational qualifications ranging between Grade 8 and post-Grade 10 (see Table 8 below).

⁸⁵ Statistics South Africa, (Stats in Brief 2002), pp:2 & 5.

Table 8: Limpopo population educational levels % according to race and gender

RACE	NONE	GRADES 1-7	GRADES 8-11	GRADES 12	TERTIARY
WHITE	6	7	48	35	7
BLACK	8	12	45	35	9
INDIAN	0	12	15	73	23
OTHER	0	12	29	59	29

The proportion of adults without any formal education is greater than that of blacks nationwide. Of great concern is also the lower proportion of black adults in relation to the national proportion with educational qualifications ranging between Grades 1 to 12. It is clear therefore that the educational attainment of the population in Limpopo is below the national level.

As shown in Table 9 below, the illiterate population of black people is higher among the females than males in almost all the age groups.

Table 9: Illiterate population % according to age and gender

AGE	10- 19	20- 29	30- 39	40- 49	50- 59	60- 69	70+
MALE	2	6	14	24	41	58	67
FEMALE	2	6	21	42	62	80	84

Another challenge facing this province is the over 40 000 unemployed qualified teachers, many of them products of the 11 colleges of education and the faculties of Education at UNIN and the University of Venda.

There is clearly a serious need to increase the retention rate of the school-going population, both male and female, particularly in the age group greater than 10-

14 years. Secondly, attempts should be made to promote a higher literacy level among the female population in Limpopo. There is a dire need for skills development. To meet this need, UNIN should be called upon to offer short courses.

In comparison with the other provinces, Limpopo has the lowest mean years of schooling of 4,6, which is a rise from 2,8 in 1980. Associated with the low level of education is the low mean human development index of 0,470. Previous studies also indicate that functional literacy (people with Std 4 or Grade 6 as highest education level) is very low in the former Gazankulu and Lebowa area⁸⁶. The functional literacy of these areas ranged between 23 and 29%. The adult literacy rate in Limpopo has been calculated as 73,6%; i.e. the third lowest literacy level in SA and lower than the national figure of 82%.

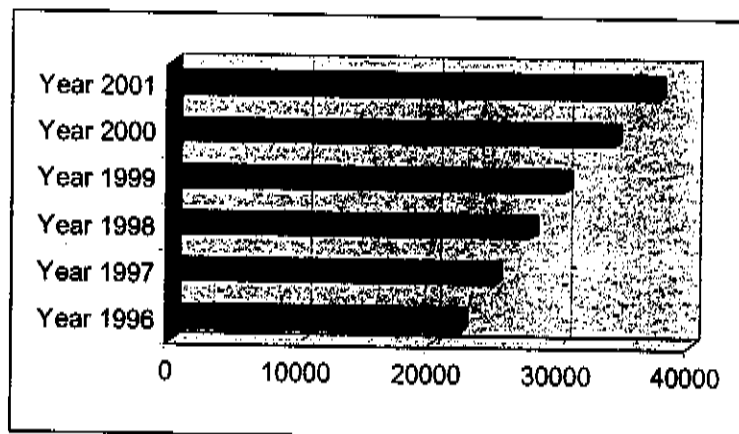
Economy

The province's Gross Geographical Product (GDP) is indicative of the economic climate in which the population in general is living, as well as the economic milieu in which UNIN operates.

The total GDP of Limpopo has been growing steadily throughout the years 1996 to 2001. It grew from R22 345 901 000 in 1996 to R37 562 181 000 in 2001. The current per capita GDP stands at R7 126 000 (see Figure 18 below).

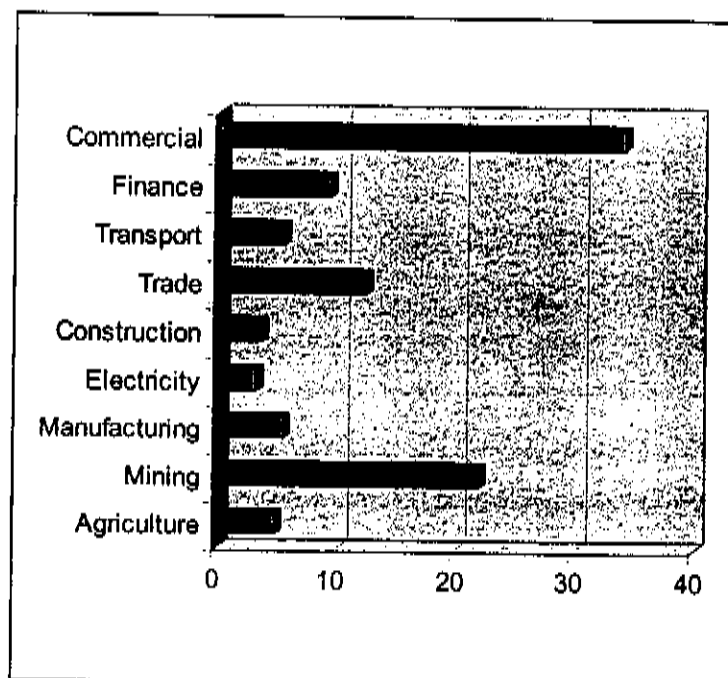
⁸⁶ Botha, S. J., 1983, *A Proposed National Development Plan for Lebowa*, University of Pretoria, Pretoria, and *Census in Brief, 1996, The People of South Africa, Report No. 03-01-11*, Statistics South Africa, Pretoria.

Figure 18: Limpopo Gross Geographical Product



The main contributors to this growth are the commercial and the mining sectors since 1996 (see Figure 19 below)

Figure 19: Sectors of Limpopo economy and their contributions to GGP



It is important to note that even though the majority of Limpopo people are mainly involved in deep farming activities, their production does not contribute much to the province's GGP, probably because of inefficient farming methods and high levels of illiteracy. Thus, there is a vast potential of an untapped farming market in Limpopo. Institutions such as UNIN should exploit this opportunity.

The province's GGP nominal growth rate is 10,1%, while the GGP real growth rate has been calculated to be 3,9%. Its economy is mainly made of the following sectors: agriculture; mining; manufacturing, electricity, gas and water; construction; trade; transport; finance; and commercial (see Table 10 below for each sector's contributions to GGP, 1996-2001).

Table10: Sectors of Limpopo economy and their GGP contributions since 1996

SECTOR	1996	1997	1998	1999	2000	2001
AGRICULTURE	6,9	6,5	5,7	5,4	5,0	4,8
MINING	12,9	13,6	14,3	16,8	19,3	21,9
MANUFACTURING	6,7	6,5	6,3	6,1	5,8	5,4
ELECTRICITY	4,2	4,0	4,0	3,7	3,4	3,2
CONSTRUCTION	4,1	4,2	4,4	3,9	3,8	3,5
TRADE	4,1	13,6	13,2	12,4	12,4	12,3
TRANSPORT	13,9	5,7	5,9	5,9	5,9	5,5
FINANCE	7,7	8,2	8,8	9,3	9,5	9,3
COMMUNICATION	37,7	37,8	37,4	36,5	34,8	34,0
TOTAL	100,0	100,0	100,0	100,0	100,0	100,0

Between 1996 and 2001, growth in the following economic sectors has declined: agriculture, electricity, construction, transport, and communication. However, it has increased in the following sectors: mining, trade, and finance. It has remained steady in the manufacturing sector.

Agriculture

Only 8,1% of SA's commercial farming units are found in Limpopo. They employ a total of 87 402 workers. The total gross annual income accruing from these farming operations is R 1 275,1 million, translated to per capita annual income of R 14 589, 08.

Mining industry

Mining is prominent in places like Phalaborwa, Musina, Thabanzimbi, and certain areas in Sekhukhuniland and Mokopane districts. In 1990 there were 72 mining operations taking place in the Limpopo. These mines provided employment to 34 922 paid workers. The total annual gross income and salaries of these workers amounted to R651 million, translated into the annual per capita income of R18 641,54.

Manufacturing sector

There were 933 manufacturing establishments in the Limpopo. About 38 792 employees were involved in the various manufacturing activities in this sector, and total annual income amounted to R421 million. The annual per capita income drawn by workers in this economic sector was R10 852,75.

Trade

The Polokwane area is the only area where trade is very high. Other areas where trade has secondary contribution to the GGP are Mokopane, Makhado, Belabela, Thohoyandou and Phalaborwa.

