

APPENDIX 1

LIST OF POLICY INITIATIVES

Date	Initiative	Process - Actor/ Agency	Type of Initiative	Goals	Outcome/s	Responses
1990 -1992	National Education Policy Investigation (NEPI)	African National Congress (ANC) - aligned mass movement National Education Co-ordinating Committee	Policy options and proposals framework	'Civil Society' initiative to explore options as part of the development of a policy framework for the new government	Framework Report and Post-Secondary Education Report feeds into ANC policy initiatives and policy statements	Considerable internal debate among contributors on key issues such as equity- development tension
1992	Policy proposals	The ANC and ANC-supporting formations: Union of Democratic University Staff Associations (UDUSA). Education Policy Unit (UWC) and other formations	Policy proposals	Further exploration of policy options towards the development of a policy framework for the new government	Various reports feed into ANC policy development	Considerable internal debate among contributors
1994	ANC Policy statement on higher education Implementation Plan for Education and Training	Centre for Education Policy Development (CEPD) - ANC Policy Unit CEPD	Policy framework Implementation Plan	Indication of ANC policy as part of its election manifesto To provide new Minister with a plan of action and identification of priorities	Establishes principles and values for new government policy and further policy development First step in HE is the establishment of the National Commission on Higher Education (NCHE) to investigate all aspects of HE and make policy recommendations	Generally supportive Consensus on NCHE as first step

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1995	NCHE Discussion Document	Consultative process of policy development, mainly expert-driven	Initial version of policy framework and statement of values and principles for the transformation of higher education	Development of comprehensive framework for higher education transformation	Wide debate among all stakeholders of key issues	Contestation around issues such as expert-stakeholder composition of higher education Council
1995	Establishment of the Higher Education Branch (HEB) of the Department of Education (DoE)	MoE	Structure	To provide the bureaucratic infrastructure for policy development and implementation	HEB undertakes a range of initial initiatives, including the incorporation of colleges; norms and standards for teacher education; the regulation of private providers; crisis management on troubled campuses; the development of pilot three-year rolling plans; and initial work on the new funding framework	Generally supportive
1996	NCHE Report: A Framework for Transformation		Final version of policy framework and statement of values and principles for the transformation of higher education		NCHE report feeds into Ministry of Education (MoE) policy and legislative development processes	Fairly wide consensus, through disagreement on key issues such as binary divide
1997	Government Green Paper Education White Paper 3: A Programme for the Transformation of Higher Education	MoE, supported by experts, including at one time World Bank educationists	Government 'symbolic' position papers and legislation (not an implementation plan)	First government response of NCHE Report To establish broad consensus on policy framework and statement of values and principles for the transformation of higher education	<i>Green Paper</i> feeds into <i>White Paper</i> <i>White Paper</i> provides broad reference point for transformation and feeds into the <i>Higher Education Act</i>	Debate and contestation around differences between NCHE Report and <i>Green Paper</i> Considerable contestation around various versions of the <i>White Paper</i> but wide consensus on final version

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1997	Higher Education Bill and subsequent Higher Education Act, No 101 of 1997			To establish legal framework for future policy implementation	New legal framework for higher education and <i>Akt</i> shapes Ministry regulations	Broad consensus
1997 onwards	Curriculum and programme restructuring	MoE, HEIs	Regulation	Requirement for higher education qualifications to be registered on National Qualifications Framework (NQF), and for programmes to be restructured in outcomes-based format	All HE qualifications “interim registered” on NQF and developed in outcomes-based format	Ongoing contestation around unit and whole qualification standards
1998	Establishment of the Council on Higher Education (CHE)	MoE involving public call for nominations	Structure: Secretariat of 35 persons	To advise (on request and proactively) the Minister on all matters related to higher education, to undertake quality assurance activities through the Higher Education Quality Committee (HEQC); to report annually to Parliament on the state of higher education, to monitor achievement of policy goals, to convene an annual consultative conference of national stakeholders; and to contribute to higher education development through publications and conferences	CHE undertakes an expanding range of activities related to its mandate	Generally supportive
1998 onwards	Institutional planning guidelines	DoE	Policy and planning guidelines	To develop procedures and practices for three-year rolling planning process	First round of pilot three-year institutional plans	Generally supportive, though DoE review reveals lack of planning capacity in some institutions

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1998	Equalisation of 'c-values' in subsidy formula	MoE seeks advice from CHE	Policy advice	To remedy anomalies in the funding formula	CHE advises to equalise	Ministry accepts advice
1998 onwards	Draft regulations for registration of private higher education providers	Ministry and DoE	R regulation	To ensure the quality and sustainability of private provision and to align this with national higher education policy goals	Guidelines and manuals for registration of private higher education providers and registration of all private providers of higher education	Generally supportive though in some cases government regulation seen as unjustified incursion into the market, leading to acrimonious press debates
1998 onwards	Acceptance of programmes	Initially South African Qualifications Authority (SAQA) then the CHE-HEQC	R regulation interim frameworks, processes, criteria and structures: requirement that all new higher education programmes be accredited as condition of provision and public funding support	Part of implementation of quality assurance framework	Processing of and decision-making on new programmes; processing of decision-making on re-accreditation of conditionally registered programmes of private HEIs	
1998	Incorporation of education, agricultural and nursing colleges into universities and technikons	DoE Task Teams	R regulation: restructuring	To bring colleges (education, agricultural and nursing) into the national higher education system	Colleges of education incorporated into universities and technikons Reports on agriculture and nursing colleges produced - no final decisions on future	Generally accepted though some concerns about strong central steerage and consultative process
1999	National Students Financial Aid Scheme (NSFAS) Act of 1999	MoE	Legislation	To consolidate and extend student financial aid to needy students	Funds support about 200 000 needy undergraduate students	Generally supportive

