THE **BUSINESS** OF **HIGHER EDUCATION**

A study of public–private partnerships in the
provision of Higher Education in South Africa

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**HSRC RESEARCH
MONOGRAPH**

RESEARCH PROGRAMME ON
HUMAN RESOURCES DEVELOPMENT

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Internationally, the growth of distance education has been triggered by growing demand for education and training at the tertiary level from non-traditional students (for example, working adults) who cannot access the mainstream, full-time, face-to-face provision of traditional contact higher education. In addition, young students from remote areas that do not have higher education institutions are also drawn to distance education through website and correspondence modes of provision.

The recent growth of public–private partnerships in higher education in South Africa has significantly altered this trend in two major ways. First, with regard to the actual programmes offered, much of the demand for public–private partnerships is driven by distance education students enrolled in public higher education institutions who require additional learner support in the form of face-to-face tuition – in this case, offered by the private institutions engaged in the partnerships. This new demand for mediation of distance education may be a consequence of apartheid's destructive educational legacy, leaving students unconfident in studying on their own through distance education without face-to-face support.

Second, with regard to student enrolment, the vast majority of students in these partnerships fall within a few very large distance education programmes offered by the traditional public contact institutions. Much of this provision is in the form of Further Diplomas in Education and arises because of the pressure on public HE institutions to generate new forms of income and hence to seek new markets for student enrolment. As a consequence, contact institutions are beginning to provide distance education even though they have no experience of doing so, nor do their 'contact' mission statements provide for such a function. Given their inexperience in this regard, they then require the services of private HE institutions to assist in the daunting logistical and administrative demands of this new function.

The detailed analysis contained in this monograph begins to unpack these new developments in higher education.

This study

This study arises from research conducted by the Human Sciences Research Council (HSRC) on private higher education in South Africa. More specifically, the focus of this study was to examine the reasons why and the way in which public–private partnerships arose in the provision of higher education in South Africa. The study also sought to analyse and interrogate the roles and responsibilities of partner institutions. In addition, the investigation examined the impact of public–private partnerships on the higher education landscape in South Africa.

The study was conducted in 2002 and 2003, using questionnaires and interviews. Questionnaires were sent to all higher education institutions in the country. Institutions were selected for interviews on the basis of information provided by them in the questionnaires. All institutions that were selected had partnerships with local (that is, South African) private or public institutions, and were spread across the country. Senior

personnel from seven public and eight private institutions were interviewed. Of the seven public institutions, four were universities and three were technikons.

Policy context

In December 2001, there were 85 657 students enrolled with private institutions – 30 229 with private institutions that were themselves registered with the Department of Education as higher education institutions, and 55 428 with private institutions that had partnerships with public higher education institutions. The situation of those students was little understood, and it is in this regard that this study was conceptualised.

Sections 18A and 18B of the Joint Statutes of 1984, which set guidelines for these types of engagement for universities, regulated the 'old generation' of partnerships – mainly those established prior to the 1990s, and usually involving public institutions and professional institutes. Public–private partnerships mushroomed in the 1990s. It became difficult for the Department of Education to manage this new situation, to the extent that a moratorium on new partnerships was declared in 2000. The 'new generation' of partnerships tended to involve private institutions that offered face-to-face tuition to distance education students of traditionally face-to-face public institutions. Private institutions took the initiative, and public institutions exploited the phenomenon. It was largely the historically Afrikaans higher education institutions that entered into these types of partnership, enrolling black students in order to meet the transformation imperatives of the higher education system. The moratorium was lifted by a new regulation that stated that partnership programmes would not be subsidised unless they were granted prior approval in the three-year rolling plans of public institutions. Furthermore, programmes for which public institutions did not require state subsidies should receive prior approval. The South African Universities Vice Chancellors Association (SAUVCA) developed a Code of Conduct to guide member institutions (which include all the public universities in South Africa).

This study took place at a time when many public institutions were beginning to undergo mergers, which were intended to reduce the number of public institutions from 36 to 22. The merger process itself does not have a bearing on this study. However, some of the public institutions that had partnerships with local private institutions have been or are in the process of being merged with others, and their names have changed. For example, Pretoria Technikon has merged with Technikon North West and Technikon Northern Gauteng to form the new Tshwane University of Technology.

Typology of partnerships

As one of its target outcomes, this study developed a typology of partnerships between public higher education institutions and local private institutions. Indeed, since the nature of partnerships influences the nature of private institutions, the proposed typology reflects types of private institution. The typology was developed according to the roles and responsibilities that partner institutions had within partnerships, the nature and mode of tuition provision, the nature of the private partner institutions (e.g., for profit or not for profit), the fields of specialisation of private partner institutions, and other functions that private partner institutions performed outside of their partnerships.

This single, comprehensive typology was developed as a research and analytical tool that could make sense of the existing wide variety of private institutions and their partnerships with public institutions. Furthermore, it facilitated understanding and interpretation of gathered data, and it was used to balance the selection of institutions targeted for interviews.

Three types of public–private partnership were identified: Service Partnerships, Tuition Partnerships, and Professional Institutes Partnerships. Tuition Partnerships were further subdivided into Specialist, Comprehensive, Capacity Development, and Access Partnerships. Each of these is described below:

- **Service Partnerships**. These are partnerships in which private partner institutions provide infrastructure and administrative support services to distance education students of face-to-face public institutions. Students are registered with the public partner institutions through their private partner institutions, and receive their qualifications from the public partner institution. The main function of private partner institutions is to co-ordinate and facilitate administrative links; they do not lecture, teach, or tutor. As such, private partner institutions within Service Partnerships do not specialise in any particular field of study.
- **Tuition Partnerships**. These are the only partnerships in which private partner institutions offer face-to-face tuition. In fact, some private partner institutions in Tuition Partnerships have learning programmes of their own. Tuition Partnerships are by far the largest group of partnerships, and were broken down into four sub-types:
  - Specialist Partnerships. These consist of private partner institutions that specialise in only one or two fields of study, for example, business, management, commerce, marketing, information technology, or computer studies.
  - Comprehensive Partnerships. These are private partner institutions which are sometimes referred to as 'multipurpose' providers.
  - Capacity Development Partnerships. Private institutions within Capacity Development Partnerships are concerned with the development of staff in either the public or private arm of the partnership, and with the development of students in specific disciplines.
  - Access Partnerships. In these partnerships, the private partner institutions register and certificate partnership students so that they will be able to enter public partner higher education institutions.
- **Professional Institutes Partnerships**. Professional institutes, in this study, are privately established institutions that operate in applied and practical domains of study. They tend to establish partnership agreements with both private and public institutions. Their interest and priority is to improve the professional competence of practitioners in their respective fields. They develop their own learning materials and programmes, and either provide them through distance education or franchises. Professional institutes are among the biggest franchisers of education.

Technikon sector partnerships

In this study, five technikons – Cape Technikon, Peninsula Technikon, Port Elizabeth Technikon, Pretoria Technikon, and Technikon South Africa – were in partnership with nine local private institutions. Technikon SA was a distance education institution; the

others provided face-to-face tuition but were venturing into distance education. With the exception of the partnership involving Peninsula Technikon, the partnership agreements served mainly to provide face-to-face tuition for distance education students. Among these institutions, there were 50 programmes.

Most private partner institutions were involved in Specialist Partnerships (34 per cent) and Service Partnerships (32 per cent). The overwhelming majority (86 per cent) of the technikon sector partnership programmes were offered face-to-face. Private partner institutions that specialised in one or two fields of study offered the majority of these partnership programmes. Thirty-seven of the 50 partnership programmes were offered as certificate and diploma programmes. Despite the general claim that partnerships offered alternative access to public sector institutions, only one partnership served this purpose.

South African Qualifications Authority (SAQA) Field 3 (Business, Commerce, and Management Studies), Field 5 (Education, Training, and Development), Field 6 (Manufacturing, Engineering, and Technology) and Field 10 (Physical, Mathematical, Computer, and Life Sciences) were prominent in off-campus face-to-face provision, distance education, and partnerships. Most of the Field 10 programmes related to Computer Studies. Most programmes led to certificate and diploma qualifications.

When looking at the pattern of enrolments between 1999 and 2002, it was found that the profile of enrolments by field of study in technikon sector partnerships was a reflection of overall technikon sector enrolments.

University sector partnerships

Seven universities had partnerships with local private institutions – Potchefstroom University for Christian Higher Education, Rand Afrikaans University, University of Natal, University of Port Elizabeth, University of Pretoria, University of South Africa (Unisa), and University of the Free State. The University of Stellenbosch, the only other university known to have partnerships, did not respond to the questionnaire and so was not part of this study. The seven universities were in partnership with 48 local private institutions. Most showed strong growth in student enrolments between 1999 and 2002. However, the University of Pretoria's enrolments dropped between 2001 and 2002, possibly due to the scaling down of its partnership, which was due for closure at the end of 2002.

The majority of local private institutions in partnership with the universities specialised in one or two fields of study. Thus, Specialist Partnerships were in the majority (46 per cent of all university sector partnerships) with 22 private partner institutions, followed by Comprehensive Partnerships with 10 private partner institutions (21 per cent), and Service and Access Partnerships with six private partner institutions each (13 per cent each). As in the technikon sector, the partnership programmes in the university sector did not provide complete qualifications, but rather individual subjects put together as programmes that could lead to degrees, certificates, diplomas, or unit standards.

There were 128 learning programmes offered by the university sector partnerships. Of these, Unisa had the most with 98 (77 per cent), then the University of the Free State with 17 (13 per cent), and the University of Pretoria with 6 (5 per cent). The majority of these

were distance education programmes, in which private partner institutions offered face-to-face contact.

SAQA Field 3 (Business, Commerce, and Management Studies) was predominant, with 72 (57 per cent) partnership programmes. Next were SAQA Field 5 (Education, Training, and Development) and Field 7 (Human and Social Studies) with 15 (12 per cent) partnership programmes each. The same fields of study were prominent in off-campus and distance education provision by the universities.

Partnership student enrolments

Of overall partnership enrolments (that is, universities and technikons), the technikon sector partnership comprised 24 per cent (13 510 students). Pretoria Technikon had the largest number of partnership enrolments – 12 000 students (89 per cent). It was distantly followed by Technikon SA, with 1 500 students (11 per cent). Port Elizabeth Technikon reported the lowest number of partnership enrolments (only 10 students).

University sector partnerships had a combined total of 42 375 student enrolments – 76 per cent of total partnership enrolments. The University of Pretoria had the largest number, approximately 28 552 (52 per cent of all partnership enrolments). Unisa accounted for 7 000 students (12 per cent). In fact, face-to-face institutions accounted for 85 per cent of all partnership students.

The majority of programmes were delivered face-to-face or through mixed modes of delivery. The majority of partnership students were enrolled with public face-to-face institutions which were venturing into distance education. Partnerships were entered into to permit private partner institutions to offer face-to-face tuition. Despite the existence of many such programmes, the majority of students were in distance education. Service Partnerships in distance education accounted for approximately 64 per cent of partnership students. Partnership student enrolments tended to follow the general enrolment patterns of the universities.

Roles and responsibilities of partner institutions

Private partner institutions were junior partners in the majority of partnerships. With very few exceptions, there was little capacity development provided to private partner institutions. Many of the private institutions (44 of the 58) were not involved in the development of materials, nor were they involved in determining how those materials were to be used.

Objectives and aspirations

A number of public institutions claimed to be entering into partnerships because they wanted to make higher education accessible to students who would otherwise not have the opportunity. It transpired, though, that most institutions meant geographical and formal access rather than facilitation on the grounds of historical or developmental

disadvantage. Nevertheless – in spite of this declared objective – very few private partner institutions serviced remote areas; the few who did were distance education providers.

No work was done in partnerships to ensure the intellectual development of students at a higher education level.

The study found that, in most cases, public institutions used the partnerships instead of developing their own infrastructure for distance education provision. Thus, essential equipment and materials such as books, libraries, computers, Internet access, and computer training centres were not given the necessary attention. The result was that the quality of learning in partnerships was often questionable, despite the fact that private institutions mainly offered fields of study that did not demand expensive equipment and infrastructure.

In some contracts, partnership students were allowed access to the resources and facilities of the public partner institutions. However, because many of these students resided far from the public institutions, access to these resources was almost impossible. For many students, their distance from the public institutions was the reason why they had enrolled through partnerships in the first place, in the hope that the necessary resources would be made available to them.

Which way for public–private partnerships in the provision of higher education in South Africa?

The study shows that many public–private partnerships for provision of higher education were based on the following factors:
- There was (and still is) a high demand for face-to-face tuition in programmes studied through distance education. Most private partner institutions had identified this gap and sought to mediate distance education by offering face-to-face tuition.
- There was focused demand for qualifications in SAQA Field 3 (Business, Commerce, and Management Studies), Field 5 (Education, Training, and Development), and Field 10 (Mathematical, Physical, Computer, and Life Sciences), particularly Computer Studies. In fact, partnerships reflected the same enrolment patterns found in public partner institutions.
- There was little focus on crucial study fields in which there were shortages in the labour market or that could make a difference to social upliftment, such as SAQA Field 6 (Manufacturing, Engineering, and Technology), Field 9 (Health Sciences and Social Services), and the Mathematical, Physical, and Life Sciences portions of SAQA Field 10.
- Most partnership programmes were offered at NQF level 5 (Certificate and Diploma). This is largely because private partner institutions were not equipped to support higher levels in the higher education band.

Higher education remains a social good, even if it is offered in the form of partnerships with private partner institutions. Therefore, partnerships should be made to address the same problems that public institutions are addressing under the auspices of the public good. Partnership provision of higher education should not be left to develop unchecked, especially with regard to quality.

Acronyms

CESM	Classification of Educational Subject Matter
CHE	Council on Higher Education
CHEPS	Centre for Higher Education Policy Studies
CHET	Centre for Higher Education Transformation
CTP	Committee of Technikon Principals
DIT	Durban Institute of Technology [formed by the merger of M.L. Sultan Technikon and Natal Technikon]
DoE	Department of Education
DoJ	Department of Justice
EC Tech	Eastern Cape Technikon
EPU	Education Policy Unit
FTE	Full-time Equivalent
HEQC	Higher Education Quality Committee
HAI	Historically Advantaged Institution
HAU	Historically Afrikaans University
HBI	Historically Black Institution
HBT	Historically Black Technikon
HDI	Historically Disadvantaged Institution
HWI	Historically White Institution
HWT	Historically White Technikon
ICT	Information and Communication Technology
Medunsa	Medical University of Southern Africa
NCHE	National Commission on Higher Education
NQF	National Qualifications Framework
PROPHE	Programme for Research on Private Higher Education
PU	Potchefstroom University for Christian Higher Education
RU	Rhodes University
RAU	Rand Afrikaans University
SAIM	South African Institute of Management
SAQA	South African Qualifications Authority
SAUVCA	South African Universities Vice-Chancellors Association
SET	Science, Engineering, and Technology
STI	Science, Technology, and Innovation
TNG	Technikon Northern Gauteng
TNW	Technikon North West
TVET	Technical and Vocational Education and Training
UCT	University of Cape Town
UDW	University of Durban-Westville
UFH	University of Fort Hare
UFS	University of the Free State
UN	University of Natal
Unisa	University of South Africa
Unitra	University of Transkei
Unorth	University of the North
UNW	University of the North West
UP	University of Pretoria
UPE	University of Port Elizabeth
US	University of Stellenbosch
USSA	University Services South Africa
UWC	University of the Western Cape
Wits	University of the Witwatersrand

1 INTRODUCTION
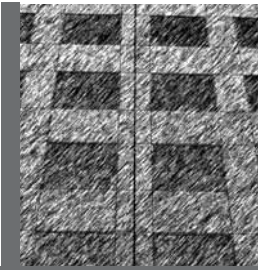
The growth of public–private partnerships

Partnerships between public and private higher education institutions are not a new phenomenon in the history of higher education provision in South Africa. The 1948 De Villiers Commission of Enquiry on Technical and Vocational Education reported that courses belonging to privately established professional institutes were being offered by state-owned Advanced Technical Colleges. These partnerships became somewhat more common over the years, especially with institutions that were later to become technikons. In such partnerships, learning materials belonged to the professional institutes but were offered to students by public institutions. Successful students were certificated and granted membership by the professional institute concerned.

These old-generation partnerships do not seem to have developed extensively up to the late 1980s. In the early 1990s, however, the phenomenon gathered momentum, and was a route by which many foreign institutions entered the South African market for the provision of education. There was now a new generation of partnerships between public and private institutions. This time, the dominant form was that private institutions offered programmes owned by public higher education institutions, mainly through franchise agreements. The rapid rise of the new generation partnerships caught the attention of many, including the National Commission on Higher Education (NCHE), which observed that the University of South Africa (Unisa) and foreign institutions used this method to deliver their tuition (Department of Education 1996: 160). Concern about the impact of this new phenomenon began to grow, leading to extensive debate as to how it should be regulated.

The first government policy that sought to regulate university partnerships with other providers is contained in Sections 18A and 18B of the Joint Statute, 1984, as amended (Department of Justice 1984). With regard to 'agreements in connection with the training of students', the statute stipulates that:
(a)   the council of the university shall accept final responsibility for the instructional programmes and instructional offerings;
(b)   the admission requirements for the students shall be determined by the council of the university: Provided that provision may be made that the admission requirements for the students be determined after consultation with the authority or institution concerned;
      [. . .]
(e)   the council of the university shall bring the students into account for subsidy purposes: Provided that provision may be made for the council of the university to recompense the authority or institution concerned for aid in the provision of tuition for the degree, diploma or certificate;
      [. . .]
(g)   the council of the university, as far as necessary with the assistance of the authority or institution concerned, shall report to the head of the relevant Government department responsible for education on the activities in terms of the agreement, according to the directions applicable from time to time.

Section 18A, dealing with policy, gave universities the responsibility for joint offering of higher education, from the development of learning materials to their provision and to certification of qualifying students. Section 18B concerned the training of students by universities for qualifications belonging to other authorities, such as professional institutes

or private institutions in general, but the principles of this section were similar to those of Section 18A.

The Joint Statute is the only indication that, at the time (in the 1980s), private institutions provided public higher education programmes. It seems that professional institutes were the only institutions whose programmes were offered at public institutions. Thus, the provision of private institutions' learning programmes by public institutions belongs to the old generation of partnerships, and the provision of public higher education qualifications by private institutions belongs to the new generation of partnerships.

There is no record of further development of this policy in later years. The government lost touch with both private and public institutions, leading to the *laissez faire* situation that saw the mushrooming of partnerships in the 1990s. Anecdotal evidence suggests that the new generation partnerships began with private individuals offering tutorials and lectures to students registered for distance education. According to personnel from a pioneering private institution,

> … we started, between 1990 and 1991, providing training for trainee accountants. At the same time, many of those articled clerks were in fact students at Unisa. They approached us [private tutors/lecturers] and said, 'Can you have extra lessons?' So, effectively what happened was, on the one side, we had been training the trainee accountants and, on the other, we were doing part-time commission for Unisa students. However, Unisa was very much against that.[1]

According to Unisa personnel, long before the institution was in collaboration with private institutions,

> [such] institutions decided to offer Unisa courses … In those days it was the policy of the University not to get involved with private concerns. Nevertheless, in those days the legal counsel made it very clear to us that there was very little we could do, 'as long as they don't abuse the name of the University'.

Other private institutions joined in when face-to-face public higher education institutions started to offer distance education. From the mid 1990s, there was mounting pressure, especially on historically white institutions (HWIs) to adhere to the principles of transformation. One way to do this was to admit black students; prior to 1994, the law had barred them from doing so. Some HWIs, especially the Afrikaans institutions, started distance education so that they could increase their enrolments, especially of black students. Partnership agreements with private institutions became a means towards achieving this goal without having such students on their main campuses.

The public–private partnership phenomenon grew as a result of competition within both sectors. Private providers needed to build their reputations in order to win the trust of potential students. Public institutions needed to reflect compliance with the transformation agenda. Thus, from the point of view of both the private and public sector education institutions, public–private partnerships grew spontaneously as a result of student demand

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1 Most of the interviews in this study were granted with the stipulation that the confidentiality of the interviewees be maintained. Therefore, most excerpts from these interviews will not be referenced as to individual and institute. Where appropriate and necessary, the text will indicate whether the interview was with a representative of a public or private provider. All interviews took place between November 2002 and March 2003.

and the demands of transformation and, as Pampallis (2004: 424) observes, not because of 'any ideological attachment to neo-liberalism or to a belief in the superiority of the private sector in delivering public services'.

The unregulated and rapid spread of partnerships became so huge that it could no longer be ignored, prompting the Minister of Education to impose a moratorium on new partnerships from February 2000. According to the Council on Higher Education (CHE 2000: 45), 'Some partnerships could have possible detrimental effects on other public institutions'.

The National Plan for Higher Education lifted the moratorium the following year, and declared:

> The partnership agreements between public institutions and private providers clearly require regulating. The Ministry will therefore not fund student places from 2002 in existing and new contact or distance programmes that are offered as part of the public–private partnerships unless the programmes have been approved as part of the institution's three-year rolling plans. Institutions will also have to seek approval for the introduction of programmes for which state subsidies are not required. The approval of programmes will depend on … whether [they meet] the quality assurance criteria of the HEQC and whether the public institution concerned takes full academic responsibility for the programme and students enjoy all the benefits that come with registration at the public higher education institution. (DoE 2001: 66)

Public–private partnerships in the provision of higher education still exist in South Africa, despite strict government policy, and with both old and new generation partnerships existing side by side.

The current scale of provision[2] in public–private partnerships is extensive. Local private institutions[3] involved in the provision of higher education offer learning programmes[4] of two types – those for which they can claim intellectual property[5] ownership, and those whose intellectual property ownership belongs to other institutions with which they have partnership agreements.

Subotzky (2003), drawing on the submissions of 86 private higher education institutions that were registered with the Department of Education in December 2001, reports a total of 85 657 enrolled students. Approximately one third – 30 229 students – were registered for programmes owned by private institutions. The other two thirds – 55 428 students – were registered in programmes offered in partnerships with certification done by public partner institutions.

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2 The word 'provision' in this study refers to the supply, delivery, or offering of higher education. It does not include financing of institutions through tuition fees, private external contracts, and other means.

3 For lack of an encompassing term, 'institutions' is preferred. Private educational institutions in South Africa have been referred to as companies, organisations, service centres, training centres, private providers, and educational institutions.

4 A learning programme for higher education, as defined by the Department of Education (2003: 2), 'means the sequential learning activities, associated with curriculum implementation, leading to the achievement of a qualification registered at levels 5 to 8 on the NQF'. This study adopts this definition.

5 In this study, intellectual property ownership refers to a right to legal claim of a learning programme. Some learning programmes that are legally owned by private institutions are purchased from elsewhere or are a product of commissioned work by consultants or other institutions.

The involvement of private institutions in the provision of higher education in South Africa has taken various forms. Their partnerships with public institutions represent the bulk of student enrolment in all private higher education provision. It is important to understand why public–private partnerships have arisen, what forms they take, and why they take the forms they do.

The involvement of private institutions in the provision of higher education has raised a great deal of debate, criticism, and concern about the quality of the curricula, lecturers, and physical conditions, and the motives behind the involvement of for-profit institutions. Debates on whether education is a public or private good have come to the fore. Private sector institutions are subjected to high levels of scrutiny, especially in areas that public institutions have dominated in the past. However, while private institutions have drawn a great deal of public attention, their nature and operations in South Africa are only now beginning to be understood.

There has been relatively little research on public-private partnership provision of higher education in South Africa thus far. In 2000, the Centre for Applied Legal Studies at the University of the Witwatersrand conducted a study on behalf of the Department of Education. The study was prompted by the rapid growth of partnership student numbers. It focused on the legal aspects of agreements, the cost implications for public partner institutions, the rights of students, and the role of private partner institutions in the 'classical functions of higher education' (DoE 2000: 7). This study (referred to in the present study as 'the Gutto Report') informed the department's formulation of what little policy there is on private–public partnerships. The development of such policy is a general challenge that is currently faced by various government departments in South Africa (see, for example, Pampallis 2004: 424).