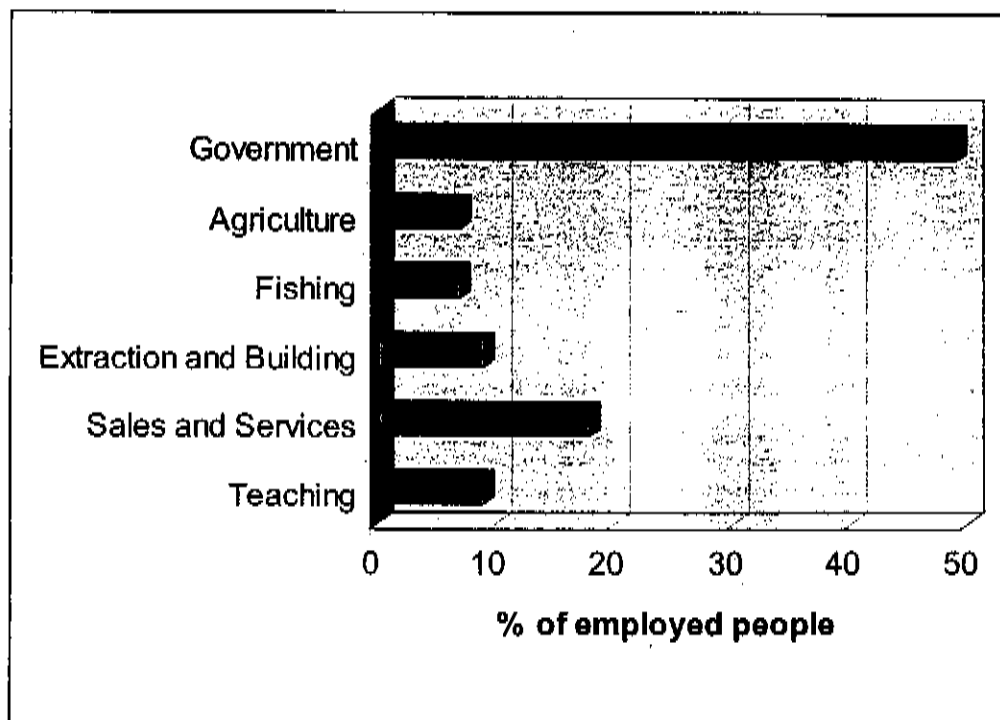
In general, Limpopo has both a highly concentrated and a relatively weak capital formation. This is despite the fact that this province's contribution to national GGP increased from 3,7 to 4,1% between 1995 and 2000. The small growth base is due to the dominance of government remuneration in the GGP.

Employment

Fifty-six percent of the economically active population in the catchment area are employed. This figure is very low compared to other SA provinces. According to the 2001 Labour Force Survey (LFS) the unemployment figure for Limpopo is 29,7 %. Equally, dependency ratios, which measure how many people each economically active person has to support in addition to him/herself, are high in the catchment area.

The major occupation groups in the catchment area are sales and service elementary workers (18% of the employed), extraction and building trade workers (9%), teaching professionals (9%), market-oriented skilled agricultural workers (7%), and agricultural, fishery and related laborers (7%), and government (49%). (See Figure 20 below.) The total number of private employment contractors in the catchment area is 265. These consist mainly of general agencies, totaling 51.

Figure 20: Major occupation groups in UNIN catchment area



The total number of employed in the province in 2000 was 600 535, growing at the rate of 0,9% per annum . This is clear evidence of a high level of joblessness, with the implication that an increasingly smaller proportion of the population earns income and carries the burden of supporting a large number of dependents. The dependency ratio is around 9,3.

According to statistical data the expanded unemployment level in Limpopo in 1996 was 46%, the second highest in SA. It has been increasing and at present the unemployment level stands at 51%. Furthermore, only 38% of the population aged 15 years and above were reported to be economically active. However, only 58% of these were gainfully employed. Therefore, the unemployment level was established as 42%, which exceeds the national level of 29%. There are significant gender and racial differences in the unemployment levels. More blacks (88%) than whites (9%) were unemployed. With regard to the black population, more females than males were unemployed.

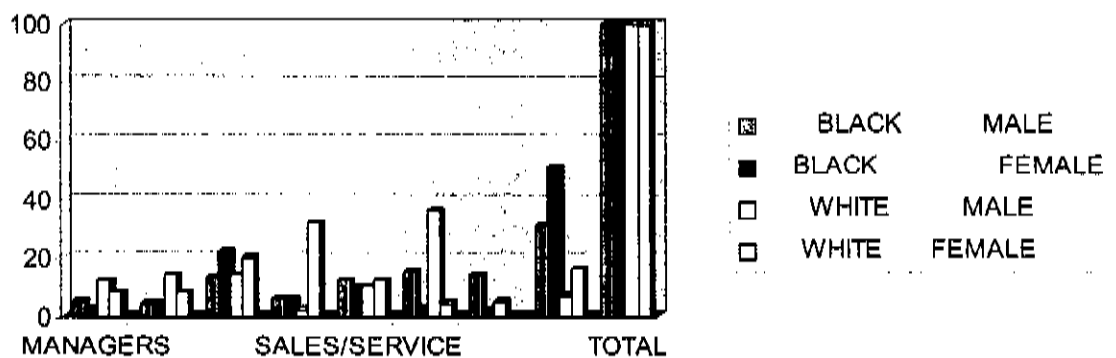
The consideration of the level of unemployment in terms of the age structure of the economically active male and female population in Limpopo points to the almost comparable highest proportionate number of unemployed males (41%) and female (39%) in the age group 25-34 years. The unemployed in Limpopo comprise mainly the "able" population in the age group younger than 45 years.

There is a discernable relationship between the level of unemployment and the educational qualifications of the population. For example, the proportion of the unemployed in each educational level between those individuals without any formal education and Grade 12 ranges between 51 and 47%, while only 12% of the individuals with post-Grade 12 educational qualifications have not been gainfully employed.

The patterns of employment in the various sectors of the economy in the province may serve as an indicator of areas where needs exist for a specific labor force. Although the province is predominantly rural, the primary sector

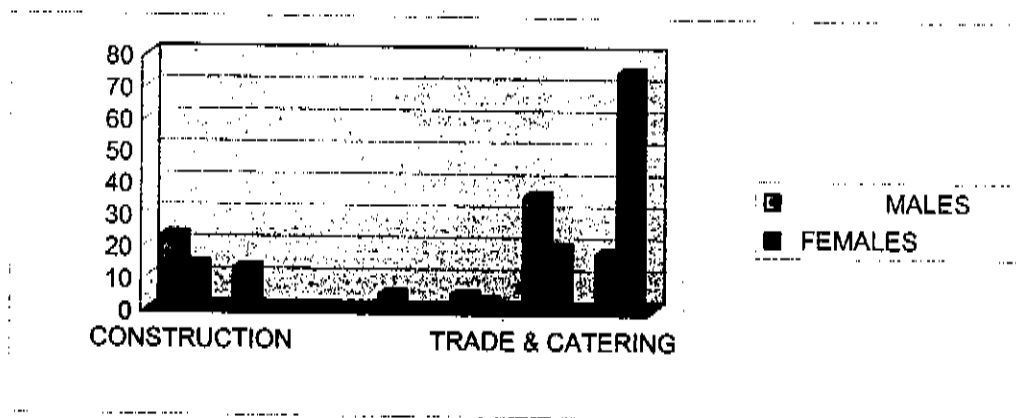
employs only 21% of the total labor force. The distribution of the labor force in terms of the various economic sectors indicates the highest percentage of workers (66%) employed in the tertiary sector. The low level of education among the blacks is demonstrated by the very small proportion of black males and females in professional and managerial positions. Limpopo has less than 10% of black males and females in both these occupational categories. The serious shortage of managerial and professional blacks becomes more evident when a comparison is made between the number of blacks and whites in these occupational sectors (see Figure 21 below).

Figure 21: Occupation of employed blacks and whites in Limpopo



The informal sector and job creation exercises are part of the activities the local population is engaged in trying to make a living. Occupations in the informal sector tend to cluster in primary activities such as agriculture, forestry and fishing, construction, transport and storage, manufacturing, trade and catering and personal (see Figure 22 below).

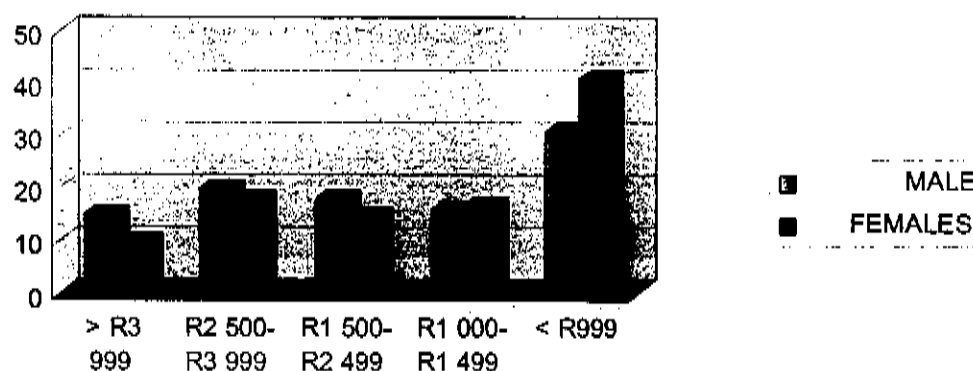
Figure 22: Informal sector



The small-scale informal manufacturing, trade, catering and accommodation have great potential for growth. The training of requisite skills and human development in these areas creates opportunities for the university to provide courses in hands-on training. The Small Business Advisory Bureau would play a significant role in assisting small business people and entrepreneurs

Looking at the two extreme ends of the income structure, about 41,4% of earners in Limpopo have a monthly income of R500 and less, while only 5,8% of income earners have a monthly income of R4 500 and more. As would be expected, there are more females than males at the lowest income level, i.e. 41% and 31% respectively. About 65% of the males and 73% of females have a gross income of less than R2 499 (see Figure 23 below).

Figure 23: Gross monthly income of the total population



Also, there are great disparities in the income structure of the black and white population groups.

Indeed, the low earnings by the majority of the black parents have a deleterious effect on both the student intake at the tertiary institutions as well as the ability of students to pay for their education once admitted at these institutions.