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1999	Higher Education Amendment Act	MoE	Legislation	To extend the period within which the CHE must submit a report to the Minister; to detail aspects of HEI governance; to empower the Minister to appoint an administrator for a public HEI where there is financial or other maladministration of a serious nature; to designate the Director-General as the registrar of private higher education institutions		
2000	‘Size and Shape’ Report: Towards a New Higher Education Landscape: Meeting the Equity, Quality and Social Development Imperatives of South Africa in the 21st Century	CHE on request for advice from MoE CHE	Initial Discussion Document Final Discussion Document	Restructuring institutional landscape of higher education to achieve efficiency, quality and equity goals	Extensive debate generated around proposals and restructuring	Strong contestation around proposals for differentiated institutional types
2000	Establishment of HEQC infrastructure and launch of HEQC	CHE	R egulation: Quality promotion and capacity building initiatives	Development of policy framework for quality assurance in higher education: new system, criteria, processes, guidelines and manuals for programme accreditation; system of self-evaluation and institutional audits	Release of draft and final policy <i>Founding Document</i> on quality assurance Frameworks and criteria for quality assurance of research	

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2000	Higher Education Amendment Act	MoE	Legislation	To extend the power of the Minister of Education with regard to the determination of higher education policy; to provide that a public HEI may not without the approval of its council and, without the concurrence of the Minister, enter into a loan or overdraft agreement or develop infrastructure; to make further provision for the registration of private HEIs		
2001, February	National Plan for Higher Education (NPHE)	MoE	Implementation framework and plan	To provide framework and plan for implementation of <i>White Paper</i> goals	Sets various targets and goals, establishes timeframe and accountability reference points for Ministry's implementation plan; initiates mergers of some institutions and establishes a National Working Group (NWG) to advise on further restructuring	
2001	CHE Language Policy Advice Report Afrikaans language in higher education	CHE on request for advice from MoE Ministerial Task Team	Advisory report Task Team	To investigate an appropriate and inclusive language policy for higher education	Ministry releases Language Policy for Higher Education, based essentially on the CHE advice (November 2002)	
2001	Funding of Public Higher Education: A New Framework	MoE	Discussion Document	To replace South African Post-secondary Education (SAPSE) system and to provide the lever to steer higher education towards policy goals	Debate among stakeholders	General support but concern over details

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2001	Review of NQF	MoE and Ministry of Labour (MoL) Study Team	Discussion Document	Ministries establish a Study Team to review the NQF in education	Study Team established	
2001	Higher Education Amendment Act	MoE	Legislation	To deem the HEQC an ETQA for higher education; to provide for the establishment of interim councils for new, declared or merged public HEIs; to provide for the dissolution of the council of a public HEI if 75% or more of the members resign; to provide for a seat of a public HEI; to provide for the conferring of degrees and honorary degrees by a public HEI; to provide for the repeal of the SERTEC Act and the universities' Private Acts	Greater powers vested in Minister	Some concern about the concentration of ministerial power
2002	A New Academic Policy for Programmes and Qualifications in Higher Education	CHE	Discussion Document	To develop new academic policy for structure, duration, nomenclature of qualifications and programmes	Public comment and steps towards finalisation of New Academic Policy in 2003	
2002, January (to Minister), released February, 2002	NWG Report: The Restructuring of the Higher Education System in South Africa	National Working Group	Discussion Document	Restructuring institutional landscape of higher education to achieve greater efficiency, effectiveness and equity	Proposes to reduce the 36 public institutions to 21 through mergers and incorporations, though with no reduction in number of sites of provision. New 'comprehensive' institution created through the merger of a university and technikon	Strong contestation of key issues, including key recommendation for mergers, use and reliability of data and consultative process

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2002, May	Review of NQF	MoE and MoL Study Team	Release of Study Team Report	Recommending changes to NQF	Report with recommendations for alterations to NQF	DoE and DoL response awaited
2002, June	Restructuring of the institutional landscape	MoE	Discussion Document	Restructuring institutional landscape of higher education to achieve greater efficiency, effectiveness and equity	Ministry releases its own proposals on institutional restructuring which involve a few key departures from NWG recommendations and requests advice of CHE and public comments Ministry considers public submissions and CHE advice and submits revised proposals on institutional restructuring for Cabinet approval Cabinet approves new Ministry proposals followed by public statement and statutory three-month period for public comment	Strong contestation and threatened legal action among some institutions accompanied by support and acceptance by others
2002, December	Restructuring of the institutional landscape	MoE	Regulation	To finalise restructuring proposals	Final decision to reduce current 36 institutions to 22 through mergers with a few departures from June document	General acceptance
2002	Programme and Qualification Mix	MoE	Regulation	Ministry requests institutions to submit their proposed programme and qualification mixes and niche area	Ministry processes submissions and releases for comment its proposed qualification and programme mixes and niche areas of institutions	General acceptance with some concern regarding impact on HDIs