Meanwhile, the South African Universities Vice Chancellors Association (SAUVCA) added its voice. In the face of criticism of member universities, who were perceived to be benefiting excessively from private partnerships, it conducted a study that focused on regulatory issues. On the basis of that research, SAUVCA developed a Code of Conduct for its members; the research itself was never made public. The Code of Conduct aims to ensure protection of students, proper conduct of the universities within partnerships, and ethical methods of marketing programmes and assessing students. It is intended to complement the regulations that were put in place by the National Plan for Higher Education (Kotecha 2002: 132).

Neither of these studies questioned the reasons why large numbers of students chose to register with private institutions for programmes offered in partnership with public institutions. Nor did they provide information on the academic aspects of partnerships, on the learning programmes involved, on the number of students, their fields and levels of study, and the way in which all of these contributed to the higher education system.

In order to investigate these questions, this study systematically explores the partnerships between public higher education institutions and local private providers. It sets out to establish the reasons behind the development of the phenomenon, the operations within these partnerships, and their contribution to higher education and, potentially, to human resources development in South Africa.

The research problem

This study asks three questions:
* What do public–private partnerships offer students?
* What does each partner contribute to the arrangement?
* What motivates each partner to enter into such an arrangement?

Such an enquiry should lead to better understanding of the nature, scale, and focus of these partnerships between the private sector, technikons, and universities, and enable us to explain why they have developed on the scale they have in South Africa over the last decade.

On this basis, the study can begin to explore the way in which partnerships can contribute constructively to the higher education landscape in South Africa.

Research methodology

An empirical study of current partnerships between public and private providers was conducted during 2002 and 2003. The primary source of data was a survey, which was complemented by semi-structured in-depth interviews.

At the time of the study, there were 35 public higher education institutions in South Africa.[6] A survey questionnaire (see Appendix 1) was sent to all 35 institutions. Questionnaires were completed by 21 institutions – eleven technikons (79 per cent of the technikon sector) and ten universities (48 per cent of the university sector) – an overall return rate of 60 per cent. Five technikons and seven universities that had partnership agreements with local private institutions returned questionnaires – a 92 per cent return rate.

The study covered 55 local private institutions that had a total of 58 partnership agreements with the public higher education institutions. Of the 55, only thirteen were registered with the Department of Education.[7]

Semi-structured interviews were conducted with senior personnel from seven of the public higher education institutions and eight private institutions that were engaged in public–private partnerships. Secondary information sources comprised the Internet websites of various institutions and print material such as information brochures, advertisements and student handbooks from both public and private institutions.

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6 During the course of data gathering, only one public institutional merger had taken place, that of M.L. Sultan and Natal Technikons, which gave rise to the Durban Institute of Technology (DIT). Thus, the merger reduced the number of technikons from fifteen to fourteen.

7 The Department of Education only registers institutions whose learning programmes are accredited by the Council on Higher Education, among other requirements. Many of the 42 unregistered private partner institutions did not have learning programmes of their own and therefore could not be registered.

Overview of chapters

Chapter 1 has described the rapid growth of public–private education partnerships in the 1990s. The lack of information about the reasons why these partnerships arose and the way in which they operate in the higher education sector prompted the empirical study on which this monograph reports.

During the analysis phase of the study, it became clear that public–private partnerships fell into several relatively discrete categories. Chapter 2 describes the critical defining features of these partnerships. They include the nature of the relationship, the purpose of the partnership, and the individual functions of private partner institutions other than those obligated by partnership agreements. Three types of partnership are identified:
- Service Partnerships: in which private partner institutions supply infrastructure and administrative services but not tuition;
- Tuition Partnerships: in which private partner institutions offer face-to-face tuition on behalf of public partner institutions. This category comprises four sub-types:
  - Specialising Partnerships,
  - Comprehensive Partnerships,
  - Capacity Development Partnerships, and
  - Access Partnerships;
- Professional Institutes Partnerships: in which private partner institutions develop materials and franchise them to public (and other private) institutions.

The typology, having been defined and explained, is then used to present the empirical data in a systematic manner in order to explore the major patterns and trends that characterise partnerships. Chapters 3 to 5 profile public–private partnerships in the institutions reviewed by this study.

Chapter 3 focuses on the technikon sector. Cape Technikon, Peninsula Technikon, Port Elizabeth Technikon, Pretoria Technikon, and Technikon South Africa were in partnership with ten private institutions, offering a total of 50 partnership learning programmes. Although they are primarily face-to-face institutions, the first four of the technikons were also involved in distance education and offered off-campus face-to-face tuition for distance learners, mainly outside the provinces in which their main campuses are located. Technikon South Africa, of course, is exclusively a distance education institution. The distance education element of the technikons strongly motivated the pursuit of partnerships with local private institutions; the latter offered face-to-face contact to distance education students registered with the technikons. In one case – Peninsula Technikon – the private partner provided face-to-face tuition to students who required the sufficient number of credits to enrol with the technikon.

Chapter 4 reports on university sector partnerships. Seven universities had partnership agreements with 48 local private institutions, offering a total of 128 programmes. These were the University of the Free State (UFS), Potchefstroom University for Christian Higher Education (PU), Rand Afrikaans University (RAU), the University of Natal (UN), the University of Port Elizabeth (UPE), the University of Pretoria (UP), and the University of South Africa (Unisa). All the universities except Unisa are face-to-face institutions. As in the technikon sector, they offered distance education and off-campus face-to-face tuition.

Chapter 5 examines student enrolments in partnership programmes in both technikon and university sectors in greater depth. It looks at patterns of enrolment by SAQA field of study and by NQF level. Significantly, the data suggest that public–private partnerships deal with a very specific student demand – for face-to-face tuition that supports distance programmes in a limited range of fields of study – at the lowest level of the higher education band.

Chapters 6 and 7 engage with the qualitative component of partnerships in order to deepen understanding of this phenomenon. Chapter 6 describes the roles and responsibilities of partner institutions. It begins by focusing on the criteria used by public institutions to select their private partners, and goes on to examine the individual responsibilities of both partners. Public partner institutions tended to look for private institutions that could network and operate as sustainable business enterprises. Generally, they tended to regard private partner institutions as junior partners. This was reflected in the shared responsibilities – private partner institutions had fewer and lesser responsibilities than public institutions. Only in the Access Partnerships and Capacity Development Partnerships were responsibilities almost equally shared between partner institutions.

Chapter 7 discusses the factors that led institutions to engage in partnerships. Many public institutions claimed that they did so in order to broaden access to higher education. Indeed, geographically and formally this was true, but the data suggested that they did not pay sufficient attention to intellectual access. For instance, private partner institutions that offered face-to-face tuition for public institutions' distance education programmes were not required to effect any changes to the programmes that could improve the learning of students. For some public institutions, partnerships were a form of cutting costs by avoiding spending on new infrastructure. For some private institutions, they were a way of improving their image and perceived status so that they could attract more students and increase profits. Chapter 7 closes by interrogating the perceived effectiveness of partnerships.

Chapter 8 summarises the study. It considers the potential dichotomy between the concept of 'the public good' and the element of private profit, and analyses the way forward for public–private partnerships in the provision of higher education in South Africa.

2 A typology of public–private partnerships in South Africa

Introduction

The public higher education sector in South Africa has been, and continues to be, analysed using typologies which are based mainly on historical development and educational focus. These include the binary divide between technikons and universities, even though that has become blurred in many respects. Within both sectors, there are historical demarcations by race, language, and ethnic grouping, accompanied by differential resource allocations and, therefore, development. These historical differentials have resulted in typological concepts such as historically black or disadvantaged institutions (HBIs or HDIs), historically white or advantaged institutions (HWIs or HAIs), and historically English or Afrikaans institutions. Geographical location provides another way of categorising public sector institutions, usually in terms of the urban–rural divide. With the advent of transformation, some of these historical boundaries are becoming blurred, and analysis of these types can no longer be undertaken without qualifiers.

The chapter begins by examining the necessity of developing a typology of public–private partnerships. It then addresses the basis on which the typology was formulated. Finally, it presents the typology itself, which is grounded in the empirical data of the study.

Typologies in a changing higher education landscape

The transformation of the higher education system in South Africa is resulting in a new landscape of public sector institutions. The old types are being phased out and new-style universities, universities of technology, and institutes of technology are coming into play. Meanwhile, researchers and academics reconfigure new typologies based on issues such as programme differentiation, the current competencies of institutions, and their adaptation to the new policy environment and the market (CHE 2000, 2001; Bunting 2002; Cloete and Fehnel 2002).

It is clear that a typology is needed that can address the new roles of institutions under the current dispensation of marketisation, globalisation, and internationalisation of higher education. While debates are ongoing and new configurations have been tried in the public higher education sector landscape, very few attempts have been made to alter the private higher education sector typology.

Mabizela et al. (2000) identify a 'wide institutional variety' of private institutions, comprising professional institutes, transnational institutions, and single-focus and multi-focus institutions. This typology was developed in the context of determining the size and shape of the sector, and did not examine the functions of each grouping. Moreover, the typology did not elaborate on common features among each type – for example, both professional institutes and the majority of transnational institutions are single-focus institutions. In another study, Mabizela (2001) interrogates perceived functions by which private institutions are defined based on conceptual analysis in international literature. For example, he looks at patterns such as the single 'statist' configuration, 'peripheral' private sectors, 'parallel' private and public sectors, and 'mass' private or demand absorbing sectors (Geiger 1986; Levy 1986a, 1986b). Furthermore, in the same study, Mabizela (2001) classifies private institutions by historical periods in which they were established. The problem with these typologies is that they are old, somewhat outdated, and unsustainable, especially in the new dispensation of establishment of private institutions.

Cloete and Fehnel (2002: 383) suggest a typology that includes domain-consolidation, domain-enterprise, domain-seeking, and domain-crisis institutions. Despite their claim that this typology is not entirely overlaid with race and ethnicity, the apartheid legacy is so strong that their proposed typology begins to shape itself into the old demarcations. For example, the majority of HBIs are to be found among domain-seeking and domain-crisis institutions, while HWIs are located among domain-consolidation and domain-enterprise institutions.

Another attempt at a typology is that of Fehnel (2002: 382), who identifies four types of private provider – large, publicly traded firms with various types of operation; small, independent niche providers; transnational universities operating alone or in partnership with South African institutions and businesses; and a hybrid form of corporate university, also operating in partnership with South African public institutions and businesses. The basis of this typology appears to be the manner of operation ('in partnerships') and form of operation ('publicly traded', 'independent', or 'corporate').

In a recent study on the organisation, practices, and functioning of fifteen private institutions operating in higher education, Kruss (2002: 17) used four types to identify 'private providers': transnational institutions, franchising colleges, technical vocational education and training institutions (TVETs), and corporate classrooms. The typology reflects the functions that institutions purport to be fulfilling.

Internationally, the watershed of private higher education studies is the pioneering work of Geiger (1986) and Levy (1986a, 1986b). Geiger's typology of 'mass' private sectors, 'parallel' private sectors, and 'peripheral' private sectors is developed on the basis of the roles that private sectors fulfil in a country and in relation to public sector institutions. Levy's typology is along the lines of finance, function, and control of private sector institutions. The same variables are applied in the differentiation of private from public institutions. Both Geiger and Levy focus on universities and not broadly on post-secondary education institutions.

Only a few authors internationally have ventured into developing a typology for public–private partnerships in the provision of higher education. Linder (2000: 23) developed six types – partnership as management reform, partnership as problem conversion, partnership as moral regeneration, partnership as risk shifting, partnership as restructuring public service, and partnership as power sharing. Linder's typology is based on theoretical claims about the purpose of partnership, and is general and overarching. Menendez (2003) developed a typology of public–private partnerships in relation to Science, Technology and Innovation (STI) policies and strategies in Spain. This typology is based mainly on the variable of the origin of the initiative.

Closer to the typology suggested and applied in this study is the work of the following authors. Hailey (2000: 315) engages definitions and typologies of partnerships, especially as suggested by Fowler (1997), on 'authentic partnerships' (based on trust and commitment, shared beliefs, values, or culture, accepted standards of legitimacy, transparency and accountability, and common approach to gender issues). Hately (1997) discusses 'conventional partnerships' (short term, bureaucratic, one way, and unequal) and 'reciprocal partnerships' (two-way horizontal relationship based on solidarity and equality). Lewis (2000) talks of 'active partnerships' (based on negotiated process, with

common purpose, shared risks, marked by debate, learning, and information exchange) and 'dependent partnerships' (based on fixed-term blueprints with rigid roles, static assumptions, and poor communication; they are commonly motivated by access to funds and individual interests). McQuaid (2000: 13) suggests five main dimensions: the purpose of the partnership, who is involved, when (the timing or stage of development of the partnership process and changing relationships and activities over time), where (the spatial dimension), and how the activities are carried out. The typology devised in this study relates to some of the bases used to develop the above typologies.

These typologies suggest that a few clear dimensions are most appropriate if one is to distinguish a partnership, and the dimensions of function and purpose seem to be critical.

A new typology of public–private partnerships

The levels of operation and types of involvement in higher education of the 55 private institutions examined in this study differed from institution to institution. In order to understand the wide variety of private institutions and their partnerships with public institutions, it was necessary to develop a new typology.

Once developed (or even in the process of its development), a typology becomes useful in at least two ways: as a tool for research and as a tool for analysis (as it is in this study). Similarly, Jacobs (2000: 220–1) argues that a typology aids analysis. He believes that its purpose is to reveal the different kinds of structure that combine with different processes within partnerships, and that its value 'is to account for the observable variety of organisational arrangements that bring together public and private-sector organisations'. The typology presented here was initially developed in order to facilitate understanding and interpretation of data garnered from the questionnaires. It was then used to balance the selection of institutions for in-depth interviews.

A note of caution should be added, though – a typology should not be seen as a form of delimiting institutions within prescribed types and in fixed roles. Like all other 'businesses', private higher education institutions in South Africa must be dynamic if they are to ensure their continued existence. Thus, private institutions change the nature of their operations to face new challenges and to seek new avenues of growth. The typology devised should be regarded as a descriptive snapshot of the nature of partnerships at the time the study was conducted. While the framework of the typology may be relevant for a longer period, institutions can and do adapt and change into types that are different from their allotted classification.

An institutional typology identifies institutions in relation to others – in this case, in relation to their contribution to higher education. For example, an institutional typology enables us to identify certain institutions as private and others as public, as colleges, universities, or universities of technology, or as distance or face-to-face providers. A typology reflects the different roles fulfilled by institutions, the content of their work, and the way in which they deliver education. Of course, it is also about the way that history and social context shape institutions.

The typology described below was developed by distinguishing key patterns in the empirical data on partnerships between public higher education institutions and local

private institutions. Common characteristics and features were used to cluster similar partnerships together, thereby facilitating a better understanding of partnership provision of higher education in South Africa.

This typology was based on the following distinguishing features:
* the purpose of the relationship between public and private partner institutions (that is, the responsibilities of both partners);
* the nature and mode of tuition provision (for example, distance tuition, face-to-face tuition, or no tuition but other services provided);
* the nature of the organisation in which private partner institutions were engaged (for example, for-profit or not-for-profit);
* the focus of the private partner's services (for example, study fields of specialisation or lack thereof); and
* additional functions that private partner institutions performed over and above those obligated by partnership agreements.

On the basis of these features, three main types of public–private partnership could be identified:
* Service Partnerships;
* Tuition Partnerships, with four sub-types:
    * Specialist Institutions Partnerships,
    * Comprehensive Institutions Partnerships,
    * Capacity Development Institutions Partnerships, and
    * Access Partnerships; and
* Professional Institutes Partnerships.

In developing this typology, particular attention was paid to minimising the overlap of characteristics across types. As it now stands, no overlapping could be detected. The private partner institutions in this study which fall into each category of the typology are shown in Appendix 2. The sections below define each ideal type in detail. The reader should remember that these types have been delineated on the basis of patterns emerging from the empirical data. They have been developed as a tool to present the data in a meaningful way, and should not be reified as immutable categories.

Another cautionary note is necessary regarding the dimension of for-profit and not-for-profit as a significant element in private provision of higher education. Certainly, it is an essential variable, but not the only one in determining the privateness or publicness of institutions. It is not always easy to determine on which side institutions fall; while some claim to be not for profit, they continue to draw profits from their involvement in higher education provision. The nature of work done in Access Partnerships, some Capacity Development Partnerships, and Professional Institutes Partnerships is such that it can be classified as not for profit and, in fact, the agreements are not fundamentally based on financial gain for either partner. The differences between for-profit and not-for-profit partnerships will become evident in the discussion of each type, and further details and examples are contained in the chapters that follow.

Moreover, both private and public institutions can each have several partnerships, and their roles may differ in each partnership. As such, none of the types is completely homogeneous.

Service Partnerships

Service Partnerships are those that occur when private partner institutions provide infrastructure and administrative support services to the distance education students of face-to-face public institutions. That is, the private partners offer services but not the actual tuition. Of course, the corollary is that private partner institutions in Service Partnerships do not specialise in any particular field of study. Private partner institutions in Service Partnerships fall within the category of for-profit institutions. They operate as income-generating companies or businesses.

In addition to providing administrative services, some of the old-generation private partner institutions have learning programmes of their own, which are accredited by the CHE and registered with the Department of Education. Lyceum College is an example of this type. One of the new generation private partner institutions, Mancosa Educational Trust, started as a distance education service provider for Buckinghamshire Chilterns University College (United Kingdom), but later formed a partnership with a local public institution. Although their own learning programmes are sometimes in the same fields of study, this does not necessarily mean a conflict of interest because the function of private partner institutions in Service Partnerships is solely to provide services. Public institutions in Service Partnerships are responsible for developing and packaging learning materials. Students are registered with the public partner institutions through their private partner institutions; upon successful completion of their studies, the public partner institutions certificate them.

Tuition Partnerships

Tuition Partnerships are the only partnerships in which private partner institutions offer face-to-face tuition. In fact, some private partner institutions of this type have learning programmes of their own. Tuition Partnerships are the largest group of partnerships by far. The four different sub-types of Tuition Partnership are described below.

Specialist Partnerships

Specialist Partnerships form the majority of Tuition Partnerships. Private partner institutions specialise in one or two fields of study; their emphasis tends to be on vocational education[8] or training rather than on academic development. The majority of Specialist Partnerships are to be found in Business, Commerce, and Management Studies, Information Technology, and Computer Studies. Private institutions in Specialist Partnerships are mainly in partnership with distance education public institutions.

Very few private partner institutions in Specialist Partnerships have learning programmes of their own. Those that do, mainly offer them below higher education level. In fact, Durbanville College is the only one of 24 specialist institutions which has accredited and registered learning programmes. Theoretically, private partner institutions in Specialist Partnerships should not be able to register with the Department of Education at the same time as they supply partnership services, because they specialise in the same fields

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8 In this study, vocational education is defined as a programme of education designed to focus the training of learners and/or upgrade employees in specific fields of study or training, but that may not necessarily be at higher education level.

of study as the public institutions with which they have partnerships. The accreditation and registration of private partner institutions in Specialist Partnerships could result in a conflict of interest.

Private institutions in Specialist Partnerships do not have elaborate student facilities. In the main, their facilities are limited to classrooms and training rooms where tuition is delivered or practical training conducted. In fact, their main operation is to offer franchised learning programmes, and they are largely dependent on these franchise agreements for their existence.

Comprehensive Partnerships

Private partner institutions that typify Comprehensive Partnerships are sometimes referred to as multipurpose providers (CHE 2003: 10). They offer a variety of learning programmes in different fields of study, both their own and franchised learning programmes. Franchised programmes may include those from public distance and face-to-face institutions, as well as from transnational institutions, professional institutes, and various examination boards. All but one of the private partner institutions in this study – Berea Technical College – had their own learning programmes that were accredited by the CHE and registered with the Department of Education.

Comprehensive private partner institutions invest heavily in their own physical facilities to cater for face-to-face provision of tuition. They often strive to create a campus environment, which they use to attract school leavers – their major target market. They attract a relatively large number of students compared to other types of partnership. The facilities may include a library, a computer laboratory, recreational facilities, classrooms, and administration offices. Student recreational facilities have become an integral competitive edge among private partner institutions of this type. Due to high competition among the comprehensives, and generally in the sector, advertising materials often emphasise the impressiveness of these facilities.

Furthermore, competition in the private higher education sector has forced comprehensive private partner institutions to become more serious about academic excellence, in terms of both the delivery of quality education and academic staff development. As a result, some have ventured into research, academic publications, and participation at academic conferences. Not only do these institutions compete vigorously within the private sector, they also see themselves as competing with public higher education institutions. In fact, some comprehensive private partner institutions have a vision of becoming fully-fledged universities one day.

Capacity Development Partnerships

Although only three institutions in the study were of this type, this is perhaps the most diverse type with respect to ownership, the for-profit or not-for-profit dimension, the nature of partnership agreements, and educational facilities. Private partner institutions within Capacity Development Partnerships are concerned with the development of their disciplines and personnel and, to differing levels, are prepared to invest resources. Generally, the nature of these partnerships is to develop capacity on either side.

The development of capacity is carried out in three ways:
- by convincing public partner institutions to develop the capacity of private partner personnel in various ways, such as curriculum development, lecturing, and various components of the examination process (for example, the partnership between the University of Port Elizabeth and Afrox College of Nursing);
- training the personnel (or senior students) of public partner institutions, perhaps through in-service training (for example, the Thusano School of Public Health);[9] and
- recruiting and training school leavers, (for example, KKS Food Services in partnership with the University of Natal).

The general purpose of such training and development is to increase expertise (quantity) and to improve the level of competency (quality) within private partner institutions. In addition, although not as a way of balancing out the scale of benefits of either partner, post-graduate students of the public partner institution are allowed to train with the private partner institution. The credibility of Capacity Development Partnerships depends both on the capacity development of private partner personnel and the internship services for public partner students, because this is how quality is ensured.

Capacity Development Partnerships exhibit serious engagement between private partner institutions and their public partner counterparts. For example, in the partnership between the University of Natal (Discipline of Dietetics and Human Nutrition) and KKS Food Services, the latter 'must have a registered dietician' who 'should regularly attend training meetings' organised by the university. Thus, capacity development is from the point of view of both the private partner personnel and public partner trainee students.

Access Partnerships

Access Partnerships have private partner institutions that enrol and certificate partnership students. They offer tuition to students whose objective is to obtain entry into a partner public higher education institution. These are students who would not normally gain entry because they do not meet the academic entry requirements.

Access private partner institutions are functional on their own, without relying on public partner institutions, but the partnerships provide a stamp of legitimacy to their learning programmes and guarantee credits to successful students when they enrol directly with public partner institutions. Access Partnerships are developmental in nature and are characterised by mutual engagement around learning materials. The curricula and tuition of Access Partnerships are developed within the partnerships, with public partner institutions either participating in curriculum development and/or endorsing learning programmes. Depending on the type of agreement, lecturers from public partner institutions may teach at the private partner institutions.

Sometimes an Access Partnership may lead to the development of a 'hybrid qualification',[10] which is another distinguishing feature of this type. In these partnerships,

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9 The Thusano School of Public Health is a consortium of five public universities' Schools of Public Health – the Universities of the North, Potchefstroom, Pretoria, Venda, and the Witwatersrand. It is a Section 21 company, and therefore is officially not for profit. It has a full-time secretariat that co-ordinates the provision of public health training to personnel sent by partner institutions.

10 This is a qualification that is made up of courses from both public and private institutions within a partnership agreement. The proportion of course content is decided jointly by both parties.

students are usually presented with certificates bearing the emblems of both partner institutions.

As in all other Tuition Partnerships, access private partner institutions have their own physical facilities where they offer face-to-face tuition. Because they are not-for-profit institutions, they tend to survive on minimum facilities, or the bare necessities, as it were. All theological private partner institutions fall into this type.