Immediate Environment of UNIN

UNIN was established on the farm called Turfloop, 30 km east of Polokwane, on the Tzaneen road (R71) (see Figure 24 below).

Figure 24: Location of UNIN



Its establishment led to the development of the Mankweng township, thus creating a peri-urban setting in which the university now exists. Today, Mankweng is a sprawling urban township with typical urban services such as a commercial centre and a hospital. The university and Mankweng township are surrounded by settlements under the jurisdiction of their chiefs, namely, Mamabolos, Dikgale, Mothiba, Mothapo, Molepo and Moria, the headquarters of the Zion Christian Church. UNIN has mainly provided lower-level skills employment in these settlements ever since it was established.

The Greater Polokwane has a total population of 143 000, about 60% of which lives in the immediate nearby predominantly black township of Seshego. Mankweng, Seshego and the University lie within the functional area of Polokwane containing more than 1 million population.

Polokwane, as capital of Limpopo, is the seat of provincial, regional and municipal government. The city boasts an economic growth whose GDP is above that of the national figure. Its economic strength is anchored on the commercial, manufacturing, mining and agricultural sectors. As far as the provision of social infrastructure is concerned, the greater Polokwane has hospitals (provincial and private), clinics (provincial and private), primary, secondary (government and private institutions) and tertiary institutions.

When the new political dispensation dawned in SA, there were approximately 3 723 educational institutions (excluding the universities) in Limpopo (then Northern Province) staffed by about 52 672 teachers, yielding an average of 14 teachers per educational institution (i.e. below the national average of 16). It is noteworthy that there were only three provinces in SA with an average above the national average, namely, Eastern Cape (34), North West (27) and Gauteng (19).

UNIN has both organic and spatial relationships with the city of Polokwane, the provincial capital of Limpopo and the hub of commercial, social and residential functions utilized by the university community. There are also spatial and functional links between UNIN and the surrounding rural hinterland, comprising mainly disadvantaged communities with high levels of unemployment, high levels of illiteracy, low levels of income, education and skills development, poor health conditions, and abject poverty.

However, these communities possess latent knowledge that could be tapped and utilized by the university. With such vast opportunities close by, what has been the role of UNIN since the inception of ISRDS in November 2000? What is the role of UNIN in achieving ISRDS objectives, methods, and complementary measures?

4.5.5 Objectives of ISRDS

ISRDS attempts to achieve rural development, sustainability, integration, growth, and safety.

Rural development

UNIN plays a role in poverty alleviation programs such as Onyika, but it is not showing any presence in other issues falling within this category as far as ISRDS is concerned. These issues are provision of services, improved physical infrastructure, active representation in local political processes, and effective provision for the vulnerable.

Sustainability

In terms of the ISRDS, sustainability “implies effective participation to assure that projects and activities undertaken respond to articulated priorities at the local level” (DPLG, 2001, p. 21). This instils a sense of ownership and commitment from local people. Projects from UNIN that target local people are university based, so UNIN projects tend to lack sustainability.

Integration

There is no integration of projects offered by UNIN to its local environment. As a result, it is unclear whether UNIN plays a meaningful role or not. People interviewed outside UNIN say it does not.

Dynamics of growth in rural areas

Even though UNIN plays a role, which some interview respondents see as minimal, in agriculture, it does not play a conspicuous role, at least not to outside people, in tourism and forestry, primary activities which ISRDS identifies as potential areas of growth.

Rural safety net

Rural safety comes in different forms such as money, goods, or even environmental safety. Even though UNIN does not make contributions in monetary terms, it does make a contribution in terms of goods and environment. It plays a role, even though very small, by assisting clients in the social departments with food, clothing, and other goods.

Some postgraduate students have embarked on an environmental awareness campaign – in the vicinity of the campus – to help spread the government's message of promoting a plastic-free environment. Polokwane Pick 'n Pay donated refuse collection bags and Polokwane Municipality provided a truck that collected refuse gathered by learners. This campaign is an example of the needed cooperation between business, UNIN, and local government. UNIN top management must encourage such joint ventures.

4.5.6 Methods of ISRDS

Initial focus on selected areas

Some parts of Sekhukhune and Eastern regions of Limpopo have been selected as nodes. This means, amongst other things, more funds have been provided

and the process is being run by local community members. UNIN is not taking advantage of this opportunity.

Participation and selection on desired services

In those services and projects that UNIN is involved in, local community members, including local government, were not part of the conceptualization.

Role of information

Even though, relatively speaking, UNIN has more information than local libraries and information centers, this information is not accessible to other members of the community. In fact, some of the university respondents complained about poor university library services. Respondents outside the university complain about lack of participation of UNIN in their information centers.

Advantages and risks of a geographic focus on nodes

For UNIN it is advantageous to also focus on the selected nodes. But this should not happen at the expense of other areas of Limpopo.

Performance contracts to bind commitments

UNIN uses contracts to bind commitment. A recent example is a contract of R453 000.00 signed between UNIN and the Land Bank. In this contract, R253 000.00 will go towards bursaries and R200 000.00 towards research and outreach programs under the Chair of Agriculture.

Monitoring performance indicators

There are no performance indicators established for UNIN's local community projects. These include follow-up mechanisms to trace the effect of the programs. For example, after the environment clean-up day organized by UNIN was complete, there were no follow-up measures to assess the continuity of such an activity by the community. Performance indicators are not only important for measuring success of the implementation of a community project,

but also for the sustainability of the learning and skills acquired by the targeted community population.

4.5.7 *Complementary measures*

Human resource development and capacity building

One of the last developments initiated in the early nineties was the establishment of Edupark, an educational center outside Polokwane. It houses several institutions and attracts people-in-service from all over the northern region, mainly to the UNIN Graduate School of Leadership. Other outreach projects include the Water and Sanitation Project and the in-service educators' programs for honours and masters degrees offered on Saturdays. This is in addition to the Legal Aid Clinic, which serves the community, and the University Foundation in the Sciences and Mathematics to aid school-leaving learners to prepare for tertiary programs.

Recently, the university completed a survey on the possibility of establishing the School of Mining Engineering. The report recommended that with the available natural resources in the Limpopo Province alone, companies and government would need support in this area to mine and develop the mining potential in the province. Already, the first batch of graduates from this program received their certificates in March 2002. In 2003 it is hoped that a full degree in mining engineering would have been established. A proposal for the establishment for a full degree in mining is awaiting approval from the South African Qualifications Authority (SAQA).

Noting the UNIN's geographical and social positioning, the university's senate resolved that UNIN has a special responsibility towards scholarship in the areas of Northern Sotho, Tshivenda and Xitsonga. Senate has, therefore, recommended that a core academic capacity be retained in the case of these three areas as a matter of university policy. The languages selected above and

others will contribute significantly to shape and direct the output of other UNIN's schools.

However, many people outside UNIN feel that the university does not seem to be taking advantage of the provisions of the Skills Development Act. Business and the local government, for instance, would appreciate it if small and medium enterprises in the province could be assisted by the university in benefiting from the skills development levy.

Land reform

Even though there is no evidence from UNIN documentation on its involvement in government's land reform program, UNIN signed a deal of R453 000 with Land Bank in May 2003. A symbolic cheque of R453 000 from Land Bank of which R253 000 goes towards bursaries and R200 000 towards research and outreach programs was signed by the Land Bank representative. This money is intended to stimulate the farming community of the neighboring areas⁸⁷.

Community-based income-generation projects

In the documents reviewed, there is no indication of UNIN's creation of income-generating projects for local people. However, in practice there is one, which was visited by the researchers. This project, called "stock ranch", assists members of the community to make income out of their stocks.

Social assistance and safety nets

UNIN recently (May 2003) launched "Operation Nyika" to assist poverty-stricken families in its neighborhood. Social work students collect food parcels, blankets, clothing and anything that could be of value to their needy clients⁸⁸.

⁸⁷ <http://www.unorth.ac.za/Admin/Turf-Uodate/Turf-Update>, op cit.

⁸⁸ <http://www.unorth.ac.za/Admin/Turf-Uodate/Turf-Update>, May 2003, ibid.

4.6 Recommendations

This section provides the development framework for UNIN. It identifies the conditions of success (viability) and methods of modifying the current situation in terms of the implementation of the NPHE and the ISRDS.

Participation rate

There is a need to recruit students from SADC regions, make physical presence in Limpopo schools, introduce new courses for local business and leaders, and focus on recruiting workers who are under-educated.

Graduate output

There is a need for the development and use of local languages as media of instruction in lectures to increase the rate of graduation output and to remove the burden from students of having to first understand language before subject content.

Social base

There is a need for UNIN to include students doing developmental courses in the NSFAS loan scheme. It is not only required by the NPHE, but will help the majority of people who dropped out from the school back into the education system.

Recruitment from SADC countries

There is a need for UNIN to include "non-traditional" students and students from SADC countries. A team of marketing people from UNIN could be sent to SADC countries on a yearly basis to recruit students.

Fields of study

There is a need to recruit more science students and management students (for local government) into UNIN. This could be done if UNIN collaborated with local government and business, as suggested by one of the provincial governments representatives.