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2002	Institutional Audit Framework & Criteria for Institutional Audits	HEQC	Discussion Document	To ensure quality in HE through operationalising the HEQC's quality assurance framework		
2002	Accreditation Framework	HEQC	Discussion Document	To ensure quality in HE through operationalising the HEQC's quality assurance framework		
2002	Implementation of quality assurance system	HEQC	Policy implementation	To ensure quality in HE through operationalising the HEQC's quality assurance framework	<p>One-day visits to all public HE institutions and sample of private institutions</p> <p>Institution of pilot audits of 2 public and 1 private institution in late 2003-04</p> <p>Formation of national HEQC Quality Assurance Managers Forum</p> <p>Training of audits chairs and panel members, of programme evaluators and HEQC staff</p> <p>Re-accreditation of private higher education programmes</p> <p>Launch of re-accreditation of about 50 MBA programmes at 24 institutions</p>	General acceptance with some concern regarding impact on HDIs

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2002	Review of co-operative governance in HE	CHE Task Team	Research and Policy Report	To investigate the state of co-operative governance in the light of various problems at numerous institutions	Research Report and Policy Report with some 20 recommendations for comment Amendment to <i>Higher Education Act</i> in 2002 to reduce the size of Councils of institutions CHE advice to the Ministry in 2003	
2002	Distance Education	CHE Task Team national and international specialists on request from Ministry for advice	Research and Policy Report	To investigate a range of issues relating to distance education	CHE advice to the Ministry in late 2003/2004	
2002	Research quality assurance	CHE-HEQC	Policy Report			
2002	Review of Master of Business Administration programmes	CHE-HEQC	Policy Report			
2002	Nomenclature of comprehensive institutions	CHE on request for service from Ministry	Advisory report	To gain clarity on the utilisation of names with regard to the new comprehensives	Ministry accepts advice that all comprehensive institutions should be provisionally be called universities and that final decisions should wait the results of the investigation	

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2002	Criteria and conditions for institutions to use the term 'university', 'technikon', 'college' and to offer/award degrees and post graduate qualifications	CHE Size and Shape Standing Committee on request for advice from Ministry	Advisory report		CHE advice to the Ministry in late 2003	
2002	Amendment to the <i>Higher Education Act</i>	MoE	Legislation	To provide for labour and student matter arising out of declarations and mergers of public HEIs; to provide for changes in the size of councils and institutional forums; to provide for the appointment of an administrator to take over the functions of a council which is deemed to have resigned; to make new provision for the Minister's authority to make regulations		
2003	Review of NQF and higher education	MoE and MoL	Discussion Document	To provide joint Ministerial response to the Task Team report on the NQF review	Recommended modifications to the NQF	Some aspects supported but concern about the instrumentalist impact of framing the purpose of higher education within the human resource development (HRD) framework

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2003	General Agreement on Trade and Services (GATS) and higher education	Ministry request to CHE for advice	Report and debate	CHE initiates debate on the claims made on Sotuh Africa by four countries through its journal, Kagisano, commissions work and convenes a national seminar	CHE advises the Ministry in mid-2003	
2003, April	New regulatory framework for private higher education	MoE	Regulation			
2003	Amendment to the Higher Education Act	MoE	Legislation	To allow for periodic, as opposed to annual reports of the CHE; to establish the Boards of National Institutes of Higher Education in Mpumalanga and Northern Cape; and to attain legal certainty around institutional incorporations regarding labour and student matters	Further Amendment to the Act to achieve the goals	General support
2003, December	New Funding Framework	MoE	Policy		Followed by statement on higher education funding and information respecting how government grants are allocated (February 2004)	
2004, February	Draft Code of Conduct for Cross-border /Transnational Delivery of higher education	MoE	Discussion Document	To facilitate collaboration in setting guidelines for enabling and monitoring cross-border/transnational delivery of services in higher education		

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2004, April	Development of Monitoring and Evaluation System	CHE	Policy monitoring framework	To monitor and evaluate higher education performance in relation to the achievement of national policy goals and developments in society, the economy and polity that impact on higher education	Framework published for public comment in early 2004	General support
2004, May	MBA Review	CHE-HEQC	Completion of review and accreditation decisions			
2004, June	Audit Framework Criteria	HEQC	Implementation framework and criteria	To guide institutional audits being implemented from 2004 (pilots conducted 2003)		
2004, July	The Higher Education Qualifications Framework	MoE	Discussion Document	To take forward the finalisation of a new academic policy		