A new development within some partnerships is foundation programmes, which are similar to Access Partnerships. The only difference is that foundation programmes, or pre-degree programmes as they are sometimes called, do not define the nature of a partnership, but are, perhaps, a realisation that there is a need to improve pass rates. For instance, UNISA foundation programmes for BA, BCOM and LLB students are offered in its partnership with Boston City Campus. That is, they are offered within an existing partnership, which is a Comprehensive Partnership. Upon successful completion of the pre-degree programme and meeting of other academic requirements, students are guaranteed some credits in their first year degree programmes.

Professional Institutes Partnerships

Professional Institutes Partnerships take place between private professional institutes and public institutions. Professional institutes operate in applied and practical domains of study, combining theory and practice. Professional institutes tend to establish partnership agreements with both private and public institutions, making them one of the biggest franchisers of education. Because their function is to provide professional training, they develop their own learning materials and programmes, and either provide them through distance education and/or franchise them to public and/or private tuition providers.

The services of professional institutes are twofold: they provide both professional training and service membership to practitioners and/or graduates in their fields. Their interest and priority is to improve the professional competency of practitioners in their respective fields. In their partnership agreements, professional institutes are always franchisers.

Applying the typology of partnerships

At this stage, it is appropriate to turn to the application of this typology of partnerships to the analysis of the empirical data gathered in the study. The following sections will apply the typology in describing the nature, form, and focus of the partnerships.

As a starting point, Appendix 2 categorises each of the private institutions in the study. Those who are familiar with the field will recognise the wide range of providers. The appendix provides a point of reference for the discussion that follows in Chapters 3 and 4, which examine the partnerships in technikons and universities.
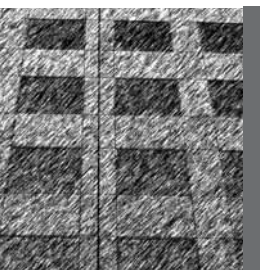
3 Technikon sector partnerships

Introduction

This chapter describes the technikons that have partnerships with private institutions, and considers trends in their enrolment patterns that reflect the impact of these partnerships. It then goes on to discuss the types of partnership found in these institutions and the key features of the learning programmes involved, in order to elaborate a pattern of partnership in the technikon sector.

The technikons

Five technikons – Cape Technikon, Peninsula Technikon, Port Elizabeth Technikon, Pretoria Technikon, and Technikon South Africa – were involved in partnerships with nine local private institutions at the time of the study.[11] Where possible and necessary, data from the Gutto Report (DoE 2000) was used as a comparison, in order to illuminate the development of the partnership phenomenon.[12] The number of partnerships for each technikon in 2000 and 2002, the dates when the agreements were entered into, and the approximate number of students involved are detailed in Appendix 3.

Of the fourteen technikons in South Africa, eleven returned their questionnaires, and five of these reported having partnership agreements. Of the remaining three, none was known to have had partnerships with local private institutions in 2000. Therefore, the following analysis deals with 100 per cent of the technikons that had partnership agreements with local private institutions at the time of the study.

Cape Technikon and Peninsula Technikon had no partnership agreements with local private institutions in 2000, although Cape Technikon did have agreements with foreign institutions (DoE 2000). Technikon Northern Gauteng (TNG) reported one partnership agreement in 2000 and none in 2002.

The most striking feature is that the majority of technikons with partnerships are historically white technikons (HWTs). In fact, Technikon Northern Gauteng was the only historically black technikon (HBT) with a partnership agreement in 2000, but it has since terminated the partnership. Peninsula Technikon is now the only HBT with a partnership agreement with a local private institution and, as will become evident, its partnership is of a specific type.

Student enrolments, 1999–2002

Unfortunately, the number of students enrolled through distance education at the face-to-face technikons, as well as the extent of off-campus face-to-face provision, is unknown. Thus, it was impossible to compare the proportion of 'regular' and 'partnership' students. Nevertheless, it is useful to compare shifts in total student enrolment in the three years

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11 This study was conducted at a time when mergers of public higher education institutions were just beginning to take place. Natal and ML Sultan Technikons had merged to form the Durban Institute of Technology (2002). Pretoria Technikon and Technikon Northern Gauteng followed suit to form the Tshwane University of Technology (2004). Cape and Peninsula Technikons have merged to form Cape Peninsula University of Technology (2005). Technikon SA has merged with the University of Port Elizabeth to form the Nelson Mandela Metropolitan University.
12 See Chapter 1 for a brief description of the Gutto Report.

prior to 2002, the year in which the study was conducted. Such an overview might begin to show trends relating to the five technikons with partnership agreements with local private institutions.

Table 3.1 shows headcount total student enrolment and growth of all the technikons between 1999 and 2002. Border Technikon did not submit enrolment figures for 1999 and figures for Eastern Cape Technikon were not available for 2001. The baseline year, 1999, is the year before the Minister of Education declared a moratorium on new partnerships.

Table 3.1: Headcount technikon student enrolments and growth, 1999–2002

	Technikon	1999	2000	2001	2002	Growth	Percentage growth rate
1	Cape Tech	10 464	10 716	12 346	14 086	3 622	34.6
2	Peninsula Tech	8 715	8 833	8 834	9 163	448	5.1
3	PE Tech	8 755	8 729	9 118	9 523	768	8.8
4	Pretoria Tech	31 220	33 990	39 250	36 606	5 386	17.3
5	Technikon SA	63 511	60 125	68 819	51 929	-11 582	-18.2
6	TNG	9 655	9 656	10 048	11 096	1 441	14.9
7	Mango Tech	6 191	6 234	6 413	7 013	822	13.3
8	ML Sultan	9 193	9 424	9 248	9 739	546	5.9
9	Natal Tech	9 954	9 677	10 381	10 689	735	7.4
10	Free State Tech	6 186	5 951	7 129	7 780	1 594	25.8
11	Vaal Tech	14 654	14 659	16 110	15 000	346	2.4
12	Wits Tech	12 200	12 455	13 060	13 904	1 704	14.0
13	Border Tech	No Stats	4 740	4 822	4 844	104*	2.2 *
14	TNW	4 166	4 200	4 669	5 077	911	21.9
15	EC Tech	3 529	4 275	No stats	7 277	3 748	106.2
Total		198 393	203 664	220 247	213 726	15 333	7.7

Source: Statistical data received from the Department of Education, Higher Education Planning Directorate.
*Notes: TNG = Technikon Northern Gauteng; Mango Tech = Mangosuthu Technikon; TNW = Technikon North West; EC Tech = Eastern Cape Technikon. * The figure for Growth and Percentage Growth Rate for Border Technikon is based on the calculation from 2000 enrolments.*

The first five technikons in Table 3.1 are those that had partnership agreements with local private institutions in 2002. It is notable that Technikon SA is the only one that cumulatively had a negative growth rate in the 1999–2002 period. This will be discussed below, but it is worth raising the question whether this drop in enrolment might be because of the termination of twelve partnership arrangements that involved large numbers of students.

Among the technikons with partnerships, Pretoria Technikon had the most rapid growth – 5 386 students. A combination of factors, such as distance education, off-campus face-to-face provision of tuition, and partnership agreements with local private institutions, played a role in this growth. It appears that partnerships delivered more students to Pretoria Technikon, while the loss of partnership agreements had a negative impact on Technikon SA.

The enrolment growth rates for Cape Technikon, Peninsula Technikon, and Port Elizabeth Technikon seem to be normal. Besides Technikon SA, of the technikons with partnerships, only Peninsula Technikon had enrolment growth below the average (7.7 per cent for all the technikons). The partnership agreement of Peninsula Technikon was different from those of other technikons because it is an Access type, which by definition does not have large numbers of students. The partnership agreement of Port Elizabeth Technikon also involved a very small number of students, because of the limit in the target pool of its partnership learning programme, which was a highly specialised course.

Face-to-face technikons venturing into distance education

The four face-to-face technikons[13] with partnership agreements – Cape, Peninsula, Port Elizabeth, and Pretoria – indicated that they also offered distance education, defined as 'teaching and learning that is not based on face-to-face contact between student and lecturer'.[14] Twelve learning programmes were offered through distance education, most of them in four SAQA fields (see Appendix 5 for a list of SAQA fields) – Field 3 (Business, Commerce, and Management Studies), Field 5 (Education, Training, and Development), Field 6 (Manufacturing, Engineering, and Technology), and Field 10 (Physical, Mathematical, Computer, and Life Sciences).[15]

The fact that the four technikons with partnership agreements were the only ones offering distance education suggests that they sought to broaden their participation in higher education provision and to spread their presence beyond their traditional reach. There is clearly a demand from students for this type of service. Inversely, this also suggests that the dedicated distance education institution, Technikon SA, was unable to meet the demand. Although it did participate in the provision of higher education through partnerships, Technikon SA experienced a sharp decline in enrolments concurrent with the reduction of its partnerships with local private institutions. These trends raise the question of student preference for particular institutions. Indeed, in a study of student choice behaviour conducted by Cosser and Du Toit (2002: 134), Technikon SA did not appear among institutions that were preferred by students.

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13 In this report, 'face-to-face education' is preferred to 'contact education' to describe teaching and learning that is based on face-to-face contact between a student and a lecturer. In contrast, 'distance education' refers to teaching and learning that is not based on face-to-face contact between a student and a lecturer. The report recognises the fact that, even in distance education, there is sometimes contact between the two. Such contact is either for short periods (sometimes referred to as 'block release') and/or through use of technology (e-learning/telematic learning). Thus, broadly, reference to contact education can be inclusive of distance education as well.

14 This definition was provided in the questionnaire which the institutions were requested to complete.

15 The South African Qualifications Authority (SAQA) fields are used in this study, rather than the Department of Education's Second Order Classification of Educational Subject Matter (CESM) used by public institutions to report enrolments. This is because private higher education institutions are more accustomed to the SAQA fields of study and report to the Department of Education using SAQA fields.

Furthermore, there was evidence of expansion of provision in the form of satellite campuses. Pretoria Technikon operated on seven campuses, while Port Elizabeth Technikon operated on six. The expansion of these institutions into satellite campuses took place mainly in the 1990s. It was coupled with the development of distance education via partnerships with private institutions. Moreover, these two technikons place emphasis on developing entrepreneurial students and on themselves becoming entrepreneurial institutions (see also the 'domain-enterprise' of Cloete and Fehnel [2000: 386–91]). Their partnerships with private institutions and their participation in distance education suggest that they are seeking profit-making or domain-expanding strategies. Furthermore, the strength of Pretoria Technikon and Port Elizabeth Technikon lies in their wealth of resources, which are the muscle behind their entrepreneurial spread. Both aspire to serve the whole Southern African community.

Provision of off-campus face-to-face tuition

The involvement of technikons in offering off-campus face-to-face tuition[16] and the type of premises they used for such provision was elicited through the questionnaire; responses are summarised in Table 3.2.

Table 3.2: Technikons and types of premises used to offer off-campus face-to-face tuition

Technikon	Types of premises					Total
	Own distant premises	Hired distant premises	Own nearby premises	Hired nearby premises	Privately arranged nearby premises	
Border					Yes	1
Cape		Yes	Yes	Yes		3
Free State		Yes				1
North West		Yes				1
Port Elizabeth	Yes	Yes	Yes			3
Peninsula		Yes		Yes		2
Pretoria	Yes		Yes			2
Northern Gauteng		Yes				1
Vaal		Yes				1
Total	2	7	3	2	1	15

Notes: Blanks represent types in which the technikons did not have face-to-face operations. Yes represents premise types in which the technikons offered off-campus face-to-face tuition.

16 Off-campus face-to-face operations should not be confused with satellite campuses. Off-campus provision sites are temporary, and are dependent on the availability of students. Satellite campuses are more permanent in nature, and may have their own administrative staff component.

Of the eleven technikons that returned questionnaires, nine offered off-campus face-to-face tuition. The four technikons that had partnerships with local private institutions and offered distance education – Cape, Port Elizabeth, Peninsula, Pretoria – also offered off-campus face-to-face tuition, as did Border, Free State, North West, Northern Gauteng, and Vaal. SAQA Field 3 (Business, Commerce, and Management Studies), Field 6 (Manufacturing, Engineering, and Technology), and Field 10 (Physical, Mathematical, Computer, and Life Sciences) appeared prominently in this kind of operation. Technikon SA and Mangosuthu Technikon indicated that they did not provide tuition off campus.

Of the fifteen reported off-campus operations, seven (47 per cent) took place in hired premises far from the main campuses, and three (20 per cent) took place in premises owned by the technikons' nearby main campuses. In only one site (7 per cent), off-campus face-to-face tuition took place in nearby premises that were privately arranged by students. Cape Technikon and Port Elizabeth Technikon had the greatest variety of off-campus sites – three types each.

The extent of the demand for off-campus face-to-face tuition across provinces could be determined through the questionnaire. The study found that:
- Pretoria Technikon had the highest number (five) of off-campus face-to-face operations – operating in their own premises in Gauteng, Limpopo, and Mpumalanga, and in hired premises in KwaZulu-Natal and North West.
- Vaal Technikon operated in hired premises in Gauteng, Mpumalanga, Northern Cape, and North West, while Technikon Northern Gauteng operated in hired premises in KwaZulu-Natal, Limpopo, Mpumalanga, and North West.
- Free State Technikon offered off-campus face-to-face tuition in two provinces (Free State and Northern Cape).
- Technikon North West, Port Elizabeth Technikon, Cape Technikon, and Border Technikon each operated an off-campus face-to-face tuition site in only one province. Cape Technikon and Port Elizabeth Technikon offered off-campus face-to-face tuition using a mixture of their own and hired premises. Their face-to-face off-campus sites were in the same provinces as their main campuses.

These permutations are an indication of the existence of a demand for face-to-face tuition outside the campuses, on the part of students who cannot physically access the main campuses for a variety of reasons. While this may have little to do with the location of the technikons themselves, it is an indication that there is a need to reach out to places where access to technikon education is not straightforward.

The data on distance and off-campus provision, which are academic activities outside the traditional nature of these technikons, begins partly to explain why they are involved in partnership agreements. As these trends indicate, the four face-to-face technikons that have partnership agreements with local private institutions begin to show their prominence even before their partnerships are specifically examined.

Private institutions in partnership with technikons

The number of local private institutions in partnership with technikons decreased by 50 per cent from 2000 to 2002, from twenty institutions to ten (see Appendix 3). This was mainly due to the reduction of partnership agreements by Technikon SA, from

fifteen in 2000 to three in 2002. These data shifts seem to be indicative of the effect of the moratorium on the establishment of new partnerships declared by the Minister of Education in 2000; it seems to have reversed the growth of the phenomenon, at least with respect to local private institutions.

Table 3.3: Mode by which the technikon sector partnership programmes were delivered

Mode of delivery	Technikon	Partnership types and number of programmes				
		Compre-hensive	Specialist	Access	Service	Total
Face-to-face	Peninsula			11		11
	Pretoria		1		3	4
	Technikon SA	19	3			22
	Total	19	4	11	3	37
Distance	Port Elizabeth				5	5
	Pretoria				2	2
	Total				7	7
Mixed	Pretoria				6	6
	Total				6	6
Grand total		19	4	11	16	50

Of the ten technikon sector partnerships, four (40 per cent) were of the Specialist Partnership type. That is, these technikons tended to have private partners that specialised in only one or two fields of study. These included the partnerships between Cape Technikon and Durbanville College, Pretoria Technikon and IT Intellect, and Technikon SA and IMD Education Centre and Institute of Hotel and Tourism Management. Conversely, because of their narrow band of specialisation fields, the Specialist Partnership type accounted for only 4 of the 50 partnership learning programmes in the technikon sector (see Table 3.3 above).

There were three (30 per cent) Service Partnerships – comprising partnerships between Pretoria Technikon and Education Facilitators and NCC Education, and between Port Elizabeth Technikon and Success College. In this type of partnership, private partner institutions facilitated administrative links between the public partner institutions and their distance education learners. Service Partnerships comprised 32 per cent (or 16 of the 50) of the technikon sector partnership programmes (see Table 3.3).

Two of the ten technikon sector partnerships (20 per cent) were Comprehensive Partnerships, which by definition offer a large variety of programmes. The institutions involved were Technikon SA with Berea Technical College and College Campus. Comprehensive Partnerships offered the majority of partnership programmes (19 of the 50), because they had diverse learning programmes and were not confined to a few fields of specialisation.

Of the ten technikon sector partnerships, there was only one (10 per cent) Access Partnership – between Peninsula Technikon and Leaf College. It dealt with students who needed to improve their subject competencies in order to gain entry to Peninsula Technikon. In other words, Leaf College provided an opportunity for students to improve their entry qualifications for enrolment at Peninsula Technikon.

Just over three quarters (80 per cent) of the private institutions in technikon sector partnerships were face-to-face tuition providers. This included all private institutions in Specialist, Comprehensive, and Access partnerships and one in a Service Partnership. Of all the private institutions that had partnerships with technikons, 90 per cent were for-profit institutions. In fact, only the private partner institution in the Access Partnership category was not for profit. It will be noted that technikons did not have any Capacity Development Partnerships.

Private institutions have identified a profit-making opportunity in the demand for face-to-face provision of higher education to distance education students. Table 3.3 shows programmes that were offered through 'mixed' mode, where learning programmes were based on distance education but with an essential face-to-face element incorporated in the delivery. Most (86 per cent) of the technikon sector partnership programmes were offered face-to-face – that is, the face-to-face plus mixed modes in the table. However, it is not only private institutions that benefit financially, but the public technikons too.

Partnership learning programmes

There were 50 partnership learning programmes between the four technikons and ten private partner institutions.[17] Technikon SA had the most partnership programmes (22), while Port Elizabeth Technikon had the least (5). Pretoria Technikon (12) and Peninsula Technikon (11) each had an average number.[18]

Programme duration

One of the crucial factors in the type of learning taking place at private institutions offering higher education is the time needed to complete a qualification. It is generally assumed that short programmes are aimed at equipping people with qualifications in the shortest period possible. These are people who are either already in the labour market and want to upgrade their skills and/or those who want to join the labour market in the shortest possible time. It is often the demand that determines the length of courses. Thus, to some extent, course duration helped to identify the kind of learning in demand and taking place at the private institutions.

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17 Cape Technikon did not provide information regarding its partnership learning programmes. However, further research showed that it had four such learning programmes. This report will only deal with the 50 learning programmes officially submitted by Port Elizabeth Technikon, Peninsula Technikon, Pretoria Technikon, and Technikon SA because, other than the number of programmes, there are further details that were acquired through the questionnaire.

18 The fieldwork revealed that not all partnership learning programmes were active, in that some institutions did not have students enrolled in those partnerships. However, the agreements were still in place.

It is also assumed that longer courses offer intellectual development. Private institutions are largely seen to be targeting learning programmes that can be delivered in the shortest time possible because they do not have resources to sustain longer programmes. It is also assumed that private institutions want to maximise financial gains by concentrating on shorter courses, because it is relatively costly to run a qualification of longer duration.

The empirical evidence revealed a spread of short and long partnership learning programmes, ranging from six to 48 months. Some of the very short programmes were, in fact, course modules that did not lead to a qualification but that served as credits towards a qualification. Of the 50 partnership programmes, 21 were qualifications of twelve months or less. There were 35 (70 per cent) full-time programmes, eleven (22 per cent) part-time programmes, and four (8 per cent) that were both part time and full time.

All the eleven Access Partnership programmes had a duration of twelve months. This is consistent with the definition, as they offer an alternative entry route to higher education institutions. Naturally, such programmes need not have a long duration. The other twelve-month programmes belonged to Service Partnerships (3) and Specialist Partnerships (2), making a total of sixteen partnership programmes of twelve months' duration. Generally, partnership programmes for Service Partnerships were spread across a wider range, from six to 36 months' duration; private partner institutions in these partnerships are not necessarily bound by time since they do not offer tuition but administrative services.

There were fifteen partnership programmes of 36 months' duration. Here, the dominant group of institutions were Comprehensive Partnerships, which, by definition, amass resources in order to offer long-term programmes. In the technikon sector partnerships, Comprehensives offered 36-month (12 programmes) and 48-month (6 programmes) qualifications. This confirms that Comprehensives were modelled as higher education institutions and would want to be seen as (future) competition to public higher education institutions.

NQF levels and qualifications

Figure 3.1 shows the number of programmes resulting in various qualifications arising from the technikon sector partnership learning programmes. In terms of the National Qualifications Framework, the higher education band covers levels five (certificates and some diploma programmes) to eight (doctoral studies) (see Appendix 6). Most technikon sector partnership programmes – 37 (74 per cent) of 50 – were offered at NQF level 5. The majority (22 programmes) were offered as diploma qualifications. Eleven led to bachelor's degrees, while honours and master's had one programme each.

There were fifteen certificate learning programmes, of which the majority were offered in Access Partnerships (11 programmes), then Service Partnerships (3) and Specialist Partnerships (1). The diploma programmes were largely offered in Comprehensive Partnerships (13), Service Partnerships (7), and Specialist Partnerships (2). The nomenclature of qualifications, though, was not always consistent with their duration. For example, all the six-month programmes were called 'diplomas', while there was also a 48-month programme with the same label.

Figure 3.1: Distribution of technikon sector partnership programmes by qualification type

(n=50)
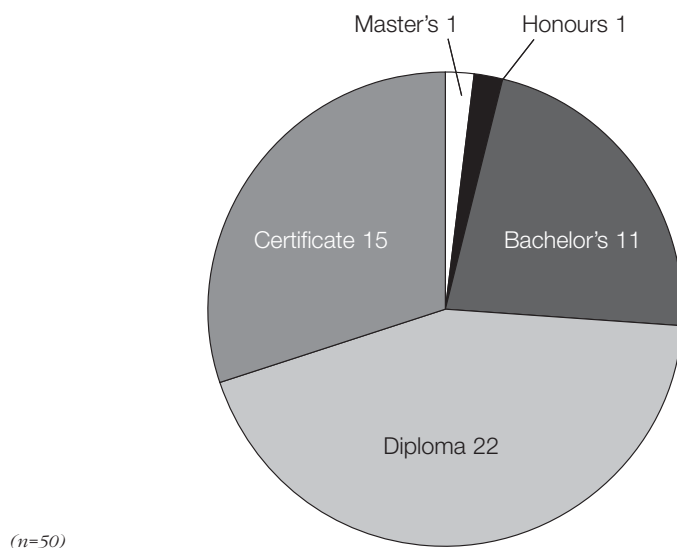
All eleven bachelor's degree programmes were offered in Comprehensive Partnerships (7) and Service Partnerships (4), a further confirmation that Comprehensive private partner institutions were modelled as higher education institutions. Both honours and master's programmes were offered in Service Partnerships. This means that all face-to-face partnership programmes were offered as far as bachelor's level and not beyond, because private partner institutions in Service Partnerships did not offer face-to-face contact tuition.

SAQA fields of study

Another very important area of interest is the distribution of learning programmes by fields of study. Figure 3.2 shows the distribution of partnership programmes by SAQA fields.

The majority of the technikon sector partnership programmes were in SAQA Field 3 (Business, Commerce, and Management Studies) and Field 10 (Physical, Mathematical, Computer, and Life Sciences). There were eighteen partnership programmes (36 per cent) in each of these two fields of study. SAQA Field 5 (Education) had six partnership programmes (12 per cent). Other fields all had four per cent or less each.

There were no partnership programmes in SAQA Field 1 (Agriculture and Nature Conservation), Field 9 (Health Sciences and Social Services), Field 11 (Services), and Field 12 (Physical Planning and Construction). These fields contain some of the Science, Engineering, and Technology programmes. The other fields with SET programmes are Field 6 (Manufacturing, Engineering, and Technology) and Field 10 (Physical, Mathematical, Computer, and Life Sciences). The majority of partnership programmes in Field 10 were in Computer Studies. The only Mathematics and Physical Science programmes were those offered in the Access Partnership between Peninsula Technikon and Leaf College.