Cognitive skills

There is a need to develop the skills of both academic and non-academic staff members. To achieve this, the following conditions must exist:

- UNIN must urgently conduct a skills audit to identify present and lacking skills amongst all its staff members.
- All staff members (academic and non-academic skills) must be investigated not only through surveys, interviews and rigorous skills tests.
- The findings of this audit must be compared with agreed-upon needed skills (in the already developed Skills Development Plan) to identify areas that need development.
- A New Skills Development Plan coming from the above must be implemented immediately.

A focus on cognitive skills calls for the inculcation and acquisition of skills and expertise in order to produce a multi-skilled workforce.

Equity in access and success

There is a need for greater recruitment of women and white students.

Staff equity

There is a need to implement the equity plan submitted by the team commissioned at UNIN. Functionalism and ethnicity amongst staff members should be dealt with effectively using existing policies and procedures.

Mission and program differentiation

There is a need to assist all staff members to internalize UNIN's vision and mission. The top management and human resource office must conduct continuous training for staff members to help them understand and internalize its vision and mission. A top-down organogram from vision to operations

objectives for each faculty should be developed by all staff members. These processes should lead to the development and enforcement of schools' policies and procedures. The university management should be of the calibre that links personality with both academic and managerial leadership. The "silent instability" of the departure of the government administrator must be confronted before it becomes non-silent.

There should be some evaluation of the current academic restructuring after a year, to assess any benefits that have accrued from the process of academic restructuring. Moreover, the Executive Deans and Directors of Schools should have signed performance contracts. And, as requested by some members of the local community, UNIN must develop a program on Tourism and Heritage Studies.

Research concentration and funding

There is a need to drastically increase the publication of research for both the funding and ranking of staff members. For research to succeed at UNIN, the following conditions must exist:

- All the academic staff members must have permanent access to proper facilities.
- Each academic staff member must have a friendly working space on campus accessible all the time.
- Each must have access to a well organized (and, in future, well equipped) library with up-to-date academic journals.

All academic staff members must attend research workshops, conferences, courses, training, etc. UNIN must organize research training for staff members at least once a month and established researchers from inside and outside SA must be invited.

Staff members must collaborate with members from other universities locally and internationally to further acquire competence and leadership in research. Incentives must be provided for staff members who are involved in joint research projects with established research members outside UNIN. Additional incentives should be provided to staff members for joint-published academic articles.

Top management must create some time for staff members to conduct and write research. At least 20% of the total time per year should be reserved for research and writing for each staff member. Staff members with large undergraduate classes must be assisted with the load.

All staff members must be involved in both academic and applied research. Each member must publish at least one academic journal article a year (as required by NHPE). Another requirement must be placed on staff members by UNIN top management to be involved in at least one applied research project per year to both raise funds and contribute directly to the community projects/government policies/business sector.

There must also be more involvement of UNIN with Limpopo PDE in conducting research. There is a need to formulate a memorandum of understanding between UNIN and the PDE, e.g. UNIN providing academic programs addressing policy needs of the government.

Outputs at masters and doctoral levels

There is a need to increase output of masters and doctoral students especially in management, sciences, business, and technology

Program and Infrastructural Collaboration

There is a need to develop and integrate programs dealing directly with the immediate community

New institutional and organizational forms

There is a need for UNIN management structures to make sure all staff members buy into the merging proposal of the Minister of Education

Rural development

There is a need for UNIN to play a role in the provision of services especially water and sanitation.

Sustainability

There is a need for UNIN to have local people participate in the projects intended to assist them to ensure project sustainability.

Integration

UNIN needs to develop a separate vision for growth in rural areas of Limpopo and a mechanism for integrating existing projects and programs, design new projects and programs in an integrated manner, define a locus of decision making (whether senior management or not), play a meaningful role in local governments, clarify financial flows, develop key performance indicators, develop procedures for monitoring, and sequence actions in terms of short, medium and long term. It should do this in collaboration with local municipalities as these are also going through the process.

Dynamics of growth in rural areas

UNIN needs to play a role in tourism and forestry in Limpopo by offering courses in these areas.

Rural safety net

There is a need to develop joint projects with local business and government, such as plastic collection.

Initial focus on selected areas

There is a need for UNIN to develop and implement development strategies in Limpopo nodes.

Participation and selection on desired services

There is a need for UNIN to invite local community and government people to select desired services from the government basket of services that it wants to play a part in.

Role of information

There is a need for UNIN to set up a community information centre to address the needs of community members.

Advantages and risks of a geographic focus on nodes

UNIN must also focus on nodes (Sekhukhune and Eastern regions) but should not lose sight of other areas.

Performance contracts to bind commitments

There is a need to sign agreements with local business, local government, and communities.

Monitoring performance indicators

There is a need to develop performance indicators for UNIN's local community projects.

Human resource development and capacity building

The need exists for a separate human resource development strategy to increase the skills base in rural areas.

Land reform

There is a need for UNIN to assist rural communities to apply for land redistribution.

Community-based income-generation projects

Such projects should be established.

Social assistance and safety nets

There is a need to extend social assistance to other needy areas of the province.

4.7 Conclusion

Out of the thirteen outcomes identified by the NPHE that directly affect UNIN, there is satisfactory progress on only three: the increased participation rate, especially from 2001; the change in student enrolment by fields of study; and initiatives for both program and infrastructural collaboration. However, graduate output, research publications, SADC students, enrolments in masters and doctoral programs, and the social base have not improved since the inception of the NPHE.

UNIN is not playing any significant role in uplifting the standards of the majority rural people of Limpopo. Out of eighteen priority areas identified by ISRDS, UNIN contributes in only four - rural development; human resource development and capacity building; land; and social assistance and safety nets – and to an extent that appears insignificant compared to the need that exists. It does not contribute to areas such as sustainability by involving community members in all stages of project conceptualization, community-based income-generation projects, and selected nodal areas.

There is a need for UNIN to urgently address all these identified areas of shortfall. Some of the measures that could be used include: the use of local languages as media of instruction (if University of the Witwatersrand can adopt Sesotho as a medium of instruction from 2010, UNIN can do even better) to increase graduation output and postgraduate studies; the development and implementation of a vision for growth and development in Limpopo, collaboration with local government and community in delivering selected services from the basket; and making its facilities (such as computers, library, etc) also accessible to local people.

Chapter Five: Findings from the Situational Analyses

Historically Black Universities (HBUs) are desperately searching for a meaning for themselves in the context of local transformation and international globalization. They are struggling to meet a number of outcomes stipulated in the National Plan for Higher Education (NPHE) of the Department of Education, and participate effectively and meaningfully in the development of their surrounding rural communities as stipulated in the Integrated Rural Sustainable Development Strategy (ISRDS) of the Department of Provincial and Local Government (DPLG).

The purpose of this section of the report is to address how the University of Fort Hare and the University of the North – the HBUs of this study – are faring in terms of implementing the requirements of both the NPHE and the ISRDS. An attempt is made to compare and contrast findings from each of the two institutions, locate and reveal sources of achievements or failures, analyse each of these sources with an intention of providing some alternative ways, and recommend some strategies to deal with these obstacles.

In a similar way to the two situational analyses, this section of the report is set out in the context of the NPHE and ISRDS. Individual Intended outcomes in each of these two legislative documents constitute a topic for analysis and discussion.

5.1 Participation Rate

Since the implementation of the NPHE in 2001, the participation rate at UNIN has improved dramatically. The number of students registered in 2002 increased by 31% as compared to that of 2001, surpassing the required 15 to 20% of the NPHE by 10%.

However, it is not clear at Fort Hare whether the participation rate has increased or decreased because of lack of data from the report on students' enrolments. According to the report, there is a lack of data at Fort Hare because there are no proper systems for the tracking of data. Thus, there is an urgent need to put proper systems in place to track students' participation rates. For UNIN, the challenge is how to sustain that increase.

The two reports suggest that UNIN and Fort Hare have not been aggressive enough in recruiting students from SADC countries, "non-traditional" students, women, and disabled people. It is not even clear from the two reports what percentage of the two institutions' revenues is earmarked for marketing. The two universities should increase their marketing expenditures and strategies and, perhaps, outsource the marketing task to reputable marketing companies.

Another way these two institutions could attract more students is by a change in the institutional cultural and language policies as suggested by the NPHE. Changing the present university culture will make HBUs relevant to their clientele, and pose exciting challenges and projects relating to how to further develop this culture. Similarly, the introduction of students' languages in academic subjects will remove the burden of having to first understand the language before focusing on the subject for many students and will also instill a sense of ownership and belonging for many people residing in communities surrounding these institutions.

5.2 Graduation Output

Unlike the participation rate, the graduation output at UNIN for both undergraduate and graduate students since the implementation of the NPHE has not improved.

At Fort Hare, the output has increased slightly for graduate but not for undergraduate students. Therefore, the graduation output for undergraduate students at both universities is constant.

The NPHE cites several reasons for this performance, including the poor training of students from schools, the higher education institutional culture, the medium of instruction, and lack of commitment from students⁸⁹. Even though there is an agreement amongst educationists about the medium of instruction and higher education institutional culture, there are disagreements about the poor training of students from schools and lack of commitment by students. For example, as much as students might be poorly trained by schools, universities might also be poorly prepared to educate students from African communities with different value systems and cultures.