Figure 3.2: Distribution of technikon sector partnership programmes by SAQA field of study
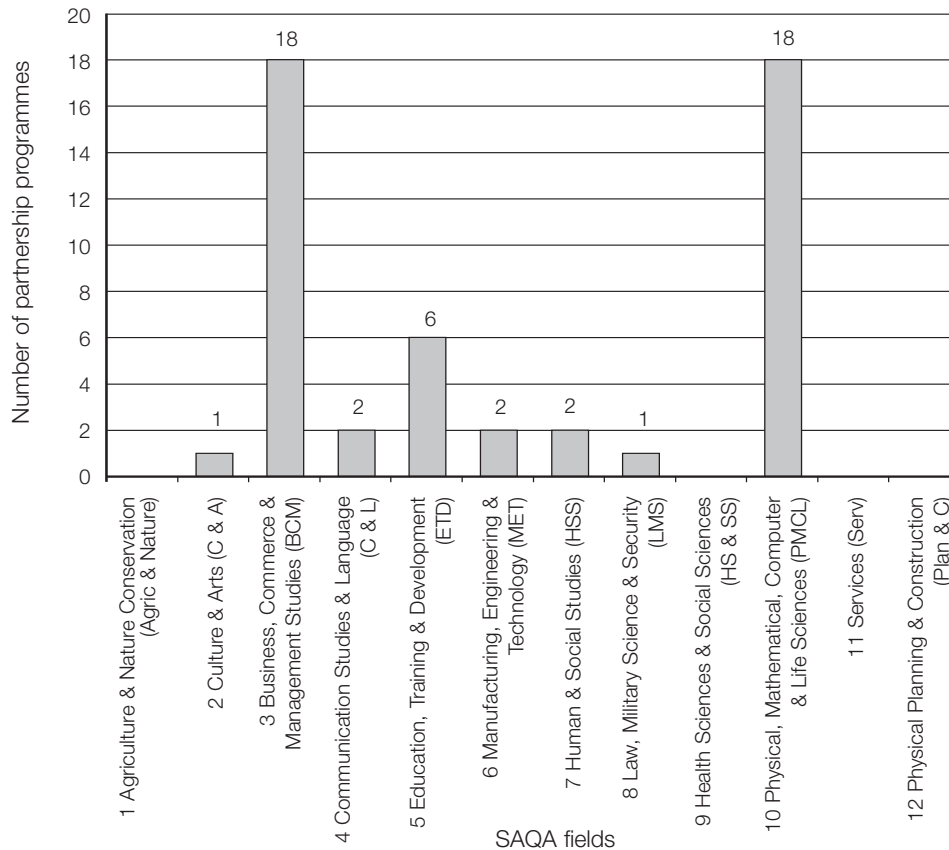
Note: SAQA fields are listed in Appendix 5.
(n=50)

Most SAQA Field 3 programmes were offered in Comprehensive Partnerships (20 programmes, or 40 per cent), and mainly face-to-face instruction at diploma level. All SAQA Field 5 programmes were offered in Service Partnerships, which had private partner institutions that facilitated distance education. These were probably teacher qualification upgrading programmes.

Although it is not easy to compare partnership (private) enrolments and technikon sector (public) enrolments, because the statistics of the former were not aggregated into fields of study, some deductions can be made. Figure 3.3 shows the overall technikon sector student enrolments by SAQA fields of study in 1999, 2000, 2001, and 2002. Since the NQF and SAQA use different systems, a conversion had to be done and this is attached as Appendix 7.

Figure 3.3: Student enrolments in technikons by SAQA field, 1999–2002
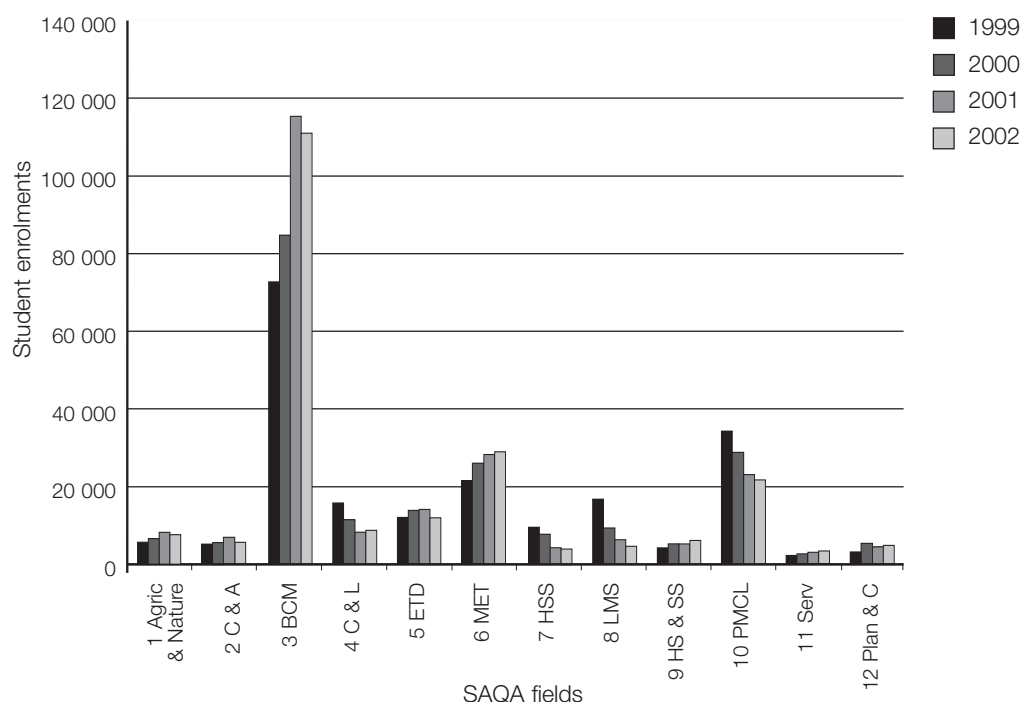
Figure 3.3 shows that, between 1999 and 2002, the technikon sector's highest number of enrolments has been in SAQA Field 3 (Business, Commerce, and Management Studies), followed by Field 10 (Mathematical, Physical, Computer, and Life Sciences), and then Field 6 (Manufacturing, Engineering, and Technology). A similar pattern is reflected in the partnership programmes (see Figure 3.2). The data also show that there has been a decline of enrolments in Field 10 and a steady increase in Field 6.

Partnership patterns

Several patterns in the technikon sector became apparent when analysing the data gathered during the study.

First, the technikons that had partnership agreements with local private institutions offered distance education and off-campus face-to-face tuition. The argument has been made that part of the reason why partnerships developed is that technikons sought to address a demand for education in ways that were non-traditional to the sector – that is, other than face-to-face tuition.

Second, the majority of the technikon sector partnerships were between face-to-face public technikons and face-to-face local private institutions. Specialist Partnerships were the most common (40 per cent), followed by Service Partnerships (30 per cent). However, although there were more Specialist Partnerships, the majority of students were enrolled with Service Partnerships – that is, in partnerships that were between face-to-face public

institutions and distance private institutions. The majority of partnership programmes (70 per cent) were delivered face-to-face. This indicates that, while the majority of partnership students enrolled as distance education students, a large number of partnership programmes offered them a face-to-face component. Distance education was still better able to service large numbers of students, but the demand for face-to-face mediation of distance education was growing and had the potential to be implemented in diverse programmes.

Third, SAQA Field 3 (Business, Commerce, and Management Studies), Field 5 (Education, Training, and Development), Field 6 (Manufacturing, Engineering, and Technology), and Field 10 (Mathematical, Physical, Computer, and Life Sciences) were in great demand in off-campus face-to-face provision, in distance education, and in partnerships. Likewise, SAQA Fields 3, 6, and 10 were in great demand in off-campus face-to-face provision. SAQA Fields 1 (Agriculture and Nature Conservation), 2, 5, 7, 9 (Health Sciences and Social Services), and 11 (Services) barely featured, and Field 8 did not appear at all in off-campus face-to-face provision. SAQA Field 2 (Culture and Arts), Field 7 (Human and Social Studies), Field 8 (Law, Military Science, and Security), and Field 11 (Services) did not feature in distance education mode, with the exception of Technikon SA.

Overall, SAQA Fields 3, 5, and 10 appeared strongly in the partnership programmes, while no partnerships offered Fields 1, 9, 11, and 12. A similar pattern to that of partnership programmes was reflected in technikon sector student enrolments between 1999 and 2002. Therefore, partnerships reflected what was taking place at the technikons with regard to student enrolment patterns.

Finally, there was only one Access Partnership in the technikon sector. In fact, the Access Partnership between Peninsula Technikon and Leaf College was the only technikon sector partnership that offered programmes in SAQA Field 2 (Culture and Arts), Field 4 (Communication Studies and Language), Field 6 (Manufacturing, Engineering, and Technology), Field 7 (Human and Social Studies), and Field 10 (Mathematical, Physical, Computer, and Life Sciences). This was the only not-for-profit partnership.

The rest of the partnerships were all for profit, which suggests that part of the purpose of these partnerships was to make money. Programmes in SAQA Field 6 and Field 10 tend to require costly equipment, and therefore many for-profit private institutions avoid them. The private institutions tended to concentrate in the field of Computer Studies.

The analysis of the number of partnerships and the number and focus of programmes between technikons and private providers has thus revealed empirical trends that begin to explain their existence and appeal. The following chapter will explore trends in the university sector.

4 University sector partnerships

Introduction

Of the 21 universities in the country at the time of the study, eleven (52 per cent) returned the questionnaires. The study examined seven (88 per cent) of the universities that had partnerships with local private institutions (see Appendix 4 for details) – Potchefstroom University for Christian Higher Education (PU), Rand Afrikaans University (RAU), the University of Natal (UN), the University of Port Elizabeth (UPE), the University of Pretoria (UP), the University of South Africa (Unisa), and the University of the Free State (UFS).[19] All but the University of Natal are Historically Afrikaans Universities (HAUs). As a distance education institution, Unisa has a long history of mixed-race student enrolments, but historically its administration has been predominantly white. According to Cloete and Fehnel (2002: 387–91), after 1994, the HAUs mainly fall into the category of domain-enterprise institutions, which introduced market-oriented courses, increased access through modularisation, provided a range of flexible delivery modes, established satellite campuses to deliver courses to 'clients' in the rural and semi-rural areas, and formed partnerships with private colleges for course delivery.

After 1994, the majority of HAUs sought to expand their enrolments, especially targeting black students. Some began to venture into distance education, although they were primarily face-to-face institutions. For example, RAU established the Centre for Distance Education in 1998, Potchefstroom University introduced the Telematic Learning System in 1996 and distance education in 1998, and the University of Pretoria introduced telematic education in 1997 and a virtual campus and distance education in 1999.

There was a total of 50 partnerships in both 2000 and 2002, although some institutions gained partnerships and others lost them during that time.

Student enrolments, 1999–2002

This section focuses briefly on student enrolments for all the universities between 1999 and 2002. Its purpose is to trace possible patterns and trends at the universities which may reflect on partnership agreements with local private institutions. It also examines the strength of the universities in partnerships, with regard to student enrolments and in relation to other universities.

Table 4.1 shows headcount student enrolments of all the universities in the period between 1999 and 2002. Enrolment figures for the University of the North West (UNW) were not available for 1999 and 2000. 'Growth' is the actual number of students gained or lost during the period. The last column of the table shows the percentage growth rate – that is, growth divided by the baseline enrolment (1999).

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19 The University of Stellenbosch was known to have partnerships with at least two private institutions but it did not return the questionnaire, despite several follow-up requests. Therefore, it does not appear in this analysis.

Table 4.1: Headcount student enrolments at the universities between 1999 and 2002

	University	1999	2000	2001	2002	Growth	Percentage growth rate
1	PU	17 367	18 168	23 187	25 442	8 075	46.5%
2	UFS	10 789	12 143	14 032	17 451	6 662	61.7%
3	UN	21 716	23 071	25 936	29 028	7 312	33.7%
4	UP	56 656	59 152	62 342	40 773	-15 883	-28.0%
5	UPE	17 062	22 074	23 313	21 335	4 273	25.0%
6	RAU	19 047	19 767	20 174	22 134	3 087	16.2%
7	Unisa	118 952	115 294	133 555	143 136	24 184	20.3%
8	UCT	16 759	17 456	18 602	19 560	2 801	16.7%
9	UDW	8 083	8 155	8 272	9 251	1 168	14.5%
10	UFH	3 580	4 437	5 731	7 349	3 769	105.3%
11	Medunsa	3 774	3 821	4 041	4 039	265	7.0%
12	Unorth	10 238	8 807	8 455	8 394	-1 844	-18.0%
13	RU	5 532	5 767	6 216	7 425	1 893	34.2%
14	US	18 248	19 479	20 361	21 395	3 147	17.2%
15	UWC	9 453	9 675	10 499	12 729	3 276	34.7%
16	Wits	16 849	18 068	20 339	22 181	5 332	31.6%
17	Zululand	6 192	5 340	6 320	7 400	1 208	19.5%
18	Vista	27 093	22 340	20 442	21 369	-5 724	-21.1%
19	Unitra	4 671	3 883	4 676	4 622	-49	-1.0%
20	UNW	No Stats	No Stats	6 430	7 674	*	*
21	Venda	5 329	5 211	5 955	7 783	2 454	46.0%
Total		397 390	402 108	448 878	460 470	63 080	15.9%

*Note: * Due to absence of 1999 and 2000 enrolment figures for the University of the North West, the calculation of its growth and growth rate for the period 1999—2000 could not be determined. Therefore, the averages and totals for growth and growth rate exclude the institution.*

The first seven universities in the table have partnership agreements with local private institutions. The first six are established face-to-face institutions but offer distance education as well. During the interview phase of the research, Rand Afrikaans University indicated that it had recently terminated its distance education services. The six universities, as well as the University of the Western Cape, also offer off-campus face-to-face tuition. Presentation and analysis of data on the university sector partnerships focuses on the first seven universities in the table. Although the University of Stellenbosch (US)

did not return the questionnaire and thus is not included in this analysis, perhaps, in reading the data of the seven universities, an eye should also be cast on Stellenbosch.

It will be noted in Table 4.1 that, for the four-year period in focus, the seven universities consistently enrolled 65 per cent of all university sector enrolments. Excluding Unisa, the figure averages 34 per cent, which is still high, considering that it is only six universities out of 21. Other universities with large enrolments are the University of Cape Town (UCT), the University of Stellenbosch, the University of the Witwatersrand (Wits), and Vista University. With the exception of the University of Pretoria, the first seven universities listed all had strong growth rates during the four-year period (see Figure 4.1).

Figure 4.1: Student growth rates at universities, 1999–2002
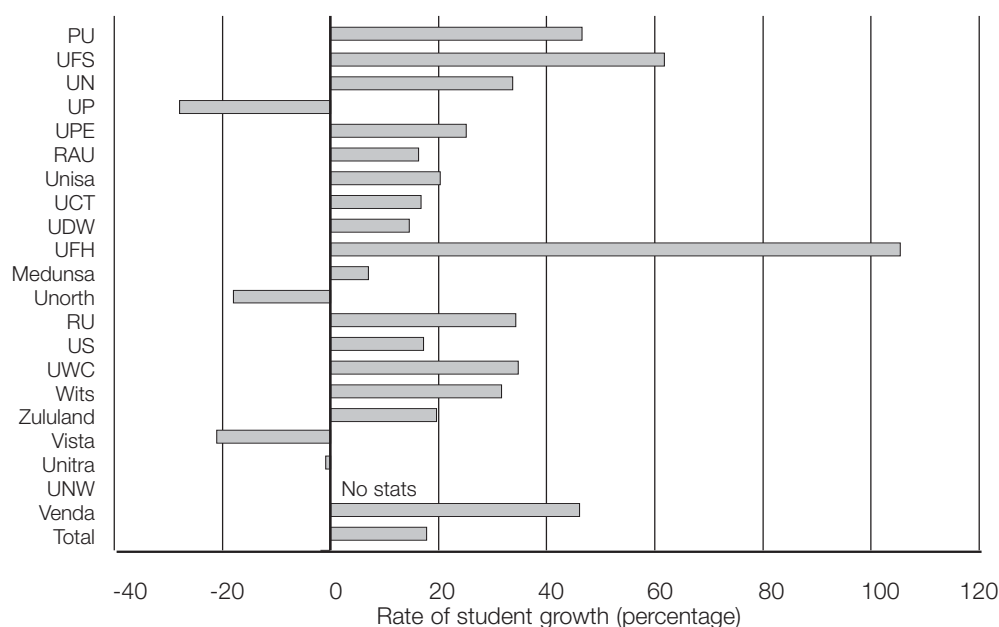
The University of Pretoria had the largest number of partnership enrolments (see Appendix 4). Therefore, its substantial growth in the years up to 2001 could have been inflated by the absolute number of partnership enrolments. The sudden drop in its 2002 enrolments could be due to the process of closing down partnerships. In fact, its partnership agreement with National Private Colleges came to an end in 2002. The only other universities that experienced negative growth rates were the University of the North (Unorth), Vista, and the University of Transkei (Unitra).

The strong growth among six of the first seven universities listed in Table 4.1 may be due to their involvement in distance education, coupled with off-campus provision of face-to-face tuition and partnerships with local private institutions. As in the technikon sector, the number of students enrolled for distance education programmes at the face-to-face universities and in off-campus face-to-face sites is unknown to this study, and therefore a comparison with that of partnerships is not possible.

Provision of distance education by face-to-face universities

Table 4.2 provides information about the face-to-face universities involved in distance education and the SAQA fields of study in which such provision took place. The University of Pretoria offered the highest number (4) of SAQA fields by distance education – Field 3 (Business, Commerce, and Management Studies), Field 5 (Education, Training, and Development), Field 7 (Human and Social Studies), and Field 9 (Health Sciences and Social Services). The University of the Free State offered SAQA Fields 3, 7, and 8 (Law, Military Science, and Security), and the University of Natal offered SAQA Fields 3, 5, and 9. Fields 3, 5, and 9 begin to show prominence.

Table 4.2: SAQA fields offered by distance education at universities

	University					
SAQA field	PU	UFS	UN	UP	UPE	Total
3 Business, commerce, and management studies		Yes	Yes	Yes		3
5 Education, training, and development	Yes		Yes	Yes	Yes	4
6 Manufacturing, engineering, and technology	Yes					1
7 Human and social studies		Yes		Yes		2
8 Law, military science, and security		Yes				1
9 Health sciences and social services			Yes	Yes	Yes	3
Total	2	3	3	4	2	14

Provision of off-campus face-to-face tuition

A number of residential universities offered off-campus face-to-face tuition in various types of premises across the country. For example, UWC and six of the nine face-to-face universities that returned questionnaires offered off-campus face-to-face tuition – the same six residential universities that offered distance education. Overall, there were 35 cases of off-campus face-to-face tuition provision among the six universities. Significantly, in all cases (except Potchefstroom University), off-campus face-to-face tuition was offered in hired premises. Potchefstroom operated in both hired and own premises in three provinces. The hired premises were located far from the main campuses.[20]

The universities' off-campus sites were spread across the provinces. All six universities (that is, excluding Unisa) had a presence of off-campus sites in the Eastern Cape. With the exception of the University of Port Elizabeth, all the other universities had their main campuses outside the provinces in which they offered off-campus tuition. That is, the

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20 Information on actual distance was not asked. 'Nearby' was assumed to mean a radius of less than 50 kilometres (or less than an hour's drive) in urban areas and half that distance in rural areas.

University of Port Elizabeth was the only university among the six that operated its off-campus face-to-face provision only in its home province. KwaZulu-Natal and Western Cape followed with five universities operating in each province. Notably, Limpopo, Mpumalanga, and North West had the least number of universities providing off-campus tuition, with only two universities in each.

Potchefstroom University had the highest number (9) of off-campus face-to-face provision sites, spread across all nine provinces. Most of its tuition sites were hired, except for Gauteng and Northern Cape, where it used own premises alongside hired ones. The University of Pretoria followed with off-campus face-to-face provision in eight provinces (all except Northern Cape), all of which took place in hired premises. The University of the Free State had six off-campus face-to-face operations in Eastern Cape, Free State, KwaZulu-Natal, Northern Cape, and Western Cape, all in hired premises.

Seventeen different learning programmes were offered by the six universities at their off-campus face-to-face sites. The majority of learning programmes were in SAQA Field 3 (Business, Commerce, and Management Studies), Field 5 (Education, Training, and Development) (which was offered by all the universities), and Field 9 (Health Sciences and Social Services). Once more, these three SAQA fields are prominent, as they were in the distance education provision of the six universities.

Local private institutions in partnership with the universities

There were 48 local private institutions (with 50 partnership agreements – Damelin and NPC had two contracts each) in partnership with seven universities (PU, UFS, UN, UP, UPE, RAU, and Unisa; see Appendix 4). The number of local private institutions reported in 2002 was less than that reported in 2000 – by two institutions. In fact, the number of partnerships for 2002 would have been the same as for 2000 had all the universities which were known to have partnerships with local private institutions responded.

Among the local private institutions that had partnerships with the seven universities, Thusano School of Public Health is a unique case. The school was formed by a consortium of five public universities and registered as a Section 21 (not-for-profit) company. The five universities involved were University of the North, Potchefstroom University, University of Pretoria, University of Venda, and University of the Witwatersrand. Only Potchefstroom reported the institution in the context of public–private partnerships. The details of this partnership are included in the analysis, even though sometimes some of its information does not conform to that of other partnerships.

Figure 4.2 summarises the types of partnership between the private partner institutions and the universities, according to the typology developed in Chapter 2. Specialist Partnerships were in the majority, with 22 private partner institutions (46 per cent of all university sector partnerships). Comprehensive Partnerships were next, with ten private partner institutions (21 per cent), then both Service and Access Partnerships with six private partner institutions (13 per cent) each. Thus, the majority of local private institutions in partnership with the universities specialise in one or two fields of study. Moreover, Specialist, Comprehensive, and Service Partnerships – 38 private partner

institutions (79 per cent) – comprised partnerships with for-profit private institutions (see Appendix 2).

Figure 4.2: Types of private institution in partnerships with universities
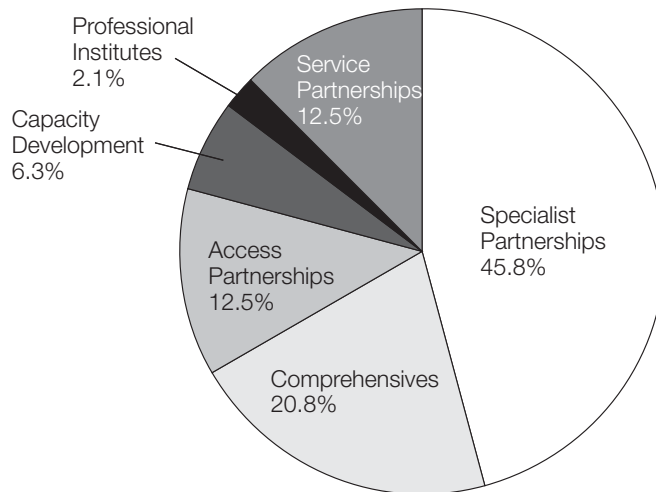
In other words, face-to-face private partner institutions comprise approximately 85 per cent of all local private institutions in partnership with the universities; these include Specialist, Comprehensive, Access, and Capacity Development Partnerships. It can be deduced, therefore, that the majority of partnership students in university sector partnerships, who are mainly distance education students of public partner institutions, require face-to-face contact tuition.

University sector partnership learning programmes

There were 128 learning programmes offered in the partnerships between the seven universities and 48 local private institutions. However, this study could not secure details of all the learning programmes.[21] Notably, details of six programmes were not supplied in the questionnaire. Therefore, the study will refer to between 122 and 128 partnership programmes, depending on the issue in focus and the available data.

Of the 128 university sector partnership programmes, Unisa partnerships had the highest number of learning programmes with 98 (77 per cent), then the University of the Free State with seventeen (13 per cent), and the University of Pretoria with six (5 per cent). The rest (5 per cent) go to Rand Afrikaans University, the University of Natal, Potchefstroom University, and the University of Port Elizabeth.

The sub-section below focuses on the manner in which the partnership programmes were offered within the agreements.

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21 Details of learning programmes between Unisa and Damelin could not be secured. This was partly due to the agreement ending in December 2002. Nevertheless, this information would still be relevant because the study focused on agreements as they existed in the course of the 2002 academic year.

Duration and modes of programme delivery and study

Of the 128 university sector partnership programmes, 56 (44 per cent) were full-time programmes, ten (8 per cent) were part time, and 61 (48 per cent) were mixed mode (both full time and part time). Full-time programmes were mainly available in Comprehensive Partnerships (34) and Specialist Partnerships (18), while the majority of mixed programme offerings (31) were in Specialist Partnerships. These permutations are a reflection of students' preferences, which are mainly influenced by their social circumstances rather than by the learning programmes themselves. That is, student preferences dictate or influence the manner in which partnership programmes are made available.

One of the implications of registering in part-time programmes is that they take longer to complete than full-time programmes. Some partnership programmes can be registered for a period of 48 to 60 months (four to five years); if they were full-time programmes, they would take 24 to 36 months to complete.

Almost all partnership programmes (82 per cent) that had a duration of 48 to 60 months were offered by Service Partnerships. This is where the bulk of partnership student enrolments were, as will be seen in the discussion below and in the next chapter.

The biggest group of the university sector partnership programmes were offered over a 36-month period; these comprised 52 (41 per cent) partnership programmes. Almost half (24) of these three-year programmes were offered in Comprehensive Partnerships. This was not surprising, because these private institutions aspire to offer a campus environment and invest in physical facilities to achieve that goal.

The next biggest group – 34 programmes (27 per cent) – comprised partnership programmes offered over twelve months. Nearly three quarters of these – 25 programmes – were offered in Specialist Partnerships which, by definition, target shorter programmes because they do not have resources to sustain longer ones.

Table 4.3 cross-tabulates university sector partnership programmes by mode of delivery and by types of partnership. Of the 128 programmes, 98 (77 per cent) were delivered face-to-face, eight (6 per cent) by distance, and 22 (17 per cent) by mixed mode. This distribution is in line with the majority types of partnership, which are meant to offer face-to-face tuition and include Specialist, Comprehensive, Access, and Capacity Development Partnerships (see also Figure 4.2).

Table 4.3: Mode of delivery of university sector partnership programmes by type of partnership

Mode of delivery	Univer-sities	Typology						Total
		Compre-hensive	Access	Capacity develop-ment	Profess-ional institutes	Service	Specialist	
Face-to-Face	RAU	1						1
	UN		1	1				2
	Unisa	40	5				50	95
	Total	41	6	1	0	0	50	98
Distance	UP					6		6
	Unisa				1	1		2
	Total	0	0	0	1	7	0	8
Mixed	PU			2				2
	RAU					1	1	2
	UFS					17		17
	Unisa		1					1
	Total	0	1	2	0	18	1	22
Grand total		41	7	3	1	25	51	128

Even though the University of Pretoria partnership programmes were offered by distance education, the university also provided some face-to-face tutorial support over very short periods. However, the 'block releases', as they are generally called, cannot be counted as face-to-face tuition provision but rather as a form of acknowledgement that there is a need for face-to-face contact in distance education. Thus, the university's partnership programmes have aspects of the mixed mode of delivery, although they are categorised as distance delivery because they were offered, and could be sustained, as distance education programmes. Therefore, possibly, the only truly distance education programmes were those offered in the Professional Institutes Partnership between Unisa and the South African Institute of Management (SAIM), and between Unisa and University Services South Africa (USSA). In the former, Unisa was the franchisee of SAIM's programmes; in the latter, USSA organised tutorials for Unisa students registered for a subject in bookkeeping but was not involved in the actual tutoring.

Programmes offered through mixed delivery mode were more distance than face-to-face provision. That is, they were designed to be stand-alone distance education programmes rather than face-to-face tuition programmes. The difference between face-to-face and mixed modes of delivery lies in the degree of face-to-face contact between students and lecturers or tutors. In the mixed mode, the contact is relatively short compared to purely face-to-face delivery. Mixed mode of delivery is an indication that the demand for face-to-face tuition exists for programmes that would otherwise be offered through

correspondence, which is traditionally characterised by no face-to-face contact at all. It will be noted from Table 4.3 that almost all distance education was offered through Service Partnerships, which only feature when there is distance education, very much in line with their definition.

NQF levels and qualifications

Figure 4.3 shows the proportion of the various qualifications offered through university sector partnerships. The majority of partnership programmes were offered as bachelor's degree programmes or as leading towards a bachelor's degree qualification; this constituted 59 of 127 partnership programmes (46 per cent).[22] Twenty-four (19 per cent) programmes were offered as certificate qualifications and sixteen (13 per cent) as diploma qualifications. It emerged during interviews, however, that some certificates and diplomas served as credits towards bachelor's degrees and therefore were not fully-fledged qualifications by themselves. Thus, the bachelor's degree qualifications offered in university sector partnerships are probably higher than shown in the figure.

Figure 4.3: Distribution of university sector partnership programmes by qualification type

(n=127)
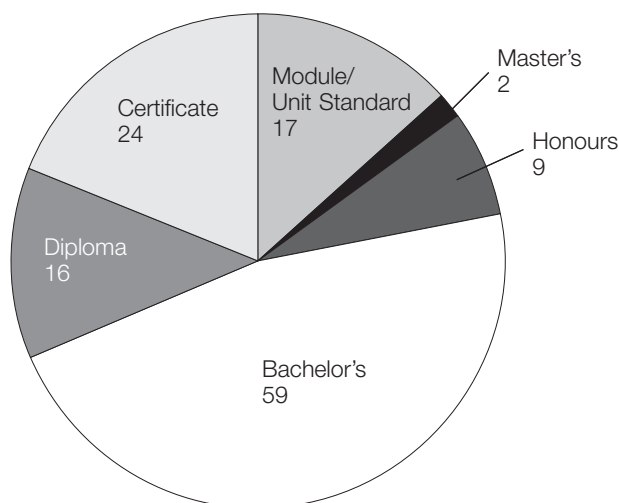
A surprising appearance in the partnership qualifications was that of modules and unit standards. SAQA defines a unit standard as 'a set of registered statements of desired education competence' or 'an end-statement of the achievement of a certain competence as well as being a building block for possible qualifications' (SAQA 1999: 11, 20). In other words, unit standards are not qualifications by themselves. Up to eighteen unit standards/modules (14 per cent of 127 programmes) were offered in certain partnerships. The agreement in terms of articulation and progression after completion of these 'qualifications' is not clear. Some, as the definition suggests, are used as building blocks for diplomas and/or bachelor's degrees.

Table 4.4 shows the distribution of partnership qualifications by the six universities (excluding UPE, which did not provide the relevant information). The majority of

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22 The University of Port Elizabeth did not provide details of its relevant partnership programme.

programmes (97) were offered in the Unisa partnerships, most of which were towards bachelor's degree qualifications. In fact, Unisa had 41 of the 59 bachelor's degree programmes.

Table 4.4: Distribution of partnership qualifications by university

		Universities						Total
		PU	RAU	UFS	UN	Unisa	UP	
Qualifications	Certificate	1	1	0	0	22	0	24
	Diploma	0	1	1	0	11	3	16
	Bachelor's degree	0	0	15	1	41	2	59
	Honours degree	0	0	0	1	7	1	9
	Master's degree	1	0	1	0	0	0	2
	Module/Unit std	0	1	0	0	16	0	17
Total		**2**	**3**	**17**	**2**	**97**	**6**	**127**

It was also notable that there were relatively few – only eleven (9 per cent) – senior degree programmes (nine honours and two master's). No doctoral degrees were offered in the partnerships. This is testimony to the fact that private sector institutions are not yet equipped to support senior degree programmes. Besides, their niche area is at the lower levels of the higher education and training band (see Appendix 6).

Almost all the senior qualifications were offered in Comprehensive, Capacity Development, and Service Partnerships. This is consistent with the types of function performed by these types of partnership. For instance, Comprehensive Partnerships provide a higher education institutional set-up, and therefore make every effort to meet the standards set by public universities; hence they attempt a few senior degrees. With the support of the public partner institutions, Capacity Development Partnerships were also able to venture into a few senior degrees. As for Service Partnerships, they did not have to deal with the actual teaching or lecturing but only with administration and infrastructure; hence they could support any level of qualification. Four honours programmes were offered in a Specialist Partnership. Most programmes (22) leading to a bachelor's degree were offered in Comprehensive Partnerships, followed by Service Partnerships (17) and Specialist Partnerships (17). Specialist Partnerships featured prominently in the offering of certificate programmes, with sixteen programmes.

Partnerships that had an element of nurturing and development – Access Partnerships and Capacity Development Partnerships – accounted for a very small portion of partnership programmes. They had a combined total of only ten programmes (8 per cent), and enrolled the lowest number of partnership students.

SAQA fields of study

Figure 4.4 shows the distribution of university sector partnership programmes by SAQA fields of study. SAQA Field 3 (Business, Commerce, and Management Studies) was the most common with 72 (57 per cent) partnership programmes. The second highest number belonged to SAQA Field 5 (Education, Training, and Development) and Field 7 (Human and Social Studies) with fifteen partnership programmes (12 per cent) each. Other SAQA fields that featured were Field 10 (Physical, Mathematical, Computer, and Life Sciences) with ten programmes (8 per cent), Field 8 (Law, Military Science, and Security) with nine programmes (7 per cent), Field 9 (Health Sciences and Social Services) with four programmes (3 per cent), and Field 4 (Communication Studies and Language) with two programmes (2 per cent). SAQA Field 1 (Agriculture and Nature Conservation), Field 2 (Culture and Arts), Field 6 (Manufacturing, Engineering, and Technology), Field 11 (Services), and Field 12 (Physical Planning and Construction) had no partnership programmes at all.

Figure 4.4: Distribution of university sector partnership programmes by SAQA field

(n=127)
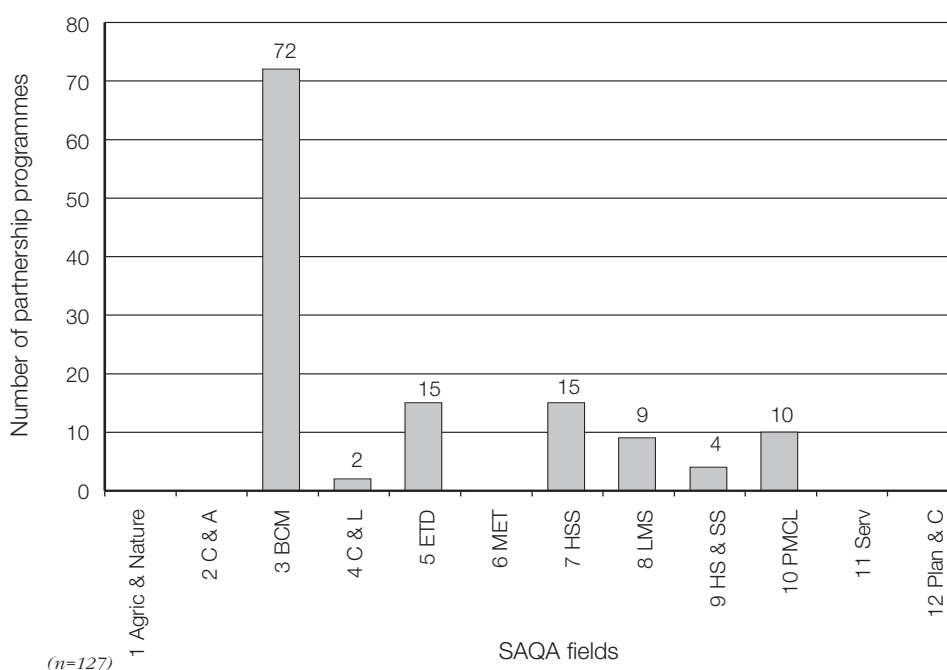
Excluding SAQA Field 3, there were 55 other partnership programmes out of 128 (43 per cent) spread over six different fields of study. In Sciences, Engineering, and Technology, there were partnership programmes only in Field 10, and those were Computer Studies.

SAQA Field 3 seemed to be in greater demand than other fields of study. The majority of Field 3 programmes (30 programmes) were offered by Specialist Partnerships. Just over half (17 programmes) led to bachelor's degrees. Twenty field 3 programmes were offered in Comprehensive Partnerships. Service Partnerships also showed dominance in SAQA Field 3, with sixteen out of 25 programmes that the group offered. Ten Specialist Partnership programmes were in SAQA Field 5 (Education, Training, and Development) and six in Field 10 (Physical, Mathematical, Computer, and Life Sciences).

Almost all partnership programmes offered in Access Partnerships were in SAQA Field 7 (Human and Social Studies); the only exception was a module/unit standard offered in Field 3. This is not surprising, considering that half of Access Partnerships in the university sector comprised religious private partner institutions. Since Access Partnerships were not for profit, they did not necessarily target programmes perceived to be financially lucrative. Similarly, Capacity Development Partnerships only featured in SAQA Field 9 (Health Sciences and Social Services). This field is also less commercialised with respect to partnership learning and education.

Considering the information presented above regarding SAQA fields of study, it is compelling to compare student enrolment patterns at the universities themselves. Figure 4.5 shows student enrolments at the universities between 1999 and 2002 by SAQA field (see Appendix 7 for conversions from the Department of Education's 22 CESM categories to the twelve SAQA fields).

Figure 4.5: Student enrolments at universities by SAQA field, 1999–2002
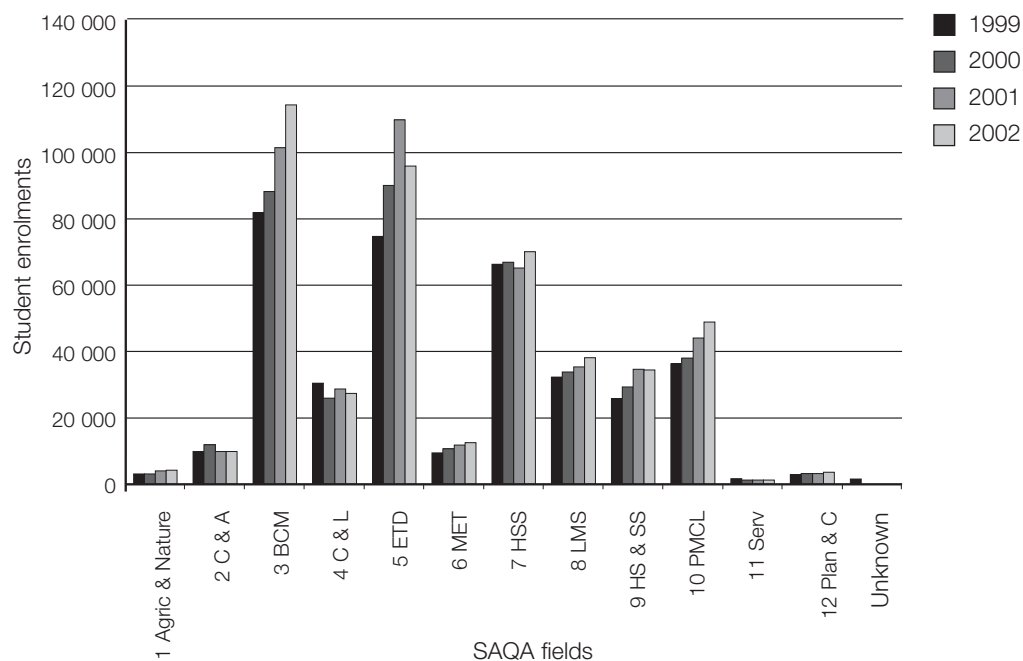
During the 1999 to 2002 period, most university students enrolled in Field 3 (Business, Commerce, and Management Studies), Field 5 (Education, Training, and Development) and Field 7 (Human and Social Studies). This pattern is similar to that of distance education offered by face-to-face universities, off-campus face-to-face provision, and, especially, that of partnership programmes. In a way, Figure 4.5 corroborates the pattern of partnership programmes.

Observations

A pattern with regard to 'non-traditional' provision of education by the universities that had partnerships with local private institutions can be seen developing, even before analysing the partnership programmes in depth. Distance education and off-campus provision offered by face-to-face institutions begin to show similar patterns of partnership programmes, as was revealed to be the case in the technikon sector partnerships. Both distance and face-to-face institutions made use of local private institutions to offer face-to-face supported distance education.

As in the technikon sector partnerships, SAQA Field 3 (Business, Commerce, and Management Studies) and Field 5 (Education, Training, and Development) dominated partnership programmes. There was also a conspicuous presence of SAQA Field 7 (Human and Social Studies) programmes. These were largely offered by Specialist Partnerships. They also tended to be programmes leading to bachelor's degrees, diplomas, and certificates respectively, and were predominantly Unisa qualifications. There were very few senior degrees, an indication that private partners were not yet capable of supporting post-graduate studies.

It has been noted above that the University of Pretoria had the highest number of partnership enrolments in the university sector. The same university suffered a significant decline in overall student enrolments between 2001 and 2002, evidently due to the winding down of some partnership agreements which had boosted its overall enrolment figures. This university was one of the institutions that had a small number of partnership learning programmes but a large number of enrolments. The following chapter will analyse and interrogate patterns in student enrolment in greater detail, to give contours to the partnership landscape.

5 Partnership student enrolments
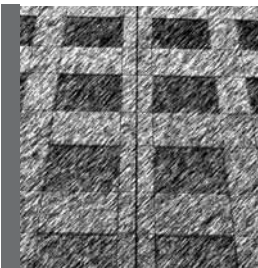
Introduction

Chapters 3 and 4 suggested that there was a demand for face-to-face mediated distance education programmes. This chapter shifts the focus from partnership programmes to student enrolments. Whereas the majority of programmes in public–private partnerships are founded on the demand for mediated distance education provision (through the offering of face-to-face tuition by private HE institutions), the vast majority of student enrolments in these partnerships fall within a few very large distance education programmes offered by the traditional public contact institutions. Two public institutions in fact dominate here – the University of Pretoria and the former Pretoria Technikon. The form of provision under focus here shifts from 'the mediation of distance education provision' to 'offering certain logistical and administrative services' necessary for the effective provisioning of distance education on a large scale. Much of this provision is in the form of Further Diplomas in Education, and it arises because of the pressure on the public HE institutions to generate new forms of income and hence new markets for student enrolment, even if they fall outside of the traditional 'contact tuition' focus of public providers. Given their inexperience in this regard, they then require the services of private HE institutions to assist with the daunting logistical and administrative demands of this new function. Of course, the demand for qualifications for upward mobility and credentialism exist and partnerships partly fulfil this need (see Kruss, 2004).

Understanding the scale of these two forms of provision is critical in our attempts to analyse public–private partnerships in higher education. The vast majority of students – 86 per cent – fall within the distance education category as described above. They were enrolled for a few large distance education programmes in education. In contrast, a minority of students were enrolled for the more diverse set of programmes (the first category of provision), offered through distance education provision at public institutions and mediated by private institutional face-to-face tuition.

Data problems

However, the chapter must of necessity begin with a discussion of data sources. There is either poor record keeping with regard to partnership enrolments, or institutions are reluctant to divulge information. Information on student enrolments was unavailable in some instances, and, in others, it was provided in a format different to that which was requested. As a result, there were many gaps in the data, and its reliability is not assured.

Public institutions were requested to supply data for the number of students enrolled per partnership programme. In the cases where enrolment figures were not supplied, institutions were asked during follow-up interviews to give estimates. In some institutions, information could simply not be obtained. Although there were missing statistics, it is believed, based on estimations, that the missing figures were in the tens and not the hundreds or thousands. There is also a problem with the reliability of the figures provided. Incomplete data from public institutions implies that enrolment figures by type of partnership may be inaccurate or skewed.

Institutions were also requested to supply partnership enrolment figures by programme and SAQA field of study. For some public institutions, this breakdown was nearly

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impossible because there were many partnership programmes involved. Instead, they chose to provide an overall figure, sometimes per partnership and sometimes for all the partnerships of the public institution.

Despite these problems, this chapter attempts to give as complete a picture as possible of patterns of student enrolment in the different types of partnership, and to explore the trends that can be seen developing.

The relevance and reliability of data reported in this chapter also rely on corroborative trends related to the previous two chapters, which have begun to show the different types of service and emphasis that the partnerships provide.

Partnership enrolments per public institution

In 2002, there were 55 885 partnership students.[23] It was not possible to convert this figure to a full-time equivalent (FTE). Such a conversion would certainly result in relatively small partnership enrolments compared to the FTE of overall higher education enrolments. Mainly, such reduction would be due to the large number of partnership students registered part time and therefore taking longer to complete a qualification.

Technikon sector partnership enrolments were 13 510 by headcount, or 24 per cent of the overall partnership enrolments (that is, at both universities and technikons). Among the technikons, Pretoria Technikon had the largest number of partnership enrolments – 12 000 or 89 per cent of the technikon sector (see Appendix 3). It had resources and an organised distance education system, which the partnerships partly supported. It was distantly followed by Technikon SA, with 1 500 or 11 per cent of technikon sector partnership enrolments. Both institutions had the same number (three) of partnership agreements with local private institutions. Port Elizabeth Technikon reported the lowest number of partnership enrolments – only ten students. This was probably due to the specialty nature of the programme that was offered in the partnership, which focused on fire services.

University sector partnerships had a combined total of 42 375 headcount enrolments – 76 per cent of overall technikon and university partnership students reported for 2002. The University of Pretoria had the greatest number of enrolments, approximately 28 552 partnership students (67 per cent of the university sector partnership enrolments and 51 per cent of all partnership enrolments). All these students were in Service Partnerships. The students were registered through distance education, and the only face-to-face contact they had with lecturers was over a two-week period per six-month module. All the students studied Education, suggesting that they were educators upgrading their qualifications.

Figure 5.1 shows the proportion by percentage of partnership students per public partner institution.

23 From a study of 86 registered private institutions in 2001, Subotzky (2003: 421) found that there were   55 428 partnership students, of which 43 267 were certificated by local public institutions.

Figure 5.1: Approximate percentage of partnership enrolments per public partner institution
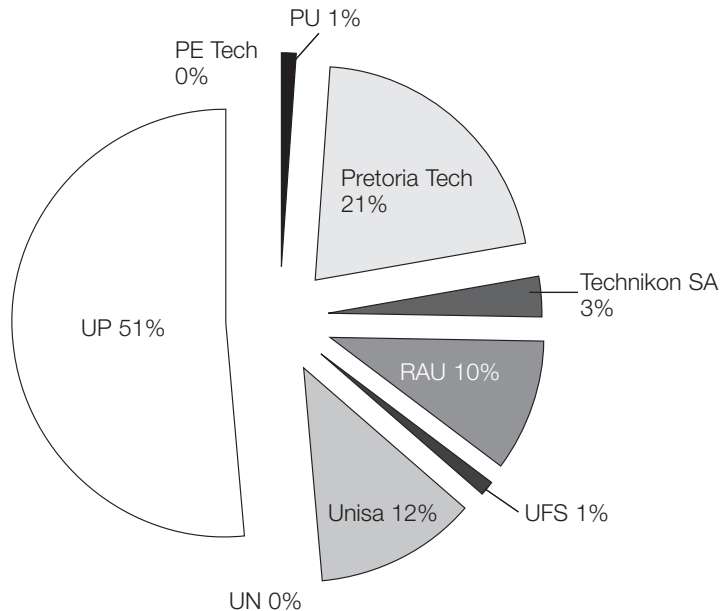
Cape Technikon and Peninsula Technikon could not provide their partnership enrolment figures, hence they do not appear in the figure. In the case of the University of Port Elizabeth, there were no regular partnership students. Given the nature of its agreement, which was a Capacity Development Partnership, the university trained the personnel of the private partner. The arrangement was that senior UPE students in Nursing (and other relevant courses) could do their studies within the partnership. The partnership also focused on the development of expertise and academic capacity of the personnel of the private partner institution.