The slight increase at Fort Hare, according to the report, is due to concerted efforts of the top management team to both encourage students to enrol for higher degrees and provide support for their academic staff. In fact, at Fort Hare, academic staff members are more supportive of their top management than is the case at UNIN. Therefore, if UNIN wants to increase graduate enrolments, top management must intervene in encouraging students to enrol for graduate degrees. This requires an update of the number of students finishing their undergraduate degrees, available bursaries and loans, available academic staff members, and available infrastructural and physical resources.

⁸⁹ Department of Education, 2001, *National Plan for Higher Education*.

There is a need for UNIN not to spend too much time on developing plans and to spend more time on implementing them. The discovery of the length of time UNIN spends developing plans that were then not operationalized was made after a comparison with some of Fort Hare's successes.

5.3 Broadened Social Base of Students

The NPHE proposes that higher education institutions broaden their students' social base by funding academic development programs as an integral component of a new funding formula; provide national student financial aid (NSFAS) to students enrolled in such developmental programs; and recruit and enrol workers, adults, people with disabilities, and women.

At both Fort Hare and UNIN, academic development programs are under-funded and students enrolled in these programs do not receive funds from NSFAS. The difficulties for HBUs to raise funds stem from the perception that HBUs have low standards and are unable to manage and administer funds. However, at Fort Hare, there are promising goodwill ventures coming out. These might be due to the university's "political connectedness". Perhaps UNIN is not doing enough to attract the support of some of its former students who happen to be in influential positions. More than that, the lack of stability in the top management in recent history might also compound the problem.

On the positive side, both institutions are involved in distance learning programs that attract adults and workers. There are evening and distance learning classes for workers (especially educators). However, these two HBUs could do more than this, as they are both located in communities with high level of "illiteracy".

On the negative side, neither institution has succeeded in attracting women and disabled people to broaden its social base. There are neither targets nor

programs to deliberately recruit students with disabilities. Even though there are strategic plans to increase involvement of women in all university operations, the reality is quite different.

In short, there is a need for both institutions to include academic development programs as part of the new funding formula; provide financial support to qualifying students enrolled in these programs; increase recruitment of disabled people, adults, and women in particular; and develop relevant programs for non-traditional students using non-traditional delivery methods.

5.4 Recruitment of Students from SADC Countries

Unlike at Fort Hare, there are no explicit innovations reported at UNIN to increase the recruitment of students from SADC countries. Fort Hare does not charge a foreign levy for students from SADC countries, treats SADC students as home students, and offers them job opportunities as graduate assistants. As a result, the number of students from SADC countries at FORT HARE had increased by 8% in 2001 from a very low 1999 figure.

Even though Fort Hare creates conditions for SADC students to choose SA rather than European universities as places of study, it needs to put more effort into a wider range of SADC countries. Also, there is a need for UNIN to develop an explicit strategy, which might include assistance to get a loan/bursary, easy access to application forms and procedures, and assistance in procuring a study permit.

5.5 Enrolments by Field of Study

The NPHE proposes a shift in enrolments over the next 10 years (i.e. from 2001 to 2010) among the humanities; business and commerce; and science, engineering, and technology.

There has been a shift in the enrolments of students by fields of study at UNIN since the beginning of 1999. In contrast to a previously high number of students enrolling in education, a high number of students are now enrolled in the natural and health sciences, law, and management.

Similarly, there has been a shift in the enrolments of students by fields of study at Fort Hare. Between 2000 and 2001, enrolments in the natural sciences and commerce increased from about 50 to 250, with natural sciences registering more than commerce.

It should be said that the shift at UNIN is not completely in line with the NPHE proposal. One of the shifts occurs within humanities rather than across different fields. In terms of the NPHE, there is therefore a need for UNIN to put further efforts to shift students' enrolments from law and management to either business and commerce or science, engineering, and technology depending on which is available. There is also a need for Fort Hare to further increase enrolments in commerce to match those in sciences.

5.6 Enhancement of Cognitive Skills for Graduates

The NPHE proposes that, irrespective of the balance in enrolments, all graduates must be equipped with skills and competencies necessary to function in modern society. In particular, these skills and competencies must include computer literacy, information management, communication, and analytical skills.

UNIN has developed a plan for the development of skills and competencies. However, this plan has not been put into operation. Conversely, Fort Hare has not formally developed such a plan but has introduced a certificated computer skills training course for final year students. It can be deduced from the sentences above that UNIN seems to prefer proper planning before actual

implementation whereas Fort Hare prefers action before planning. The two processes should be put in operation simultaneously in such a way that they talk to each other.

Furthermore, both UNIN and Fort Hare need to put in place information management, communication, and analytical skills courses for all their final-year students. UNIN needs to put into place a computer-training course for final year students and Fort Hare should consider formulating a strategy and program with regard to the enhancement of cognitive skills and competencies of graduates.

5.7 Equity in Access and Success Rates

At UNIN, as discussed above, the number of students enrolling for the natural and health sciences has increased since 1999 but graduation output has not changed. This suggests a bottleneck due to high failure rates or high dropout rates of students at UNIN. Even though enrolment of black students has improved in the sciences, women and white students are still under-represented. UNIN needs to increase its efforts to attract these groups and register students for commerce and business studies.

Unlike UNIN, the number of students enrolling for science and commerce at Fort Hare has dramatically increased since 2000 and graduation output has increased slightly, especially for graduate degrees. All these students are blacks, and, women and white students are still under-represented. Like UNIN, Fort Hare needs to increase its efforts to attract women and white students into its programs.

Most importantly, there is a need for both institutions to increase their students' success rates through measures such as a change in the medium of instruction.

5.8 Equity in Staff

The NPHE requires institutions to develop employment equity plans with clear targets for rectifying race and gender staff inequities as blacks and women remain under-represented in academic and professional positions, especially at senior levels.

At UNIN, there is an employment equity plan to rectify race and gender inequities. However, its implementation is slow. The top management is representative of the population demographics of SA in terms of blacks but this is not so with respect to women.

At Fort Hare, there is no employment equity plan to redress staff race and gender equity. Nevertheless, the institution has established an equity forum and recently appointed a female registrar.

There is a need for both institutions to increase involvement of women in top key strategic positions. To remedy this situation, the NPHE "encourages recruitment of blacks and women staff from the rest of Africa"⁹⁰.

5.9 Diversity through Mission and Program Differentiation

According to the NPHE, institutions must ensure diversity through mission and program differentiation based on the type and range of qualifications offered.

The program mix at each institution will be determined on the basis of its current program profile, including the relevance of the profile to the institution's location and context and its responsiveness to regional and national priorities, in particular, government's human resource development

⁹⁰ Department of Education, 2001, *National Plan for Higher Education*, pp:12.

strategy. Redress for HBUs will be linked to agreed-upon missions and program profiles, including developmental strategies to build capacity in, in particular, administrative, management, governance, and academic structures.

At UNIN, the institution's mission addresses diversity. UNIN's mission is to achieve distinction in scholarship, professionalism and community renewal amongst staff and students in order to improve the quality of life of the community it serves through: appropriate focus areas of specialization; and appropriate educational policies and infrastructural and physical development.

Also, there is diversity through program differentiation. Following the release of the NPHE, UNIN has repositioned itself, with a reduction in number of faculties and the transformation of its 58 departments into 11 schools. Through the schools, students are now using the module system to select possible career paths and subject combinations that will enhance their employment opportunities.

It is not clear from the UNIN situational analysis report what developmental strategies have been put into place to build capacity amongst its academic staff members or whether university staff members have internalized the vision and mission of UNIN as their own guiding principles.

At Fort Hare, the university has relevant academic programs in some areas and these are in some cases tailored for the unique environment and type of student population. It also has rationalized its programs by reducing the number of faculties from eight to four.

The institution has inadequate capacity to respond to internal pressures (to provide a quality service) and external pressures (to respond to the changes, opportunities and threats at macro level) as a result of inadequate staffing and

inadequate training of staff members. The motivation of staff members is significantly affected by the uncertainty change has brought about and also by their conditions of service.

If one compares and contrasts attempts to diversify the two institutions through mission, program mix, and development strategies to build capacity, one can make the following conclusions: only UNIN's mission expresses diversity; UNIN and Fort Hare have developed different program mixes to be responsive to the student community they serve; and there are no continuous staff development strategies in both institutions to build further capacity.

There is a need for Fort Hare and UNIN to identify niche areas and programs in the context of the changes in the higher education landscape and local rural communities, identify concrete areas of collaboration in program development with other institutions in the province, and work out a program for the rationalization of programs in the context of niche areas selected. Also, rather than offering non-professional three-year undergraduate degrees, the two HBUs could move towards providing professional four-year undergraduate degrees. Both institutions should develop strategies to build staff capacities constantly and continuously.

5.10 Research Concentration and Funding

In terms of research and funding, the NPHE attempts to increase research publications in higher education institutions, ensure effective use of the limited research resources, and earmark funds to build research capacity.

There has been an increase of research publications at UNIN, increasing from 48 in 1990 to 87 in 1999. However, the majority (i.e. 93.3%) of these articles are published by white staff members. There are no explicit mentorship strategies

or programs put into place to develop research capacity for black staff members.

Unlike UNIN, Fort Hare's reporting on the research output is not efficient. It is difficult to track trends in the number of research publication outputs since the inception of the NPHE.

There is need for both universities to fund staff and students intending to publish their work in accredited journals; develop staff members' capacity to conduct research by providing training courses; pairing researchers in mentorship programs within the institution; encouraging partnerships with well established institutions in research; and providing staff members with incentives for each published journal article.

5.11 Graduate Enrolments and Outputs at Masters and Doctoral Levels

The NPHE proposes that over the next five years, at a minimum, the system as a whole should produce at least 6% of annual output (i.e. 6 000) as masters graduates and 1% (1 000) as doctoral graduates. Presently, the whole system is producing approximately 5% (4 600) masters and 0,8% (750) doctoral graduates.

There has been a slight increase in the enrolments of masters and doctoral graduate students at UNIN since 2000. However, these enrolments are mainly from the faculty of humanities. At Fort Hare, there are 6% and 1% masters and doctoral enrolment increases respectively.

There is a need for both institutions to recruit and encourage undergraduate students to enrol for masters and doctoral degrees.

5.12 Program and Infrastructural Collaboration

According to the NPHE, institutions must promote and foster collaboration amongst themselves at the regional level and rationalize, in particular, small and costly programs which cannot be sustained across all the institutions. The priorities should be to promote joint development and delivery programs, and enhance responsiveness to regional and national needs for academic programs.

In the area of health, UNIN entered into a collaborative partnership with the medical school of SA (Medunsa) and university of Venda for science and technology. Through this partnership, it will offer pre-clinical training in the schools of health, molecular, and life sciences.

Also, UNIN has recently (May 2003) entered into a unique collaboration with the South African National Defence Force (SANDF) for the recruitment of candidates for their special brigade forces programs. The campaign aims to afford people from previously disadvantaged groupings an opportunity to be part of these elite brigades. Thus, as far as program and infrastructural collaboration is concerned, UNIN has made commendable progress.

At Fort Hare, by 1999, the university had more than 50 international linkages (some active and some dormant). The Review Report of 1999 mentions partnerships that are managed at a faculty, institute, and center level. Most of these partnerships are with institutions in developed countries, especially the USA, Australia, Germany and Norway. In Africa, only three partnerships – with Lesotho, Zimbabwe, and Uganda (Makerere University) - are mentioned. The report identified the number of the partnerships/ linkages as relatively large and with little focus.

There is a need for Fort Hare and UNIN to decrease the overall number of “strategic high-level partnerships” in favor of more focused, long-term

linkages. Also, Fort Hare must establish more African partnerships to reclaim Fort Hare's historical links with parts of the continent and state the need for new continental partnerships around NEPAD and the African Union (AU).

The main challenge is for both institutions to create a clear strategic perspective on how they should use the emerging NEPAD/AU framework for positioning themselves to express their strategic interests, in conjunction with other appropriate partners on the continent. This perspective does not yet exist; at least, not in written form.

5.13 Institutional and Organizational Forms

The NPHE proposes a more rational arrangement for the consolidation of higher education through reducing the number of institutions but not of delivery sites on a regional basis.

On 1 January 2005, UNIN and Medunsa will merge to form a new institution called University of Limpopo. It is hoped, through this merger, that racial fragmentation in both institutions will be addressed, efficient administration will be built, academic capacity will be enhanced, and financial capacity will also be enhanced. The constraints experienced by both institutions will make the chances of success for this merger slim. One outstanding barrier for UNIN to restructure quickly comes from the lack of consensus among its staff members on crucial matters and struggles for power.

The only institutional requirement facing Fort Hare is to incorporate the Rhodes University East London campus. Again, using history as a measure of success, this arrangement is more promising than that of UNIN and Medunsa. Historically, Rhodes University has been relatively better resourced in terms of management, administration, financial and academic capacity than Fort Hare. Also, incorporating Rhodes into Fort Hare will not only bring a host of

historical management, administration, financial, academic, and physical resources but will also create an opportunity for Fort Hare to have access to both urban students, businesses, donors, and facilities.

Furthermore, there is an all round commitment to the transformation process currently underway within the institution by stakeholders. However, within the midst of appreciation of the new leadership and management, the institution has significant backlogs in investment and maintenance of infrastructure for administrative, academic, teaching, learning and research support. In the final analysis, the absorption of the Rhodes (East London Campus) will impose extra challenges on the already strained resource base and financial management capacity of the institution. It would, though, be dangerous to ignore the potential rewards in sharing of experiences, policies and practices and creative ways of generating income with the introduction of the new campus.

There is a need to improve the efficiency of the work being done on systems, procedures and processes to ensure that the system works efficiently and yields the goals outlined in Fort Hare's SP2000.

5.14 Involvement in Local Rural Development

In terms of the national government's ISRDS, rural development is understood to be multi-dimensional and encompass much more than poverty alleviation through social programs and transfers.

To some extent, UNIN is involved in local rural development. It plays a role in poverty alleviation and enhances income generation by educating predominantly Limpopo people. However, UNIN's strategy, according to ISRDS, uses a narrow definition of rural development and does not have features such as the provision of improved services, physical infrastructure,

active representation in local political processes, and effective provision for the vulnerable.

Also, Fort Hare is to some extent involved in the rural development of its local communities. For example, a project called Innovation Support Project, which is still being developed, targets rural entrepreneurs with comprehensive support in the areas of research, enterprise development and support for mobilization of funding, amongst other things. However, poor participation of students and staff members in development projects, education of communities on various issues and increasing the productive capacity of the local economy remains a weakness that the institution needs to deal with.

Fort Hare's SP2000 strongly promotes the idea of forging links with local communities, especially, though not only in the Alice and wider Nkonkobe area (the municipal area within which Alice resides). It also identifies, in a grid, a number of action steps that should be taken to initiate these linkages. A major step in this direction was taken in 2001 with the adoption of a partnership involving Fort Hare and the Alice Council. The partnership document makes provision for wide ranging areas of cooperation, but does not specify any operational detail for the achievement of goals. The exact status of the document is not known at present and local government realignment means there is need for a revision and widening of the original Alice-Fort Hare Partnership to take into account the new administrative realities.

Beyond these formal initiatives, the Centre for Business Development (CBD) has also been promoting linkages with other actors involved with, and influential in, community development. The CBD has also been working with the Alice Central Town Residence Association (ACTRA) and has provided technical assistance in the development of a program for the renewal of Alice and is working on ensuring that a Section 21 company is set up to drive the

process of implementation. The university has been assisting in the fundraising process of the program in general and certain activities of the program.

The Vice Chancellor (VC) of Fort Hare has also started developing strong relations with Chief Tyali, descendent of the chief that gave out the land that Fort Hare is situated on in 1835.

The major challenge, it seems, facing an emergent institution, clearly gearing itself towards a progressive, development role, is that of making choices. Because of the law of economics, it will not be practical for Fort Hare to widen its developmental targets beyond the scope of its *still developing* capacities. Also, long-term partnerships need to be built up so that the university can move beyond its external interventionist role.

There is a need for a number of measures to be put into place in both institutions to encourage involvement of staff members in rural development activities. The current policy framework in both institutions, for instance, does not create space for a borderless university in which the participation of staff members in activities of their local habitat is encouraged and rewarded.

There are a number of benefits for such involvement in rural development, including the generation of additional income through partnerships and the exposure of students to the realities of the labor market and actual rural economies.

Similarly, communities or interests groups within communities could use the university to help them achieve all manner of social and economic objectives in aid of development. For example, the existing government drive on employment creation and economic growth, with its emphasis on the creation of micro and medium-scale enterprises (SMMEs) fits in with the knowledge

base provided by such institutions (market research, business studies, accounting training, management training, etc.). Also, as they are located in predominantly rural enclaves, Fort Hare and UNIN could be an immense source of agricultural development to help drive the food security policy imperatives, and communities could be the driving force in these partnerships.

5.15 Involvement in Ensuring Sustainability of Rural Development

Sustainability of rural development implies effective participation to assure that the projects and activities undertaken respond to articulated priorities at the local level.

Projects from UNIN targeting local people are university based. There is no effective involvement of local people from the initial and final stages of the project. This results in UNIN projects lacking relevance and sustainability. Similarly, projects intended for local communities at Fort Hare are university based rather than community based. As a result, these projects are not likely to be sustainable because of a lack of effective participation from the people whom they intend to assist.

5.16 Involvement in Integration of Rural Development Activities

Integration has been a goal of rural development programs for many decades, but it is difficult to achieve because development cuts across traditional sectors and involves all levels of government.

There is no integration of projects offered by UNIN to its local environment. As a result, it is unclear whether UNIN plays a meaningful role or not. Similarly, there is no explicit strategy at Fort Hare to integrate projects targeting the rural

community. Different schools pursue different programs that are not linked to each other.

Historically, there have been various, mainly ad hoc, partnerships and programs forged with various communities or sections of communities by the two institutions. These projects tend to be isolated and do not form part of a larger programmatic strategy. As a result, the two HBUs and their community partners are not enabled to use such accumulated social capital to leverage more longer-term and deeper-level social changes in the development process.

There is a need for both UNIN and Fort Hare to integrate their rural local community-based projects. Such an approach will assist in addressing rural community problems holistically, will enable both institutions to manage and monitor these projects effectively, and will attract more funds from outside and inside financial resources.

5.17 Involvement in Growing Economies of Rural Areas

There is a dire need to resuscitate the rural economies and advance the cause of rural areas as potential engines of economic growth that would contribute towards their own development and the broad national development agenda. A strategy to achieve growth must be founded on an understanding of how rural areas grow. For example, growth in agriculture, tourism, forestry, and other primary activities that bring incremental earnings into rural areas, generates additional incomes through linkage in expenditure and employment.