The majority of partnership students at the nine universities for which figures were available were enrolled with public face-to-face institutions. Only Unisa (with 7 000 students) and Technikon SA (with 1 500 students) are traditional distance education institutions. The majority of programmes in these partnerships were delivered face-to-face, whereas the overwhelming majority of students studied by distance education mode, with short face-to-face periods, as was the case with the University of Pretoria partnership. More precisely, 86 per cent of partnership students studied by distance education mode, while only 14 per cent studied by face-to-face mode provided by private partner institutions.

Figure 5.2 shows enrolments by types of partnership. No enrolment figures were reported for the only Professional Institutes Partnership (between Unisa and SAIM); hence the partnership does not appear in the figure. Most students in Service Partnerships were registered with the University of Pretoria and Technikon Pretoria, and relatively few with Potchefstroom University and the University of the Free State.

Figure 5.2: Partnership enrolments by partnership type
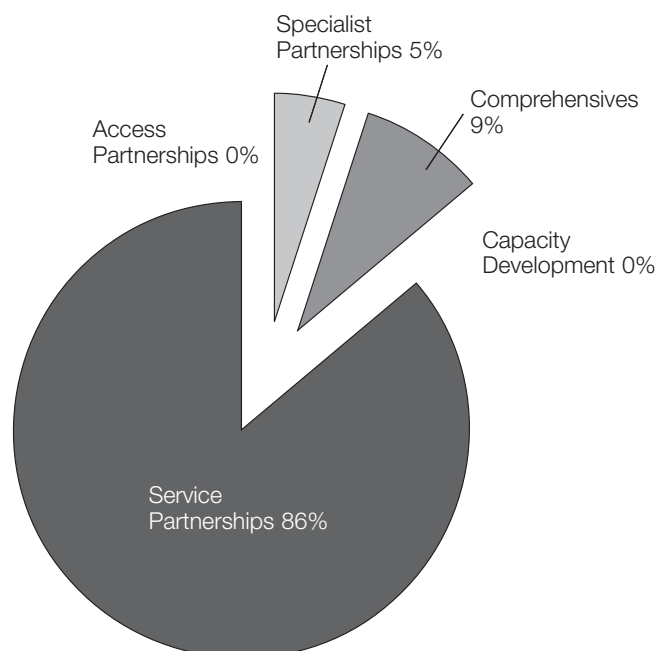
This skewed distribution of enrolments by partnership type means that, despite many programmes being delivered face-to-face, the majority of students in public–private partnerships were enrolled in distance education. Insufficient research has been done to identify all the factors underpinning these developments, but it is clear that these partnership forms of provision are undercutting the operations of institutions traditionally operating in the field of distance education provision. The demands for distance education are clearly exceeding what traditional distance education institutions can provide. The traditional public face-to-face institutions that have ventured into this field are now filling that gap.

A key causal determinant of these enrolment patterns is that the two types of partnership provision – face-to-face mediated education (provided to 14 per cent of students) and conventional distance education (provided to 86 per cent of students) – recruit from different student markets. The first typology comprises largely young urban students who are not employed and are able to attend full-time face-to-face tuition, whereas the second typology is composed largely of educators who are employed full time and are mature-age students, distributed geographically across the country, and who can access continuing education only through conventional distance education methods.

Of the combined total of 178 partnership programmes – 50 in the technikon sector and 128 in the university sector – only 41 (16 from the technikon sector and 25 from the university sector) were offered in Service Partnerships. These programmes were mainly in SAQA Field 3 (Business, Commerce, and Management Studies – 16 programmes), Field 5 (Education, Training, and Development – 10 programmes) and Field 10 (Mathematical, Physical, Computer, and Life Sciences – 10 programmes). The ten programmes offered in SAQA Field 5 were distance education offerings at the University of Pretoria,

Potchefstroom University, the University of the Free State, and Technikon Pretoria – aimed largely at teachers upgrading their qualifications.

In contrast, the majority of students who were taught face-to-face (mediating the provision of distance education from public institutions) were enrolled in SAQA Field 3 and Field 10. Students enrolled in these fields were mainly school leavers, and therefore young adults, some of whom were not employed but studying full time. Indeed, this was the target group of many of the face-to-face private institutions.

A worrying factor regarding quality of learning in private partner institutions is that few were accredited by the Council on Higher Education and registered with the Department of Education. Only thirteen of the 55 partnership institutions were registered with the Department in 2002. Those registered were Comprehensive Partnerships (with nine private partner institutions), followed by Service Partnerships (with three institutions), and Specialist Partnerships (with one institution). There were no quality-accounting procedures for the non-registered private partner institutions. The quality of delivery of such partnership programmes was solely dependent on the institutions involved in partnership.

It could be said that Service Partnerships provide access to higher education because they are able to cover a wide area and a large number of students. However, the fact that they are for-profit institutions brings into question their motive for involvement in the delivery of education. Service Partnerships do not engage with text and curriculum issues and therefore cannot engage with the quality of the materials whose provision they facilitate. This strongly adds to the case that their aim is to generate profit and not to engage in the development of learning. Therefore, Service Partnerships are not necessarily interested in providing access to higher education, although large numbers of distance education enrolments may translate into more business and higher profits. Indeed, the services of Service Partnerships benefited public partner institutions as well, in that the public partner institutions were able to cover a wider spectrum of students. This translated into more revenue in the form of tuition fees.

Overview

According to De Boer et al. (2002: 25), 'Despite the support for ICT [information communication technology] in higher education, most analysts agree that the traditional pattern of face-to-face teaching and learning will continue to exist'. In both the technikon and university sector partnerships, the majority of learning programmes were delivered face-to-face, followed by mixed mode, and then distance education mode. Despite the fact that the majority of students were registered for distance education mode, face-to-face provision offered more diversity in terms of learning programmes. Furthermore, some programmes offered by distance were also supported by face-to-face provision, albeit to differing degrees. Some face-to-face contact was so short that the programmes might as well be regarded as distance education programmes. Students registered with distance education institutions sought face-to-face support at private institutions, hence the public–private partnerships. Judging by off-campus provision and the number of private institutions, the demand for face-to-face tuition support appears to be growing.

Partnership student enrolment followed the same pattern of enrolment as at the universities, to a greater extent than in the enrolment pattern at the technikons. This is not surprising, considering that there were more partnership programmes (128) in the university sector than in the technikon sector (50). Moreover, university sector partnership students comprised three quarters (42 375 students) of partnership enrolments. For instance, university enrolments between 1999 and 2002 show that SAQA Fields 3 (Business, Commerce, and Management Studies), 5 (Education, Training, and Development), 7 (Human and Social Studies), 8 (Law, Military Science, and Security), 9 (Health Sciences and Social Services), and 10 (Physical, Mathematical, Computer, and Life Sciences) had more student enrolments than other fields of study. University sector partnership programmes were prominent in the same fields. The technikon sector partnership programmes appeared strongly in only SAQA Fields 3 and 10.

Judging by the enrolment patterns presented above, with regard to fields of study, the majority of partnership students were educators. This suggests that there was (and perhaps still is) a large demand for programmes that upgrade the qualifications of educators. Distance education addresses their needs in that they do not have to leave their workplaces. Face-to-face public institutions attempt to meet this demand through the provision of distance education, and they partner with private institutions with greater experience in distance education in order to facilitate the provision and efficient administration of the required new infrastructure.

The following chapter delves deeper into the perceived roles and responsibilities of public and private partner institutions, in order to provide a more systematic basis for understanding these trends in enrolment.

6 Partner roles and responsibilities

Introduction

The analysis of partnership programmes in the previous chapters has suggested a trend towards distance education programmes mediated by face-to-face contact, in a limited number of fields and with a concentration at NQF levels 5 and 6. These trends help to explain why partnerships arose rapidly on the scale that has been seen. However, further explanation is needed as to why public and private institutions chose to enter into partnership to address this demand. This chapter will contribute to that explanation.

This chapter profiles the partnership agreements and describes the scope, functions, and apportionment of responsibilities between partner institutions. Such a discussion will of necessity be preceded by an examination of the criteria used by institutions to select their partners. Understanding the role and responsibility of each institution in the partnership will illuminate the nature of the partnership and the reason for its existence.

Unlike the approach in the preceding chapters, the demarcation in this chapter is not according to the binary division of technikons and universities. The purpose of that demarcation has been served, and there is no need to continue with it. In this chapter, the presentation follows the public–private divide.

Criteria used to select partner institutions

Almost always, private institutions approach public institutions for partnership agreements. Some public institutions had criteria that were customised (rather than standardised) for each partnership. According to Lewis (2000: 260), this is a characteristic of 'active' partnerships. Other institutions, including Unisa, which had the largest number of partnerships, had criteria that were set in advance, and approaching private institutions had to comply with them. Typically, this approach is characteristic of 'dependent' partnerships, which use blueprints and rigid assumptions about 'comparative advantages' instead of negotiated roles and adaptation according to context (Lewis 200: 160). Such dependent partnerships are not ideal because they tend to treat all partnerships the same, whereas the changing environment and student needs/demands should influence the nature and character of a partnership.

The most common criteria used by public institutions included the following requirements for private institutions:
- experience;
- good quality facilities and facilitators to support students;
- good networks, access to potential students, and marketing capacity;
- good infrastructure;
- sustainability and stability; and
- accreditation and registration.

The criterion of accreditation and registration appeared to be the most ignored and gave rise to diverse interpretations. The application of this criterion by public partner institutions was inconsistent and vague. For instance, one institution specified that it 'requires potential partners to have credibility' but did not explain what that meant or how it was measured. Some institutions made use of accreditation and registration

services by agencies other than the Council on Higher Education as a measure of reliability and quality assurance.

The report's analysis of criteria used was not based on the frequency of responses but on which ones were favoured and for what reasons, and which ones made sense for particular types of partnership. For instance, the criterion of infrastructure was favoured more in partnerships that involved face-to-face public institutions that were venturing into distance education. This is because provision of distance education requires infrastructure. Some interviews with personnel from public institutions confirmed this view:

> We are responsible for all the academic work but [private institutions] market it to the students. They get the students anywhere they are and we send them the study material, but we do all the academic work

> My own assessment from far is that the combined efforts of [my institution] and [the distance education provider] w[ere] actually to the advantage of students, because they got the academic infrastructure from us and the administration infrastructure from [the provider].

The importance of networking was understandable for two reasons. First, both public and private institutions that entered into partnerships needed students in order to sustain those partnerships. Therefore, it was important that private institutions had the ability to network in order to attract students. Second, the majority of the partnerships were set up as business arrangements, especially on the part of private partner institutions. Thus, the latter were pressured to show growth, make a profit for themselves, and be able to finance their contracts with public partners. As confirmed by an interviewee, the first consideration for entering into a partnership for his institution would be money:

> How much will be coming in and how much will be going out then, I could look at what can [private institutions] offer us as far as penetrating the market is concerned.

It therefore became incumbent upon private partner institutions to invest in networking and marketing of their services so that they could attract more 'business' in the form of students. The aspect of profiteering was, however, treated as taboo by public institutions because it sounded unethical to be making financial gains from what was perceived as a public good, that is, education. (Nevertheless, note the element of networking and business language – 'penetrating the market' – that is used by the public institution interviewee in the previous quotation.)

The criterion of 'sustainability and stability' confirmed that the majority of the partnerships were being run as business arrangements. All the public institutions alluded to the fact that private partner institutions should be viable businesses. Some public institutions went to the extent of requiring 'business plans' from private institutions. This was driven by a desire to ensure that private partner institutions were going concerns and were able to generate money.

Equity and the provision of alternative access to higher education as criteria for selecting partners were mentioned least often. A few institutions did say that it was their intention to broaden access to higher education. The low number of Access Partnerships bears

testimony to this lack of commitment to excess demand absorption. That is, as much as there were some institutions that claimed to be entering into partnerships as a form of making higher education accessible, their actual activities and commitments did not confirm this stated objective.

Roles and responsibilities

General responsibilities

In the majority of partnerships (37 of the 58), public partner institutions regarded private partner institutions as 'higher education institutions'. Whether or not this was a way of legitimising and elevating the status of partnerships is not clear. The fact is that the majority of private partner institutions were (and still are) not registered with the Department of Education, and therefore, strictly speaking, it would be misleading to refer to them as higher education institutions. Only the thirteen registered private institutions had the right to be called private 'higher' education institutions, for it is institutions that are 'registered or provisionally registered' as private higher education institutions that are included in the definition of a higher education institution in the Higher Education Act (Republic of South Africa 1997: A-759).

From the responses to a question on the way in which public institutions regarded their private partner institutions, it would be expected that the roles and responsibilities they shared would reflect the perceived equal status between public and private institutions. Thus, private partner institutions would be expected to have more substantial roles than those of 'agents', for instance. This is because an agent performs advocacy duties on behalf of the parent body, which in this case is the institution of higher learning.

Only one partnership agreement out of the 58 included the responsibility for research on the part of a private partner institution, and that was in an Access Partnership. Most partnership agreements required private partner institutions to focus on 'teaching/ lecturing', 'marketing of partnership programmes', and 'facilitation of learning'. Very few private partner institutions were involved in 'staff development', 'strategic planning of learning programmes', 'development of learning programmes', and 'planning and development of the private partner'. This suggests that many private partner institutions were not engaged in the construction of learning materials and knowledge production, and neither were they assisted to develop their own materials. Therefore, even though many private partner institutions were regarded as counterparts, their roles and responsibilities within the partnerships were actually different. In fact, private partner institutions were junior partners. The notion that the private partner institutions were 'higher education institutions' (except for those that were registered as such) is therefore false, for many were not even charged with the basic responsibilities of a higher education institution.

Responsibilities regarding learning materials

In 44 of the 58 partnerships, the public partner institutions were responsible for developing learning materials. In this way, they retained the intellectual property rights of the programmes. Public partner institutions solely determined the manner of use of the partnership programmes. Moreover, in 50 partnerships, the learning materials were exactly

the same as those used by students directly registered with the public partner institutions. Thus, public–private partnerships did not offer programme differentiation.

In a small group (12) of partnerships, public and private partner institutions jointly developed partnership programmes. All the jointly developed programmes, which involved Comprehensive, Service, and Specialist Partnerships, were for Computer Studies or Computer Literacy. A few jointly developed programmes in Access Partnerships, mainly those with religious private partner institutions, yielded hybrid qualifications. Learning programmes for hybrid qualifications were developed by both public and private partner institutions.

Only in two of the 58 partnerships were learning programmes independently developed and owned by private partner institutions. One was owned by a Professional Institute and the other by a Capacity Development private partner institution.

Differentiation of ownership and determination of the use of learning materials were often at the core of the types of contract between public and private institutions. For example, in the Technikon SA TSA Collaboration Policy document (undated: 2–3), four types of 'collaboration for programme provision' are listed:
- Level 1 agreement: 'authorises another institution to offer academic support and tuition to TSA students'. The students are entitled to all the services that the technikon offers to its students, but the partner institution is contracted for tuition only.
- Level 2 agreement: occurs when the technikon 'sub-contracts' services that 'could include academic as well as administrative functions' to another institution. In return for the contracted services, the technikon 'either pays the partner or allows a discount on the fee to be paid over to TSA on behalf of the student'.
- Franchise model: the technikon franchises 'instructional programmes in terms of the guidelines approved by the CTP on 5/6 June 1998'.
- Licensing agreement: 'entitles the partner institution to use TSA course material within the limitations as specified in the licensing agreement'.

The majority of partnerships in this study were somewhat equivalent to the technikon's licensing agreement, regarding the aspect of ownership and determination of use of partnership materials. These included Comprehensive and Specialist Partnerships. Service Partnerships were different, because they facilitated distance education, and were mainly equivalent to Level 2 agreements. The four types of partnership by the technikon sum up the various models generally used by public higher education institutions when entering into partnership agreements.

Agreements in six of the partnerships were such that private partner institutions owned materials, although delivery was done with the assistance and endorsement of public partner institutions. In such partnerships, public partner institutions also provided external examination and moderation of examination services. In some, a long-term goal was to have private partner institutions working independently.

Teaching, tutoring, and student assessment responsibilities

Tuition private partner institutions were required to lecture or tutor partnership programmes. Any type of teaching that took place in Service and Professional Institute Partnerships was the responsibility of public partner institutions. In 44 of the 58 partnerships, private partner institutions offered teaching or tutoring. In six partnerships, the function was conducted jointly, and in eight partnerships, public partner institutions took the responsibility.

In all the aspects of learner assessment – that is, setting and marking essays, setting and marking examination papers, and moderation of examinations – public partner institutions tended to take the responsibility; private partner institutions participated in very few partnerships. The only exceptions were Capacity Development Partnerships and Access Partnerships, which were more collaborative. This is consistent with their definitions in that development of private partner personnel and students is an underlying factor in such partnerships. The only aspect of teaching in which many private institutions (in 35 partnerships) participated was in the marking of student essays, a responsibility they shared with the public partner institutions.

Assuming that some private institutions might be assessing students' academic abilities, a question was asked as to the weighting of such assessment in relation to student year mark or overall pass mark. In the majority of partnerships (35 of the 58), assessment of partnership students by private partner institutions had no bearing at all. In twelve partnerships, it did not take place (mainly in Service Partnerships), while, in eleven, such assessment had similar weighting to assessment done by the public partner institutions (mainly in Access and Capacity Development Partnerships).

It is clear that the participation rate of private partner institutions in learner academic development and assessment was insignificant, almost regardless of the type of private institution.

The evaluation of partnership programmes and the certification of partnership students were also responsibilities that were overwhelmingly performed by public partner institutions. In fact, none of the private partner institutions was independently involved in the evaluation of partnership programmes, and only in one Access Partnership was there any involvement by a private partner in the certification of qualifying partnership students. Certification by both partner institutions implies that students received certificates endorsed by both partners, which in turn implies that both institutions had equal claim to ownership of the qualifications concerned. In other words, joint certification is a symbol of a hybrid qualification.

Student recruitment as a responsibility

Private partner institutions were largely responsible for student recruitment. Very few students were referred to private institutions by public partner institutions.

Of the 58 partnerships, 38 served any students who required the services provided by private partner institutions. In thirteen programmes, the target was students who needed to meet entry requirements of public partner institutions; the private partner institutions served as an alternative access route. This took place mainly in Access and Capacity

Development Partnerships. A number of public institutions, though, claimed to be in partnerships because they wanted to provide alternative access via private partner institutions. This claim did not tally with the findings. Perhaps the interpretation by those public institutions was, for example, because Service Partnerships involved distance education providers and therefore provided access to higher education to students who would otherwise have been unable to reach public institutions physically. If indeed this was the case, those institutions mistook 'entry requirement' for physical access.

In all the partnerships, students were guaranteed progression to the next level of study at the public partner institution if they so desired and qualified.

Responsibility for fee payment

The responsibility for setting up fees resided with public partner institutions in 43 of the 58 partnerships. Only in seven partnership agreements did private partner institutions independently decide on tuition fees.

Private partner institutions took all the tuition fees in four partnerships. This took place in one Access Partnership, a Capacity Development Partnership, a Service Partnership, and a Specialist Partnership. There were 41 partnerships in which all tuition fees went to public partner institutions. In eleven partnerships, tuition fees were shared between partner institutions. In the majority of these (5 out of 11) the larger portion of the fees went to private partner institutions; in two partnerships the sharing was equal. The distribution of fees was reported as unknown in two partnerships.

This tuition fee distribution structure shows that public partner institutions benefited more financially than did their private partners. Private institutions made money through such arrangements as discounts on tuition fees collected (see 'Level 2 agreement' in the TSA Collaboration Policy cited above). In the case of Tuition Partnerships, they also charged fees for the extra tuition that they provided.

Academic staff as a responsibility

Academic staff at private partner institutions comprise the personnel charged with a duty to deliver (teach, tutor, and/or train) partnership programmes to students. They were employed by either of the partner institutions or concurrently by both, depending on the nature of agreement. In some partnerships, where capacity development of the academic personnel of a private partner institution was part of the agreement, the academics employed by the public partner assisted with the development of academics (and other personnel) employed by the private partner. This distinction is important because this section deals with the responsibilities involving employment, accreditation, and payment of salaries to responsible academic staff.

Regarding the recruitment of academic staff to deliver partnership programmes, the responsibility lay largely with private partner institutions. Only in eight partnerships did public partner institutions have a responsibility to recruit partnership personnel. Of these, six were in Service Partnerships, one in a Professional Institutes Partnership, and one in a Capacity Development Partnership. In these partnerships, public partner institutions had a greater responsibility than their private partner counterparts. Public institutions assisted

with the development of academic personnel in Capacity Development Partnerships, delivered face-to-face supported distance education in Service Partnerships, and delivered the programmes of a professional institute.

Partnership academic staff accreditation was a responsibility largely undertaken by public partner institutions. In fact, only in three partnerships were public institutions not involved. In two of these, independent bodies undertook accreditation, and in one Access Partnership, the private partner took the responsibility.

Probably the most important element regarding partnership academic staff is the payment of salaries. Naturally, an employer pays the salaries of its employees and not those of another employer. The payment of academic staff salaries in 48 of the 58 partnerships was the responsibility of private partner institutions. Only in seven partnerships did public institutions have a responsibility for the payment of salaries of partnership staff. These were mainly in Service Partnerships, which had nothing to do with the actual delivery of academic content but which served as links between students and public partner institutions. Thus, the involvement of Service Partnerships in tuition delivery was only technical.

Partnership academic staff in Tuition Partnerships were largely responsible for only the actual teaching or tutoring of partnership programmes. In fact, they seemed to be tutors of academic programmes owned by public partner institutions.

Conclusion

The overall picture created by the data presented in this chapter is that private partner institutions were junior partners in the majority of partnerships. They had nothing like the same powers as public partner institutions. With few exceptions, there was very little capacity development provided to private partner institutions.

There was very little that private partner institutions were able to contribute to the partnerships in educational terms. Many of the private institutions (44 of the 58) were not involved in the development of materials, nor were they involved in determining how those materials were to be used. In these partnerships, the decision rested with the public partner higher education institutions. This further confirms that private partner institutions did not have significant responsibility in the partnerships.

What then, was the motivation for private institutions to enter such partnerships? And why did public institutions require private partners to deliver their own programmes? The following chapter explores the motivations and benefits of partnerships in greater detail.

7 Motivations for entering partnerships

Introduction

The previous chapter ended by asking why public and private institutions enter into partnerships. What value, perceived or real, do partnerships add to the higher education landscape? A critical question was, 'Are partnerships perceived to be effective or not?' Responses to these questions were sought from representatives of both public and private institutions through the questionnaire and interviews. This chapter draws largely from the interviews to present the perceptions of the interviewees. Some responses corroborate data trends elicited by the questionnaire; others do not. Some responses reflect the thinking of the individual respondents, and some – when senior personnel were interviewed – incorporate the policy positions of the institutions concerned.

Making higher education accessible

A number of public and private institutions claimed they were entering into partnerships because they wanted to make higher education accessible to many students who would not otherwise have the opportunity. However, there were often contradictions between what was claimed and the actions of institutions. For instance, only one institution claimed in the questionnaire to have entered into a partnership for this purpose, while others revealed this objective only in the interviews. Thus it is imperative to interrogate the claim. Below are a few typical interview responses:

> We reach people, in transferring knowledge and technology, who would have never had a chance. By no means [would they] ever have been involved in improving themselves, further their studies, their qualifications and so on. So, I think, in this regard … we really make a contribution in this mission.

> One of our vision statements of provision is that we provide knowledge for prosperity in South Africa. So, I think in this regard it is the issue of taking education to the people, and that is more or less what this whole issue [of partnerships] is about. I believe that the time is over for people to come and sit for a year in order to get a degree. I mean there is no time; there is no money for that anymore. I think we are moving in another direction, taking the education to the people, and they can do it in their own time, their own place.