Even though UNIN is playing a small role in the growth of agriculture, it does not play a conspicuous role in tourism and forestry, primary activities that ISRDS identifies as potential areas of growth in rural areas. On the other hand, Fort Hare has increased its participation in agricultural community projects.

These include Nguni cattle farming and a range of small-scale crop-support initiatives. In addition, there are also HIV/AIDS support programs run in conjunction with local schools and communities.

Therefore, although the two institutions play a role in growing rural economies, these roles could be aggressively broadened and developed to make more impact on the lives of rural community people.

5.18 Involvement in the Provision of a Rural Safety Net

According to IRSDS, although growth benefits many of the poor, it clearly does not benefit all. Safety nets are still needed, and the rural poor in most countries are greatly disadvantaged relative to their urban counterparts when it comes to social assistance.

Rural safety comes in different forms such as monetary, goods, or even environmental safety. Even though UNIN does not make contributions in monetary terms, it does make a contribution in terms of goods and the environment (for example, the plastic-free environment project).

At Fort Hare, except for academic programs to assist local rural communities, the report does not mention or give examples of projects intended for the security net. Fort Hare could be meaningfully involved in such programs by structuring courses in a way that requires students to play a direct role in providing a rural safety net, just like at UNIN.

5.19 Involvement in Rural Human Resource Development and Capacity Building

Many people outside UNIN feel that the university does not seem to be taking advantage of the benefit of the provisions of the Skills and Development Plan Act. Business and the local government, for instance, would appreciate it if small and medium enterprises in the province could be assisted in benefiting from the skills development levy. The cooperation between business and UNIN could facilitate staff or personnel training and taking advantage of learnerships. According to the provincial representative interviewed, business is ready to cooperate with UNIN in various ways and the problem, for now, seems to lie with the reluctance from the university.

On the other hand, at Fort Hare, there are numerous teaching and training programs offered to assist in human resource development and capacity building in rural areas. For example, there is training by staff members of the provincial government on public finance management through the newly created Public Finance Services Agency (PFSA) of the institution. The school of education has a number of programs geared at improving the quality of teaching and school management skills in the province. The institution has embarked on a number of projects like the Tele-Education Project for Eastern Cape Schools. A new program to teach history in high schools focusing, amongst other things, on the liberation history has recently been conducted by the university library.

It seems both institutions are involved in human resource and capacity development predominantly for Limpopo and Eastern Cape provincial governments. Not much is done to assist small rural entrepreneurs attempting to start new and successful businesses. Furthermore, it is not clear what role the two institutions play in reducing high levels of "illiteracy" in these provinces. There is a need to start adult training programs.

5.20 Involvement in the Redistribution and Ownership of Agricultural and Other Land

Even though there is no evidence from UNIN documentation on its involvement in the government's land reform program, UNIN signed a R453 000 deal with the Land Bank in May 2003. R253 000 goes towards bursaries and R200 000 towards research and outreach programs. This money is intended to stimulate the farming community of the neighboring areas⁹¹. Similarly, at Fort Hare, there is no evidence from the reports and some of the documents reviewed of attempts from the university to assist rural people in land redistribution even though there are programs geared towards educating rural people in land maintenance. UNIN and Fort Hare need to quickly develop strategies to assist rural people in these claims. Their law clinics could play a meaningful role in this regard by offering free legal assistance.

5.21 Initiation of Community-based Income-generation Projects

There is no indication of UNIN's creation of income-generating projects for local people. However, in practice, there is one, which was visited by the researchers. This project, called "stock ranch", assists members of the community to make income out of their stocks. At Fort Hare, there are no programs targeting this area directly, although a number of education and research programs are contributing indirectly.

There is a need for both institutions to start developing plans to initiate income-generating projects for their local rural people. This could be done in a number of several ways. An example is the recent initiative taken by University of the Witwatersrand in Bushbuckridge. Wits is boosting the economy of the

⁹¹ <http://www.unorth.ac.za/Admin/Turf-Uodate/Turf-Update>, 19 May 2003, op cit.

Bushbuckridge area with the establishment of a craft market, which will serve tourists visiting Kruger National Park.

5.22 Involvement in Financing Rural Development Programs

According to ISRDS, a number of new and restructured institutions are following the Strauss Commission report to finance rural initiatives. "These institutions already play an important role in financing rural development programs"⁹².

However, there is no evidence whatsoever from the two reports of involvement of the two HBUs in financing even small rural initiative programs. This might be due to financial constraints these institutions have. Even if this is the case, the two HBUs could afford to provide yearly vouchers of about R1000.00 per rural farmer, for example, to assist in their development especially in starting a new business. The challenge is how to administer and monitor responsible and accountable usage of these contributions.

5.23 Conclusion

There are a number of lessons that can be drawn from a comparison of the two HBUs' situational analysis reports. Amongst these are the following:

- Even though there has been an increase in the number of students enrolled, there is still no aggressive approach to recruit SADC, women, and disabled students.

⁹² Department of Provincial and Local Government, 2000, Integrated Sustainable Rural Development Strategy (ISRDS), Pretoria, pp:23.

- Graduation output is either constant or has improved slightly in both institutions.
- It is difficult for the two institutions to fund student development programs because of their own under-funding.
- UNIN and Fort Hare have managed to shift their student enrolment from humanities to science and commerce.
- UNIN is "plan" oriented whereas Fort Hare is "action" oriented.
- There are concrete attempts to diversify programs in such a way that the two HBUs are responsive to their local and provincial needs, although this process is slow and does not encompass actual targeted people.
- Research output is very low.
- Unlike UNIN, there is an increase of graduate enrolments at Fort Hare due to the direct involvement of the top management in encouraging finishing under-graduate students to enrol for graduate studies.
- In both institutions, there are piece-meal projects intended for local rural development; however, these programs are not sustainable or integrated.

- Neither institution is involved in assisting rural people to institute land claims.

In order to address some of the problems emanating from these lessons, a number of strategies have been recommended. These include the following: recruitment of SADC students, non-traditional students, women, and disabled students to increase participation; review of the institutional culture and medium of instruction to increase graduation output; utilization of law clinics to assist rural people in making land claims; start up of income-generating projects for rural communities; and involvement of rural targeted people in all the stages of project development, implementation, and evaluation.

The two HBUs need to increase their efforts to respond to their immediate communities by being equal participants in day-to-day activities.

The two situational analysis reports point to the need for a concerted effort to elicit rural people's day-to-day life experiences. Such an undertaking should focus on the philosophy and paradigm that inform rural people's day-to-day activities, the content of those activities, the methods used, and how these are transmitted. Availability of such information will not only assist academic staff members to design and develop appropriate programs for rural people, but will also create an opportunity for staff members to study and further develop rural people's ways of life.

Even though the two institutions may still display symptoms of the debilitating past, there is strong evidence that suggests that they can reinvent themselves within the context of a democratic dispensation, relevant legislative and policy frameworks, visionary leadership, and institutional culture change that includes unleashing indigenous knowledge systems embedded in their communities. Creative partnerships can generate a potent synergy to surmount the crippling effects of general poverty and spur socio-economic development.

Seizing these opportunities will also help the institutions to creatively address the challenges posed by globalization.

Liabilities inherited from the past can, through ingenuity, be converted into assets and renewal currency. Commitment to intellectual revival and development are needed to transcend the formerly crippling spatial isolation. Application of appropriate technological expertise, harnessing indigenous knowledge, and political will are the critical ingredients to the revitalization of the institutions. Their survival deserves no less.

APPENDIX 1

Research Protocol

Two Historically Black Universities in the context of the National Plan on Higher Education and the Integrated Sustainable Rural Development Strategy

Overall Scope:

Identification of issues, challenges, needs and expectations of internal and external stakeholders and important role-players

Rationale and Scope:

- **Rationale:**

Institutions of higher learning derive their life from the stakeholders whose needs drive and dictate the direction these institutions take. It is important to understand their needs, how they see the environment within which institutions operate and how they perceive the capacity of the institutions to respond to their needs as individuals and various groupings both within the institutions and outside them.
- **Scope of issues to be investigated:**
 - Expectations of individuals/ groups
 - Problems encountered in the interaction with various organs of the institutions
 - Assessment of the services provided by the institutions to the respective target groups
 - Needs of the target groups and the extent to which they are being met or not met

Target groups:

- Students
- Staff members
- Community organisations
- Service providers to the institution
- Local government
- Provincial government
- Institutional leadership
 - Members of senate
 - Members of council
 - Members of the institutional forum
 - Ensuring that all questions are open-ended
 - Ensuring reliability and ease of analysis of the results
 - Ensuring that the questionnaire is not biased

SAMPLE QUESTIONS

- Covered in the Research Instrument – Interview Schedule

Research area One:

An assessment and reflection on previous institutional development processes and issues that were faced by stakeholders at the time

Rationale and Scope:

- Rationale:
To document experiences and lessons learnt from previous institutional development processes.
- Scope of issues to be investigated:
 - Reflections by previous change drivers on what worked and what did not work
 - Reflections of alumni on their experiences, expectations and needs at the time when those processes unfolded

Target group:

- Alumni of the two Universities
- Previous university planners
- Change drivers

Sample:

Target Group	Sample
Alumni	UFH - randomly selected participants in homecoming event. UNIN – Alumni chapters from 4 provinces
Previous university planners	2 previous university planners
Change drivers	3 previous change drivers within the institutions

Research methodology:

- A discussion with alumni in a breakaway session within the homecoming event scheduled for July 2002 for UFH / Alumni Chapters per province [Mpu, NW, Lim, GP] for UNIN – **JULY 2002**
- Interview sessions with previous planners and change drivers of the institutions - +- 15 leaders in total

Research instruments:

- Generic Interview Schedule

SAMPLE QUESTIONS

- What processes were followed in institutional planning and institutional development?
- What worked in the processes and why?
- What did not work and why?
- Were the institutional plans implemented and why?
- Were the processes effective?
- What should be changed in future processes?