> Bringing education to the masses, particularly to those people who simply don't have the means to study full time at an institution, in the city's environment like [name of institution] is, and most of the universities are.

Three meanings, in this regard, can be attributed to the notion of making higher education accessible:
- Providing access to higher education in the form of 'geographical access'.
- Enabling 'formal access' which, according to Morrow (1993: 3), 'is accomplished once a student is legally registered' with an institution. Of course, information and knowledge about higher education in general, and about a specific higher education institution in particular, precede formal access.
- Ensuring 'epistemological access' to higher education – that is, intellectual development and the capacity to deal with the academic demands and challenges of an institution (Morrow 1993: 3). This occurs when a student gains actual access

to 'the goods' which higher learning institutions distribute, and these goods are 'knowledge'.

The first two (geographical and formal access) are aspects that deal with the physical world. It appears that when the interviewees stated that access was the reason they entered into partnerships with local private institutions, they actually meant 'geographical' and 'formal' access. Indeed, this is a general perception internationally. For instance, Trim (2001: 113) observes, 'a franchise operation involving institutions of further and higher education can help each institution to increase their geographical reach and provide greater choice of educational provision'.

However, access to higher education does not end with physical access. It goes further, perhaps to what matters most, which is epistemological access. Increasing the geographical reach of an institution without making higher education epistemologically accessible can be problematic. The motives behind the two can be different. The general tendency is to think that closing the gap between a student and an institution (sometimes through distance education or even face-to-face mediated distance education) and providing learning materials is an end in itself. Hence, a number of institutions regarded their partnerships with private institutions as a form of broadening access to higher education. Indeed, they did broaden access. However, we need to question whether intellectual development and the capacity to deal with academic demands and challenges, which can be translated into daily social challenges, was indeed the driving purpose. Ideally, the aim should not only be to broaden access but, as Barnett (1990: 202) argues, to take students to 'levels of reasoning which make possible critical reflection on his or her experiences, whether consisting of propositional knowledge or of knowledge through action'.

Thus, the claim by public higher education institutions that they broaden access to higher education through partnerships may not tell the whole story. Complete access to higher education will only be achieved when the level and quality of learning taking place at the majority of private partner institutions is brought to the same level as that taking place at the public partner institutions. This kind of learning provision aims to achieve epistemological access by students. The study did not elicit data on the standard and quality of programmes. However, it is evident that most responses regarding provision of access through partnerships typically referred to geographical and formal access, and not to the more inclusive form of epistemological access.

Without epistemological access, what public institutions claim to be providing in the partnerships may not be sufficient. For instance, one public institution claimed:

> The primary reason for working with private institutions is to share our capacity with the people out there. We have capacity […] and we want to share it with the people out there. We know that each student that is going through our programmes has competence to do a better duty.

Yet, the private partner institution adds little to the programmes of the public partner institution to take into account the specific circumstances of students. The same interviewee stated, '… there is no addition [that the private partner institution makes to the partnership programmes]. They offer our programmes exactly as they are'.

The data presented in the previous chapters show that, generally, private partner institutions add no additional value to partnership programmes. Therefore, in general and with few exceptions, there appears to be little collaborative effort made by either private or public partner institutions to focus specifically on providing epistemological access.

The exceptions to this trend involve Capacity Development Partnerships and Access Partnerships. In these, private partner institutions are engaged in the development of learning programmes. The following extracts confirm this observation:

> To a very large extent I think [the purpose of the partnership] is to increase – to help student throughput.

> [Private partner institutions] have to remunerate us for the time involved. So, we do not make a profit out of this, but we do get remunerated for the time that we put into it … We do not really gain in terms of finances but I do believe that we gain in terms of development of our staff and that we gain in terms of the higher standards that they are able to maintain through our involvement for the purpose of training our own students …

> Well, because we believe that we can make an input in the enhancement of standards in private healthcare. We were also at that stage of looking for an area where we could put our students into an additional area for our own students to do practicals.

> [The private partner has] infrastructure in place to assist historically disadvantaged learners acquire the necessary skills to allow them to meet … entry requirements.

Similarly, in some of its contracts, Technikon SA requires that:

> As students are being provided with extra face-to-face tuition, the standard or level of assignments submitted for marking and moderation should be at least 15–20 per cent higher than Technikon SA distance education students' average (TSA, undated).

These extracts reflect partnerships that are grounded in a need to bring about access to higher education for the mutual development of personnel in both public and private institutions, and to improve the quality of graduates. However, these Capacity Development Partnerships and Access Partnerships are in the minority and are very few in number compared to other partnerships.

Thus, although private and public institutions claim that they enter partnerships to extend access to higher education, further analysis suggests that this implies only geographical and formal access. Critical questions remain about the extent to which such partnerships aim to, and are able to, extend epistemological access.

Cutting costs of developing new infrastructure

For some public institutions, partnerships with private institutions were motivated by the desire to cut costs or to avoid spending on new infrastructure for tuition provision.

Private institutions were seen as a replacement for developing their own infrastructure. Both face-to-face public institutions that had partnerships with distance private institutions, and distance education public institutions with partnerships with face-to-face private institutions, held this notion. Moreover, this motivation cut across those involved in all types of partnership. The following extracts are taken from representatives across the types of partnership; they support the idea that the private partner institutions' primary role is to provide infrastructure.

> Remember that all tuition support that is provided to students is done out of the university's own pocket, without getting a single cent subsidy for it … I would say [tuition support by private institutions] is very ideal to run because … it is self-contained, you don't need much; you don't need a library for an undergraduate level … it's first of all on a scale of economics. The choice is inherent upon any democratic society that the student has got a choice to go there.

> … the infrastructure that they had available to assist us in the provision of such courses was, of course, a primary factor in the eventual decision that we took

> Private partners have the infrastructure in place and so there is no additional cost to the institution … [name of institution] did not have the space and resources to offer a programme of this nature.

These extracts show that the motivation to enter into partnerships by some public institutions was to expand at a time when there were no funds to do so. The option that incurred no cost for the public partner institutions was to enter into partnerships with private institutions. Generally, in these partnerships, the cost of provision of tuition was transferred to students.

It is not surprising, therefore, that public institutions used 'infrastructure' as one of their main criteria for entering into partnerships with private institutions. However, cutting costs by avoiding the establishment of infrastructure also implies generating more money. The following excerpts from interviews allude to this notion:

> So why [do] we do that [entering into partnerships], for what? It's to make money for the technikon, for sure. I think because we get more students. It is a higher income for the technikon …

> It was a significant increase in our student numbers. So, [the university] certainly increased, not only in student numbers, but also improved the student profile of the university because the greater majority of the students were, in fact, black students and it provided, obviously, a very handy additional financial resource for the university.

The extracts confirm the view articulated by Trim (2001), based on a study conducted on a partnership between a college of further education and a university in the United Kingdom:

> In order to extend their reach and increase their income generating potential, some universities have entered into franchise arrangements with an institution of further

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education, which has resulted in programmes of study being taught by staff based at the institution of further education. (Trim 2001: 107)

Public–private partnerships generated funds for both partner institutions. The private partner institutions provided infrastructure and facilitated the geographic spread of the public partner institutions.

Improving the image and credibility of private partner institutions

The motivation for many private institutions to enter into partnerships with public institutions was to improve their image and reputation. The same observation made by Trim (2001: 111) – that partnerships between higher education institutions and further education institutions provided FET institutions with recognition – can be made for public–private partnerships in South Africa. Such recognition could then be used by private institutions to develop other partnerships. The perceived improved image and reputation is used by private institutions for marketing to potential students. Sometimes it is even used for application for registration with the Department of Education. Interviews with the personnel at public partner institutions confirmed these perceptions, for example:

> [Private institutions] approach us because it is very difficult for them to get registered [with the Department of Education]. Secondly, they want to get acceptance of their qualifications. The recognition of their qualifications is much higher when they work with a recognised higher education institution.

> We don't just enter into a partnership with anybody that comes along; that says, 'can we enter into partnerships?', because we had a lot of this where organisations actually want to use the name of the technikon and attach it to their organisation because it gives them more value, over and above what they already have.

Some private partner institutions were able to expand their services because of the partnerships they had with public institutions. Some subsequently offered similar programmes to those of their partnerships. For many, including potential students, the association of a private institution with a 'reputable' public institution was (and perhaps still is) a sign of credibility. This could lead to the assumption that such a private institution offered good quality education.

Were partnerships perceived to be effective?

Both public and private partner institutions were questioned about their perceptions of the effectiveness of the partnerships. Effectiveness was defined as achievement of the stated goals of the partnerships. Most importantly, it would be evident in the results achieved by students. The following extracts illustrate the point:

> I think that we are in a constant process of change so we look at things critically and we have a specific standard that we set and we work towards that standard. In other words, we wouldn't like to compromise our standards and, therefore, we are

– it's difficult to do this as distance education, in a certain sense – but, we try to improve all the time, get new methods, make sure that the process is on the track …

Obviously you have a much lower pass rate [with distance education students] … Okay, what we are doing is, we do constant checking of our results, like, for instance, in the past exams, I can tell you that my average for my classes here [on campus] was 58 per cent … Outside, it was 51 per cent. That is, the average of the subject pass rate. The failure rate of my part-time students, they attend classes once a week, was 18.6 per cent. My failure rate outside was 43 per cent.

On the negative side, if such activities are not your core business, you can imagine 9 000 additional students we were serving via the [name of private partner institution], places an enormous strain on your administrative infrastructure, and the university did, in fact, take strain. It was a sort of strain that we did manage to contain but, nevertheless, there were many problems and mostly of an administrative nature.

My impression is that the overall quality of the students did not match those of the full-time campus students … In the first place, [partnership students] were teachers who, for a number of years standing, did not have substantial qualifications to start with. So, they were working under difficult circumstances, they were studying under difficult circumstances. They were mature students who were not used to programme study and, of course, it's distance, it's not lecturer contact, although they did have contact in terms of workshops once or twice a year.

Some observations were not conclusive regarding the effectiveness of partnerships. The indication was that public partner institutions themselves realised that they could not guarantee the quality of tuition offered in the partnerships. Moreover, their observations suggest that the partnership project was seen by some as experimental, rather than being a complete engagement by public institutions intent on servicing their communities.

However, not all the partnerships appeared experimental. Some showed determination and seriousness in what they did. The following extract bears testimony to this:

… in some cases [the pass rate] is lower for the full-time students on campus. That means the [partnership] students do better than the students on this campus. But some of them, yes, their failure rates are higher than in this campus. What we normally do, when we find after examination that this is the case, we contact the centre and we visit them and talk to them about the quality for that specific course or the quality in general at the centre. And, in our contract with the centres, there is a clear indication what the pass rates must be at the centres. So, we say if they don't have that pass rate, we are not going to be able to continue with the programme at the centre. So, we give them a warning and then the next time we 'dis-accredit' the centre if it happens again that the pass rate is very low.

The data on effectiveness was extremely limited, and was entirely self-reported. Nevertheless, it was noted that, generally, public institutions conceded that the partnerships were not always able to achieve the intended purpose.

Conclusion

The motivation of the majority of public partner institutions – to make higher education more accessible – is evidently more complex than institutions claimed. An analysis of the notion suggests that, for many institutions, it was limited to a conception of geographical access. They paid little attention to the content and nature of learning that took place in the partnerships. It appears that greater attention could be paid to access to higher education in terms of understanding content and the ability to apply such learning to different social contexts.

Many public higher education institutions wished to spread geographically in order to increase their enrolments and generate income, but they wished to avoid incurring the costs of further capital investment. Their solution was to enter into public–private partnerships. The trend to pursue partnerships with private institutions instead of developing their own infrastructure may impact negatively on the quality of teaching and learning.

The priority for many private partner institutions was to generate profit. They were also motivated to enter into partnerships to increase their status and legitimacy and hence market value. In an institution operating for profit, essential equipment and materials such as libraries, computers, the Internet, and computer training centres may not get the necessary attention. In some contracts, partnership students were allowed access to the resources and facilities of the public partner institutions. However, because many of these students resided far from the public institutions, access to these resources was almost impossible. For many students, being far from the public institutions was the reason why they had enrolled through partnerships in the first place, with the hope that the necessary resources would be made available to them.

These trends raise critical questions about the quality of provision, and the extent to which partnerships are able to offer epistemological access, an issue for future study.

8 Which way for public–private partnerships?

Introduction

This study has attempted to address a gap in the current research on private higher education. There has been little research that asks why partnerships between public and private institutions developed on a large scale in South Africa in the 1990s, what forms they take, why students choose them, and what they offer. The empirical study has attempted to establish the reasons behind the development of the phenomenon, the operations within these partnerships, and their contribution to higher education and, potentially, to human resources development in South Africa. In addressing these questions, the study allows us to consider what partnerships contribute to the higher education landscape in a period of restructuring and transformation, in the interests of the social good.

Regarding the form and content of partnership provision in higher education, the empirical data leads to the conclusion that private partner institutions are mainly the franchise operations of public partner institutions. Franchise, in this instance, precisely fits the definition provided by Trim (2001: 111):

> A franchise operation is a loose coupling between educational institutions with one partner having the authority to award a qualification and the other partner being responsible for the delivery of the educational product and service.

The underlying factor in this arrangement is, by and large, profit making on the part of both public and private partner institutions. However, there are other observations that are more complex and which explain why partnerships have developed. These are dealt with in the sections below.

The empirical picture that emerges is significant in shaping the response of policy makers, education officials, public and private higher education providers, and other stakeholders to the phenomenon of partnerships. A number of critical questions can be raised: What implication does the provision of the majority of partnership programmes by for-profit institutions have for higher education? What purpose do these partnerships serve? What are the implications of public–private partnerships for the quality of education? What are the implications for epistemological access to higher education? How should public–private partnerships be structured? Do public–private partnerships contribute to education as a 'public good' or do they contribute to education as a 'private good', or both? Is private provision of higher education in South Africa complementary to or in competition with public provision? This chapter reflects on these critical issues.

Why have partnerships developed in the provision of higher education in South Africa?

The demand for specific programmes

It is evident that the partnerships are addressing a focused demand for a specific range of programmes. Business, Commerce, and Management Studies (SAQA Field 3) and Education, Training, and Development (Field 5) were most prominent in programmes offered by distance education, off-campus face-to-face programmes, and partnership programmes. In addition, the fact that the same SAQA fields of study were prominent

in both technikon and university sectors suggests that partnership enrolments were a reflection of what was taking place in the public sector education system. Therefore, it appears that these fields were in demand in the labour market – or at least, students perceived them to be of value in the labour market. Thus, to some extent, the dominance of these two fields of study reflects a skewed labour market. It should be of concern to education planners, policy makers, and public higher education institutions that other fields of study are less prominent, both in partnerships and in the institutions themselves.

The transformation of higher education

It appears that public higher education institutions did not take up the initiative of developing partnerships so that they could address issues of social development and contribute to the transformation of higher education. Their focus, as much as that of private partner institutions, was largely on the profitability of partnerships. For instance, programmes that are expensive to run were avoided. A glaring example in this regard is the almost complete absence of partnership programmes in SAQA Field 9 (Health Sciences and Social Services), although there is a huge need in the society for education in this field in the light of the many health problems South Africa faces, including tuberculosis, diabetes, and the HIV/AIDS epidemic.

The demand for face-to-face mediated distance education

It is clear from both the technikon and university sectors that distance education no longer means education by correspondence, where the student never meets a lecturer face-to-face. Today, it is often accompanied by tutorial support, and the partnerships with private institutions provide this support. Distance education programmes have been converted, as it were, to face-to-face education. However, despite the many changes through which distance education has gone – correspondence, open learning, and others – such changes still fall short of the demand for face-to-face tuition, particularly from undergraduate students. The quality of such education is an altogether different matter for further research.

It is observed that the same public institutions that offered off-campus face-to-face tuition and distance education, while being traditionally face-to-face institutions, had partnerships with local private institutions. This suggests the existence of a greater demand for face-to-face provision of higher education than the current face-to-face institutions could offer. This situation has arisen because of the interplay of many forces, including the circumstances under which many students find themselves. Such circumstances mean that they are often unable to register and attend full time. The fact that many public higher education institutions had off-campus face-to-face provision, and that the overwhelming majority of private partner institutions offered face-to-face tuition suggests that the demand is high, indeed, to the extent that it can be said to supersede that of distance education as a stand-alone mode of delivery. The fact that institutions that offer distance education have significant student enrolments bears testimony to this fact.

Many local private institutions (58 out of 95 registered in June 2004) had partnerships with public higher education institutions; the majority of these private institutions were not registered. There had not been a significant decrease in the partnerships phenomenon, in spite of the moratorium and subsequent stricter control measures. In

the past, distance education attracted 'non-traditional' students (adults and workers); nowadays, however, a large number of school leavers enter distance education, particularly through private partner institutions. In fact, the marketing strategies of many private institutions are focused on young learners.

Traditional public higher education institutions are physically inaccessible to many potential students. Thus, institutions must be flexible and devise the means to reach out to those students who struggle with access. Off-campus face-to-face operations, distance education offered by institutions that are traditionally face-to-face, and partnerships with private institutions are all measures aimed at closing this gap. Public–private partnerships were meant to take higher education closer to the people. Whether they have been successful or not, and whether all institutions engage in earnest, are matters for a separate discussion.

The highest concentration of partnership agreements was with private institutions operating in Gauteng, which, in turn, has more public higher education institutions than any other province. Even in a large city like Johannesburg, the location of public higher education institutions is not convenient for everyone, hence private institutions entered into partnerships with public institutions so that they could provide a higher education service at convenient locations. Very few private partner institutions serviced remote areas; the few who did were distance education providers.

Do public–private partnerships address the demand for more accessible higher education?

Formal vs. epistemological access

Many public higher education institutions claimed that they entered into partnerships in order to make higher education accessible. The evidence suggests that access was defined primarily in terms of extending geographical and formal access. Very few partnerships can be classified as fulfilling the role of providing alternative access to higher education. Only one institution clearly stated its objective as that of addressing inequality, and its involvement with a local private institution proved it. In this partnership, students were channelled through the private partner institution so that they could obtain the requisite entry levels of the public partner institution, particularly in Science and Mathematics.

There was little evidence of specific efforts towards achieving the most crucial aspect – epistemological access. No institution can guarantee this type of access. However, there is a perception that public sector institutions strive towards achieving this objective, according to the requirements of higher education policies. It would then be expected, when public institutions enter into partnerships, that the same fundamental responsibilities would be carried through to the partners. This seemed to be lacking in the partnerships. Private partner institutions did ensure formal access to higher education through their partnership arrangements with public institutions, but did not seem to make an effort beyond the level of formal entry.

Furthermore, goals such as achieving epistemological access and addressing the needs of the labour market were not necessarily the primary focus of many private institutions in South Africa. For example, in an evaluation report of 217 learning programmes

submitted for re-accreditation by 58 private 'multi-purpose providers', the CHE (2003: 5) found that very few of the programmes offered responded to the skills needs of the country. The exceptions were in information technology and, 'to a minor extent', business administration. The CHE (2003: 5) observed that 'not always do these programmes, even those responding to actual market and skills need, offer the necessary knowledge, skills and competencies needed by young higher education graduates'.

These observations should raise concern as to the actual role played by private institutions, particularly in their partnerships with public higher education institutions. In fact, the CHE (2003: 11) further observed that, in spite of the vocational nature of the programmes offered by private institutions, there were no systems in place for experiential learning. Thus, it needs to be asked whether the formal access that they provide to higher education is helpful or whether it is worsening the situation of students in need. While this study cannot directly address such a question, the empirical data identify it as a critical issue for further study. This may perhaps be done by eliciting the perceptions of students and by conducting tracer studies that compare students educated in partnership programmes with those educated in the mainstream programmes of public institutions.

The debate on the importance of formal *vis-à-vis* epistemological access to higher education should continue. This study has raised pertinent questions. Is formal access to higher education better than no access at all? Is the formal access provided by public–private partnerships worth the amount that partnership students are charged? Should public–private partnerships that only guarantee formal access to higher education be allowed to continue?

Enterprising or entrepreneurial higher education

Public face-to-face institutions that ventured into distance education did not do so on a permanent basis and therefore they could not or would not invest in the infrastructure required to support this mode of delivery. Their participation in the provision of distance education partly depends on the sustained existence of a demand for such a service and/or the availability of students who require the service. Thus, these public institutions sought partnerships with private institutions, some of which had the necessary infrastructure to deliver distance education programmes.

Most public higher education institutions that had partnership agreements, especially with for-profit private institutions, did so as a strategic drive to fulfil their objective of becoming 'entrepreneurial'. Often, this objective was contained in their official documentation, such as that of Port Elizabeth Technikon, Pretoria Technikon, and Potchefstroom University. However, according to Cloete and Fehnel (2002: 387), in the South African context, the term 'enterprise' seems more suited for these institutions than 'entrepreneurial'. Hence, they call them 'domain enterprises'. Cloete and Fehnel (2002: 389) argue that these institutions adopted the following strategy:

> They retained their traditional white student enrolments, modestly increased their black student enrolments on their main campuses, formed partnerships with private providers to enrol large numbers of African students in distance education programmes, and set up satellite campuses in areas where the majority of students

enrolling could be expected to be African. In other words, the strategy of these institutions was largely domain expansion in student markets in which they were able to operate unchallenged by government regulators or by competitors.

Reading this observation together with the demand for mediated distance education described in the study, it is clear that these institutions exploited the desperation of many black students who were left in want by the legacy of skewed apartheid architecture. Indeed, studies of private institutions point to the fact that the majority of students in the sector are African (Mabizela, Subotzky, & Thaver 2000; Subotzky 2002, 2003). Furthermore, these public institutions made good profits through their partnerships with private institutions. To this end, Cloete and Fehnel (2002: 390–1) conclude that, although the domain-enterprise institutions responded to the government policy framework, their main orientation was towards the market.

Private institutions, for their part, wanted to boost their credibility or legitimacy, and they did so in part by entering into partnerships with public institutions that were perceived to be reputable. Their partnerships, therefore, were largely motivated by image or status enhancement so that they could attract (more) students. That is, their association with certain public higher education institutions became a marketing tool in its own right. In some cases, such an association made it easier for them to market their own programmes, which were offered alongside the franchised ones. Kotecha (2002: 131) observes that, by entering into partnerships with public institutions, 'Private providers wanted access to profitable and suitable markets, a ready-made product, back-up and, most importantly, access to a brand that was marketable. Established, reputable public institutions provided all these attractions'.

Often, in such partnerships, there were very few or no student enrolments in the partnership programmes. The main reason for such a situation was that no proper attention was paid to partnership programmes because they were not a priority, as they had already served the 'main' purpose of legitimising the private partner institution concerned.

Another market benefit for public institutions was that private partner institutions provided them with 'vital' market trends. In particular, this relates to labour market demands (or moods) with respect to required qualifications and fields of study. These market trends did not necessarily translate into skills shortages, but may have been a reflection of what was fashionable and selling. Such market trends could be due to what many students believed would make them marketable, and partnerships could sometimes respond rapidly to these trends.

Does partnership provision of higher education influence the role of education in social development?

The debate on the existence of private institutions and their participation in the provision of higher education always evokes another debate – whether education is a public or a private good. This is even more strongly evoked when private institutions actively participate in the provision of public higher education in a country like South Africa, which does not have a history of prominent private participation in higher education.

Nowadays, such a debate is dominated by discussions on international trade in services, globalisation, and internationalisation, which all are supranational ideologies that impact heavily on domestic policies. Often, these supranational ideologies are seen to be undermining national policies, especially those that are targeted at local development. As a result, governments in developing countries, especially, are made to design policies that are responsive to international demands but which may not address local conditions.[24] To this end, Singh (2001: 9) observes that local policies are 'narrowly framed by the drive for economic growth and comprehensiveness or even economic survival within a global arena'.