Research area Two:

Analysis of the implementation process of the institutional development process currently underway at Fort Hare

Rationale and Scope:

- Rationale:

A number of policy positions have been taken by both UNIN and UFH which might have changed the environment within which the two institutions currently work. In revising the institutional development plans, documentation of lessons and experiences of the current processes will be critical to ensure that the new process is more effective.
- Scope of issues to be investigated:
 - Assessment of the level of implementation and reasons for such
 - Assessment of the extent to which the core business of various organisational units are linked to the plans
 - Key issues/challenges that are confronting the organisational units and were not part of the planning processes
 - Perceived resource and competitive strengths and weaknesses of the organisational units

Target group:

- Members of Executive Management (with the exception of VCs and DVCs)

Sample:

Target Group	Sample
Members of the Executive Management Committee	Executive Deans, Directors, Librarian, Special Assistants to the Vice Chancellor

Research methodology:

1. Structured interviews with members of the Executive Management Committee using a generic Interview Schedule
2. Document review process of policy documents and action plans in relation to the implementation processes thus far through perceptuaal data (interviews above)
3. Personal/individual observations by research team members who have been part of the unfolding change processes in the institutions.

Research instruments:

Interview schedule

SAMPLE QUESTIONS

- Which of the tasks that were part of the implementation that were not implemented?
- Why were they not implemented?
- What is the core business of your organisational unit?
- How does it fit within the institutional plan?
- How much resources are your disposal and what is the ideal resource allocation?
- What are your strengths and weaknesses
- What are the other challenges that were not part of the institutional plan that are confronting your organisational unit?

Research area Three:

Environmental scan (Analysis of STEEP¹ factors) and identification of opportunities and threats that emanate from this environment

Rationale and Scope:

- Rationale:

Some of the reasons for poor performance of HBUs have been a result of their inability to read and respond to the changing environment within which they operate. The envisaged institutional development process must be conceptualised within a particular context that we need to understand and properly respond to. The definition of opportunities and threats emanating from this environment is a first step towards the development of an institutional development process.
- Scope of issues to be investigated:
 - Critical Social factors and challenges within the region (the Eastern Cape province)
 - Critical Technological factors and challenges within the region
 - Critical Economic Factors and challenges within the region
 - Critical Ecological factors and challenges within the region
 - Critical Political factors, policies and legislative framework within which the institution must operate
 - Identification and ranking of opportunities and threats that are defined by the environment

Target area:

- Local area
- Regional area
- National area
- Broader area (to a lesser extent)

Sample:

Target Area	Sample
Local area	Plans, reports, policies, other research reports and other relevant documents
Regional area	
National area	
Broader area	

Research methodology:

- Desktop review and analysis of documents to lift out STEEP factors
- Administration of matrix to identify opportunities and threats
- Administration of a matrix to rank opportunities and threats

Research instruments:

- A form to capture STEEP Factors
- Opportunities and threats identification matrix
- Opportunities and threats ranking matrix

SAMPLE QUESTIONS

- What are the key challenges?
- What are the opportunities and threats presented by these challenges
- To what extent do they affect Fort Hare and UNIN

Research area Four: Situational analysis – Interactive sessions

Rationale and Scope:

- Rationale:
The response of the institution to its challenges that manifest themselves as threats and opportunities should be crafted with a clear consideration of its strengths and weaknesses as defined by its resource base and competitiveness in specific areas (SWOT)
- Scope of issues to be investigated:
 - Physical resources – audit institutional infrastructure (state and utilisation) Fort Hare and UNIN have conducted one already.
 - Conduct needs analysis (Finance dept. at UNIN busy with process. Need to reconnect and enhance UFH process in this regard - Deloit and Touch busy with assert register to investigate needs analysis possibility)
 - Human resources - included in Biographical data, quantitative database, and interviews
 - Intangible resources (e.g. image, know-how, etc) – will form part of interviews
 - Financial resources – budget and financial planning documents of universities – document review.
 - Capabilities in various areas

Target group:

- Various constituencies as identified in the instrument and slide on Stakeholder interests

Sample:

Target Group	Sample
All defined constituencies in Stakeholder slide	As defined in Stakeholder slide

Research methodology:

- Structured interviews with the respondents to investigate, primarily, capabilities and competitive advantages of the institution and, (secondarily) to make an assessment of resources of the institution
- Desktop review of institutional plans, reports, budgets and relevant documents

Research instruments:

- Interview schedule for structured interviews with respondents
- Form for recording the quantity, nature and quality of resources at the institutions disposal

SAMPLE QUESTIONS

- What is your current resource base?
- How much resource do you need to implement the current institutional development process?
- What are the new strategic challenges that are facing the institution?
- Are they going to lead to significant changes in the current plan?
- What are the competitive strengths and weaknesses of Fort Hare?
- What capabilities do you need to respond to your strategic challenges?
- To what extent are they available within the institution?

Sample:

INTERNAL ROLE-PLAYERS

Target Group	Sample
Students	<ul style="list-style-type: none"> 25 individual interviews of students per Univ. (5 PHd, 5 masters, 5 honours, 5 undergraduate, and 5 special programmes). <p>This interviews must take into account issues such gender, disability, race, and financial status of students.</p>
Staff Members (<i>academic and non-academic</i>)	<ul style="list-style-type: none"> Academic – (link to post-level and rank), 10 individual interviews of a combination of Tutor/Lecturer/Senior Lecturer; and a separate 10 individual interviews of a combination of Ass Professor/Professor/Senior Professor Non-academic – 10 individual interviews of administration staff and another 10 individual service staff interviews. <p>Both academic and non-academic staff interviews must take into account issues of gender, disability, race, and financial status.</p>
Service providers to the institution	5 individual interviews - one per category of selected service providers to the institution (i.e, cleaning, security, catering, etc)
Management Members of senate Members of council Members of the Institutional Forum (IF)	All members of the management team All members of senate All members of council (who are not senate or IF members) All members of the IF

EXTERNAL ROLE-PLAYERS

Local government	<ul style="list-style-type: none"> • UFH - 1 Mayor of the Nkonkobe Municipality and, 1 Exec Mayor of Buffalo area, 1 Amatola Exec Mayor. • UNIN - interviews with the 3 Exec Mayors (including municipal managers/Town planners), and the mayors of Polokwane and Mankweng. <p>3 Individual interviews for UFH and 5 for UNIN.</p>
Provincial government	<ul style="list-style-type: none"> • 10/All Permanent Secretaries / Director-generals of provincial departments, to arrange a workshop cum focus group that will present the project and explore their views about the institutions.
Business	<ul style="list-style-type: none"> • Big Business – 3 big companies per province. • Organised Business - 1 interview each with the executive of NAFSOC, SACOB, FARMER'S UNIONS.
Key national dept.	<ul style="list-style-type: none"> • Conduct a document review of all departmental plans and visions
Govt agencies	<ul style="list-style-type: none"> • Interview Ntsika, Independent Development Trust, and National Development Agency, National Youth Council, Commission on Gender Equality, and SA Human Rights Commission. • Conduct document reviews of other relevant government agencies.
Civil Society/NGOs Community organisations	<ul style="list-style-type: none"> • Conduct 1 interview with the provincial executive office of SA NGO Coalition, COSATU, CONTRALESA, SAYCO (South African Youth Council) – investigate possibility of a coalition of women and youth.
Alumni	<ul style="list-style-type: none"> • UFH – to conduct a focus group interview as a session at the alumni homecoming at Fort Hare • UNIN – to conduct a focus group interview with the already established alumni coordinators of Limpopo, Gauteng, North West, and Mpumalanga.

Research methodology:

1. Specific to groupings, mainly individual and focus group interviews.
2. A socio-economic profiling of the two regions to be conducted separately, based on quantitative data already available – desktop exercise.
3. Quantitative audits to be initiated and conducted separately looking at;
 - a. Physical and financial capacity of the Universities
 - b. Human and other resource capacity of the Universities

Research instruments:

A generic research instrument is in the process of being refined to guide the interactions. The research instrument will serve to guide researchers in conducting the interviews and ensure a fair element of uniformity across researchers and institutions, whilst at the same time not limiting researcher/researched interactions as they unfold. Some of the key considerations in this regard include:

APPENDIX 2

Project Research Team

Principal Investigator	Mokubung Nkomo
Project Leader	Botshabelo Maja
UFH Co-ordinator	Andile Gwabeni, Siyabonga Kobese
UNIN Co-ordinator	Asph Ndlovu and Sekgothe Makgoatsana
Research Consultants	Catherine Odora-Hoppers, Jane Kabaki, More Chakane and APP Mokwele

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