The question that arises from such observations is whether existing local policies are truly designed to address local conditions or whether they are made to be responsive to international demands? Indeed, the two are, more often than not, mutually exclusive, for global demands are different from those of local communities. This is the dilemma that education faces, especially within the context of it being regarded as a public good. Does higher education cease to be a public good if it does not address itself to local conditions? Certainly not; but the difference lies in addressing priorities, which in developing countries are assumed to be about education that addresses itself to local conditions. Similarly, education remains a public good even if offered by private institutions, and this study focuses on one aspect in the process of dissemination of that public good. Thus, the more relevant questions that follow are: Is the increasing provision of higher education by private institutions a sign of failure by public institutions to deliver in the interests of the public good? Are public–private partnerships an indication that public institutions are accepting failure? Does education become less of a public good if it is delivered in partnership with private institutions that are perceived to promote education as a private good?

'Public good' refers to services rendered for the benefit of society rather than of private individuals. Indeed, in the South African context, it does not have to be exclusively provided by public institutions. Every member of the public can do so, but regulations based on state policies often determine when and how such public services should be accessed and utilised. Jonathan (2001: 40) suggests the following:

> It is clearly necessary to distinguish these 'public goods', which can only be provided by the state as an agent for the collectivity of citizens, from 'private goods', believed in 'mixed economies' to be most effectively supplied and distributed by the market. The hallmark of 'private goods', from those of basic sustenance to cultural products or consumer durables, is that they can be produced, distributed and consumed 'individually' – that is, without universal agreement to co-operate.

The logic drawn from the above observation is that public goods ought to be offered by public institutions on behalf of the state. A plausible assumption which supports this view has always been that public institutions are 'better' positioned to address the education and development needs of a society, and that they ensure equality of access to education because they are there to serve the public. However, we have to deal with the fact that

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24 This is not to say that governments of developed countries are good at designing policies that address their local conditions. It may be that the pressure by multinational companies to internationalise makes governments in developed countries neglect policies that are directed at improving their local conditions, especially on such issues as closing the gap between the rich and poor.

private provision of higher education is a reality. Market forces have found their way into what used to be a preserve of the state. The involvement of the market thus implies the commodification of the public good. Hence, Jonathan (2001: 39) observes that:

> … assertions that higher education is/ought to be 'public good' often contain the hidden assumption that, provided the depredations of the market could be kept at bay, and provided also that the sector were adequately resourced and regulated by the state, with fair access for all members of society, our troubles would be over. Properly ordered, the public higher education system would serve the interests of all members of society equally – would serve the public good. If only matters were that straightforward.

What matters most is the social agenda and access to education. Who provides it becomes a secondary issue – although not necessarily of less importance. Considering the inequalities and differential access to education that have defined the entire history of South African education, the question of who provides education with what social agenda is very important. According to Jonathan (2001: 40), the notion that a good must be either private or public is too hasty a conclusion, as well as an oversimplification of the 'dichotomy'. To her, education is neither a public nor a private good, but a social good (Jonathan 2001: 41). This is clear from the purposes of higher education as outlined in the *Education White Paper 3: A Programme for the Transformation of Higher Education* (DoE 1997: 7–8) – these purposes are directed at the development of both individuals and society. This means that there should be no wedge between public and private benefit, because they are intertwined and both contribute directly or indirectly to social development.

The interpretation and implementation of policies should ensure the fulfilment of their intentions – 'to meet learning needs and aspirations of individuals' and 'to address the development needs of society' (DoE 1997: 7). If the public higher education sector is perceived to be failing to meet these purposes, unintended consequences may result. The nature and shape of those consequences will vary, and some of them may take the form of the establishment and growth of private sector institutions. The private sector institutions may be perceived to be closing the gap left by the public sector institutions.

South Africa has strong policies that seek to meet the needs of both the individual and society. Furthermore, the establishment of private institutions is guaranteed constitutionally (see Section 29 of the Bill of Rights, Republic of South Africa 1996). In other words, private provision of higher education is here to stay. Indeed, higher education is a social good, regardless of who offers it, in the sense that both individuals and society benefit from the education of individuals. In this study, the problem is about the institutional forms of provision. Therefore, in order to ensure that the goal of social development is achieved through higher education, the interpretation and implementation of policies needs to be closely guarded to ensure that they fulfil the aims for which they are intended. Moreover, the participation of private institutions in the provision of a social good has to be strengthened so that there are no disparities with regard to their outcomes when compared to public institutions.

This study regards public–private partnerships in the provision of higher education as a phenomenon that exists as part of the higher education landscape. The study does not

suggest that public–private partnerships are by definition not in the interests of the public good, but it does suggest they should be made to address and contribute to the social good.

The primary financial and entrepreneurial motivation of public and private partners is critical in shaping the form and nature of the programmes offered in partnerships. This leads to a call for the basis for partnerships to be overhauled, so that they do not simply and narrowly address the financial demands of institutions. They should be more strongly oriented towards addressing social demands. Private provision of higher education should be guided by ethics similar to those that guide the public provision of higher education in South Africa. Indeed, public partner institutions that seek to meet their own needs at the expense of the social good need to be guided by such ethics, too.

How do partnerships impact on human resources development?

A key way in which higher education, whether public or private, contributes to the social good is in ensuring that it meets the human resources development needs of the country. The contribution of public–private partnerships to human resources development in South Africa cannot be fully problematised in this study, because of the limited nature of its data. Nonetheless, Chapters 3 to 7 have shed some light on the issue. Partnerships are a shadow of what takes place in the public higher education sector. Therefore, their pattern and profile of contribution to human resources development could be expected to be similar. Nothing different or additional to that offered in public higher education institutions was provided in the partnership arrangements, although in terms of content and quality, the difference could be much more substantial.

Judging by the roles and responsibilities of partner institutions and the views expressed by personnel regarding the value of partnerships, there were no clearly defined targets aimed at human resources development. There was little awareness of the potential contribution of partnerships to high skills development, and no particular areas of the labour market were being targeted. A limited range of (low-cost) programmes in the fields of Business and Education tended to be offered. Very few partnerships focused on the scarce skill fields of study such as Engineering, Mathematical, Physical, and Health Sciences. Clearly, partnerships that make a better impression on human resources development are those that ensure students' access to quality higher education, as well as those that aim to develop capacity at the private institutions.

Which way for public–private partnerships in the provision of higher education?

The white paper on higher education proposes that private provision should play an important role in expanding access to higher education (DoE 1997: 26). This is a notion supported by the CHE (2000: 45), as it argues that 'Appropriate legislation and regulations would enable private institutions to contribute to providing access to higher education of quality and to meet development needs, on their own or in responsible partnerships with South African public institutions'.

Therefore, the issue here is that government policy supports the development of higher education provision by private institutions, including partnership arrangements. The condition is, according to the CHE, that these should be *responsible partnerships*. The National Plan for Higher Education also recognises the role that private institutions can play 'in complementing public provision' (DoE 2001: 64).

Unfortunately, the phenomenon of partnerships has so far been left to develop on its own, in an *ad hoc* manner, driven by perceived labour market demand on the part of students. Government policy has only recently begun to focus on the quality of partnership programmes and delivery. This is very important too, but a holistic approach to the phenomenon is equally important. This would include such issues as the purpose of partnership provision, the conduct of partner institutions, and the overall position of partnerships in the higher education system. Of course, this will include the quality of partnership programmes. Indeed, public–private partnerships should also facilitate and encourage articulation between public and private institutions.

The study could not find documented sets of goals or targets for partnerships that suggest they are responsible partnerships acting in the social good. It seems that most partnerships were based on exigency on the part of public institutions – the need to survive and to out-perform other institutions in terms of attracting more students, if necessary through exploitation of overtures by private partner institutions. As for private institutions, partnerships came about because of a policy vacuum, a gap in the provision of lower levels of higher education, and the need for face-to-face support of distance education. There does not seem to have been a sense of developing knowledge and scholarship in or through partnerships. This view is confirmed by the choice of fields of study and the mode of provision for partnership programmes, as well as the fact that the majority of partnerships were of the Service type.

According to the data presented and analysed in the previous chapters, private institutions are not nearly equal to public higher education institutions in every aspect of higher education provision (see also Kotecha 2002: 130). The study shows that they are the junior partners, acting in effect as franchisees of public sector programmes. The only instance in which there is competition between the two is with regard to the pool of students from which they attract enrolments. Furthermore, private partner institutions require endorsement in order to validate their programmes and to ascribe value to the qualifications obtained through partnerships. If quality assurance systems such as those set with respect to distance education provision are applied to partnerships, it is possible that the qualifications obtained could be of better quality than qualifications obtained through non-partnered private institutions. Nevertheless, many private institutions established on the basis of partnerships are not registered and are therefore not recognised by the Department of Education. This gives the impression that private institutions that offer partnership qualifications have less legitimacy than registered private institutions (even though public partner institutions confer the qualifications), and this detracts from their value.

It is indeed difficult to change the mindset of business enterprise from viewing everything as a business opportunity from which to make a profit. The provision of education, though, requires commitment to the social good and not solely to profit making. After all, the business itself survives on the basis of a good education system and quality

education. For public–private partnerships to serve the social good, public and private institutions need to reconceptualise what they offer and how they operate. Clearly, they are responding to a strong demand for face-to-face mediation of distance education on the part of students who are not able to study full time. However, the study suggests that, in the interests of the social good, there is a pressing need to establish 'responsible partnerships'.

Appendices
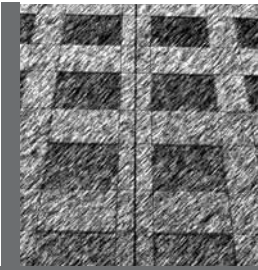
Appendix 1: Questionnaire

Questionnaire on Partnership Agreements between Public Higher Education Institutions and:
- **Local Private Education Institutions, and**
- **Other Education and Training Service Providers**

INSTRUCTIONS FOR COMPLETING THE QUESTIONNAIRE

- If your institution has more than one partnership agreement, **please complete Sections B to E for each partnership agreement**. That is, if your institution has <u>two</u> partnership agreements, you will complete <u>two</u> copies of Sections B to E.
- Please note that, for the purposes of completing this questionnaire, 'learning programme' and 'course' have the same meaning. For consistency, 'learning programme' is preferred.
- Please answer all questions as accurately as possible

SECTION A (Pages 2–5)

All public institutions should complete this section regardless of whether they have partnership agreements with local private institutions and/or education and training service providers or not. The section requires details of the nature of academic services offered by your institution, especially outside its main campus.

SECTION B (Page 6)

This section requires the name of and general information about individual partner institutions with which you have agreements.

SECTION C (Pages 7–14)

This section requires summary information about each partnership agreement. It seeks to explore the main aspects and brief of each partnership agreement.

SECTION D (Pages 15–16)

This section seeks to profile all learning programmes in each partnership agreement. The section focuses on the details of partnership learning programmes.

SECTION E (Pages 17–18)

This section provides for a short evaluation of each partnership agreement.

Please return the completed questionnaire before the 20th September 2002.

For any queries, please contact the project leader:
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Email: cmabizela@hsrc.ac.za

SECTION A: INSTITUTIONAL AND CONTACT INFORMATION

A.1. Please provide the name of your institution.

A.2. Please provide contact details of the person completing this questionnaire.

Title and Initials (e.g. Ms, Mr, Dr, Prof., etc):	Surname:
Designation/Position:	Fax No.:
Telephone No.:	E-mail address:

A.3. Please provide the following information regarding academic services at your institution.

3.1. Does your institution offer distance education? (By distance education we mean teaching and learning that is not based on face-to-face contact between student and lecturer)

Yes	No

(If No, proceed to 3.3)

3.2. In which faculties, units, centres and divisions is distance education offered?

1.	2.
3.	4.
5.	6.
7.	8.
9.	10.

3.3. Does your institution offer any form of face-to-face contact tuition outside the main campus?

Yes	No

(If No, proceed to A4)

3.4. Which faculties, units, centres and divisions are involved in the provision of face-to-face contact tuition outside the main campus?

1.	2.
3.	4.
5.	6.
7.	8.
9.	10.

3.5. Your institution provides face-to-face contact tuition outside your main campus to students residing: (Please mark all applicable statements with an X)

1. far from the main campus *in premises owned by my institution*	
2. far from the main campus *in hired premises*	
3. in the immediate vicinity *in premises owned by my institution*	
4. in the immediate vicinity *in hired premises*	
5. Other: Please specify	

3.6. In which province(s) does your institution offer face-to-face contact tuition outside its main campus? (Please mark all applicable answers with an X)

	Own Premises	Hired Premises
1. Eastern Cape		
2. Free State		
3. Gauteng		
4. KwaZulu Natal		
5. Limpopo		
6. Mpumalanga		
7. Northern Cape		
8. North West		
9. Western Cape		
10. Other: Please specify		

A.4. **Is your institution involved in offering teaching and learning services to the following?** (Please mark all applicable answers with an X)

1. Employees of local business or industry	
2. State employees (e.g. teachers, nurses, police, etc.)	
3. Government officials (e.g. officials in a particular ministry, office administrators, etc.)	
4. Employees of Non-Governmental Organisations and/or Community Based Organisations	
5. Other: Please specify	

A.5. Does your institution have partnership agreements with other higher education institutions or education and training service providers? (Please mark the applicable answer with an X):

Yes	No

(If No, proceed to 5.3)

5.1. How many partnership agreements does your institution have in each of the following categories? (Please write the number of partnership agreements in each category)

1. Local public institutions (local refers to South African)	
2. Local private institutions	
3. Local education and training providers	
4. Foreign public institutions	
5. Foreign private institutions	
6. Foreign education and training providers	
7. Other: Please specify	

5.2. For how long has your institution been involved in partnerships of this nature? (Please state the year in which your institution's oldest partnership started.)

5.3. Please provide the reasons as to why your institution does not have partnership agreements with other higher education institutions and education and training service providers.

NOTE: Only public institutions with partnership agreements with local private education institutions and/or service providers (A.5.1. options 2 and 3) should proceed to complete Sections B to E of the questionnaire. If your institution does not have partnership agreements with local private institutions and education and training providers, please return the completed Section A using the pre-addressed envelope.

SECTION B: DETAILS OF PARTNER INSTITUTION

NB: If you have more than one partnership agreement with local private institutions and/or service providers, please complete copies of Sections B to E for each partnership. (From here on reference is made to private partners.)

Please allocate a number for each partnership in the opposite box starting with 1.

Partnership Number:

B.1.   Name of private partner

B.2.   How does your institution regard the private partner? (Please mark the applicable answers with an X.)

1. As an agent	
2. As a franchisee	
3. As an education and training service provider	
4. As a further education and training institution	
5. As a private higher education institution	
6. Other: Please specify	

B.3.   Briefly explain the criteria used by your institution to determine which private partners with which to enter into an agreement

SECTION C: DETAILS OF PARTNERSHIP AGREEMENT

Partnership Number:

C.1. Does your institution have a legal agreement with the private partner?

Yes

No

(If Yes, proceed to C.3)

C.2. If 'No' to C.1. what type of agreement does your institution have with the private partner? Please explain briefly.

C.3. What is the duration of your partnership agreement?

Date Commenced (dd/mm/yy) | Date of Expiry (dd/mm/yy)

C.4. At what level has the agreement been entered into?

1. At the senior executive level of my institution

2. At faculty level

3. At departmental level

4. By the legal representative of my institution

5. Other: Please specify

C.5. Briefly state the objectives of your partnership agreement

C.6. Which of the following aspects does the partnership agreement cover? (Please mark all applicable answers with an X)

1. Research
2. Teaching/lecturing
3. Staff development and training
4. Strategic planning of learning programmes
5. Development of learning materials
6. Marketing of partnership programmes
7. Strategic planning of the development of the private partner
8. Fundraising
9. Sharing of technological facilities
10. Other (please specify)

C.7. According to the agreement, in which areas must the private partner provide the services agreed upon? (Please mark all appropriate provinces with an X)

1. In all the private partner's satellites
2. On your institution's own premises
3. Specifically in the following provinces (Please mark all appropriate provinces with an X)

3.1 Eastern Cape		3.2 Free State
3.3 Gauteng		3.4 KwaZulu Natal
3.5 Limpopo		3.6 Mpumalanga
3.7 Northern Cape		3.8 North West
3.9 Western Cape		
3.10 Other: Please specify		

4. Agreement does not specify

C.8. Which of the following statements most accurately describe the agreement between your institution and the private partner?
For each item, please mark the applicable answer with an X. Please note that for some items there may be more than one applicable option. Please Note: All the items strictly apply only to partnership agreements.

8.1. Student recruitment into partnership programmes is the responsibility of

1. the private partner independently	
2. both partners jointly	
3. my institution only	

8.2. Class sizes of partnership programmes are determined

1. by the private partner independently	
2. jointly by both partners	
3. by my institution only	

8.3. Development of partnership learning materials is undertaken

1. by the private partner independently	
2. jointly by both partners	
3. by my institution only	

8.4. Distribution of learning materials to partnership students is done under the name

1. of the private partner only	
2. of both partners	
3. of my institution only	

8.5. Modification of partnership learning materials is undertaken

1. by the private partner independently	
2. jointly by both partners	
3. by my institution only	

8.6. Tutoring and/or lecturing of partnership programmes is undertaken

1. by the private partner independently	
2. jointly by both partners	
3. by my institution only	

8.7. **Student assessment** in partnership programmes is conducted

1. by the private partner independently
2. jointly by both partners
3. by my institution only

8.8. **Assessment** of partnership students **by the private partner**

1. bears no weighting towards students' year mark
2. bears similar weighting to assessment conducted by my institution on equivalent programmes
3. does not take place

8.9. **Supervision of partnership student assessment** is the responsibility

1. of the private partner independently
2. jointly of both partners
3. of my institution only

8.10. Marking of **test scripts** in partnership programmes is undertaken

1. by the private partner independently
2. jointly by both partners
3. by my institution only

8.11. Marking of student **essays** in partnership programmes is undertaken

1. by the private partner independently
2. jointly by both partners
3. by my institution only

8.12. Marking of student **examination papers** in partnership programmes is undertaken

1. by the private partner independently
2. by both partners jointly
3. by my institution only

8.13. **Moderation of examination papers** of partnership students is undertaken

1. by the private partner independently
2. jointly by both partners
3. by my institution only

8.14. **Certification of qualifying partnership students** is undertaken

1. by the private partner independently
2. jointly by both partners
3. by my institution only

8.15. **Programme evaluation of partnership programmes** is performed

1. by the private partner independently
2. jointly by both partners
3. by my institution only

8.16. **Recruitment of academic staff** for the delivery of partnership programmes is the responsibility of

1. the private partner independently
2. both partners jointly
3. my institution only

8.17. **Accreditation of academic staff** to deliver partnership programmes is undertaken

1. by the private partner independently
2. jointly by both partners
3. by my institution only
4. by an independent body

8.18. **Salaries of academic staff** in partnership programmes are the responsibility

1. of the private partner independently
2. of both partners jointly
3. of my institution only

8.19. **Tuition fees** for partnership programmes are

1. set by the private partner independently
2. set jointly by both partners
3. set by my institution only
4. the same for all students regardless

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8.20. **Tuition fees** from partnership students are

1. all taken by the private partner	
2. shared equally by both partners	
3. shared, with the larger portion taken by the private partner	
4. shared, with the larger portion taken by my institution	
5. all taken by my institution	

8.21. **Partnership fees or royalties** (i.e. money paid to either partner for partnership materials and services)

1. are paid by the private partner to my institution	
2. are paid by my institution to the private partner	
3. are not paid at all (neither partner is paid by the other)	

C.9. **Which of the following statements best describes the nature of your agreement?** (Please read each category carefully and mark all applicable statements with an X)

9.1. The agreement provides for the private partner to offer teaching and learning services using

1. my institution's learning materials in the manner determined by my institution	
2. my institution's learning materials in the manner determined by the private partner	
3. learning materials developed by itself in the manner determined by my institution	
4. learning materials developed by itself in its own determined manner	
5. Other: Please specify	

9.2. The agreement provides for the private partner to offer teaching and learning services to

1. potential students **who need to meet the entry requirements** of my institution	
2. registered students **who require extra tuition**	
3. any registered student in my institution **who wishes to use the services**	

9.3. Students who use the services of the private partner are:

1. specifically referred by my institution		
2. determined by the private partner		
3. decided upon by both partners		
4. Other: Please specify		

9.4. The agreement provides for the private partner to offer specially designed teaching and learning materials to partnership students

1. who struggle with a subject		
2. who are advanced in a subject		
3. Other: Please specify		

9.5. Teaching and learning materials offered by the private partner

1. are exactly the same as equivalent materials offered by my institution		
2. are more advanced than the equivalent materials offered by my institution		
3. cannot be compared to any teaching and learning materials offered by my institution		

9.6. Accreditation of the facilities of the private partner to ascertain the suitability of the partner to offer partnership programmes

1. is conducted by the private partner		
2. is conducted by evaluators chosen by the private partner		
3. is conducted by evaluators jointly chosen by both partners		
4. is conducted by evaluators chosen by my institution		
5. is conducted by my institution		
6. is never conducted		

C.10. Does the agreement guarantee progression of partnership students to the next level of study at your institution? (That is, can a student who has successfully completed a programme with the private partner proceed to the next level at your institution?)

Yes	No

C.11. Which of the following statements most accurately characterises your partnership agreement? (Please mark only the most accurate statement with an X)

11.1.	Partnership students	1. have access to my institution's library, like all other students of the institution	
		2. require special permission in order to gain access to my institution's library	
		3. are treated the same as members of the public who would like to have access to my institution's library	
		4. have access to internet facilities, like all other students of the institution	
		5. require special permission in order to gain access to my institution's internet facilities	
		6. are treated the same as members of the public who would like to have access to my institution's internet facilities	

11.2.	Partnership students	1. are allocated identification numbers by the private partner	
		2. are allocated identification numbers by both partners jointly	
		3. are allocated identification numbers by my institution only	
		4. have no identification numbers	

11.3.	Student rules on conduct and discipline in partnership programmes	1. are set by the private partner independently	
		2. are set jointly by both partners	
		3. are set by my institution only	
		4. are the same for students in my institution's and the partnership's programmes regardless	

C.12. Briefly outline the benefits, if any, that partnership academic staff has at your institution?

SECTION D: DETAILS OF LEARNING PROGRAMMES

Partnership Number:

D.1. **Please complete the following table for all the learning programmes covered by this partnership agreement. Note the instructions in some columns.** Some columns may have more than one answer e.g., where a programme is offered both full time and part time.

Name of learning programme (e.g. Financial Markets and Instruments)	Programme ownership Use **1 = my institution** **2 = private partner** **3 = both**	Duration **Months only, e.g. 6m, 12m, 24m, etc.**	Mode of delivery **1 = face-to-face** **2 = distance** **3 = mixed mode**	Mode of study **1 = full time** **2 = part time** **3 = both pt & ft**	Need for tutorial **1 = required** **2 = not required**	NQF Level	Status of programme towards a qualification **1 = compulsory** **2 = elective**	Qualification **1 = certificate** **2 = diploma** **3 = degree** **4 = honours** **5 = master's** **6 = PhD**	NQF Field **See fields at the bottom of the table**	Headcount **number of students enrolled on the partnership programme** (i.e., students enrolled in the programme through the partnership)	Overall headcount **number of students enrolled in the programme** (i.e., all students enrolled in the programme by the partner and your institution)	Headcount number of **teaching staff** in the partnership programme (academic staff only)
1.												
2.												
3.												
4.												

1. Agriculture & Nature Conservation 2. Culture & Arts 3. Business, Commerce & Management Studies 4. Communication Studies & Language	5. Education, Training & Development 6. Manufacturing, Engineering & Technology 7. Human & Social Studies	8. Law, Military Science & Security 9. Health Sciences & Social Services (incl. basic medical programmes & social work)	10. Physical, Mathematical, Computer & Life Sciences 11. Services (e.g. hospitality, tourism, consumer services, transport, retail & wholesale and personal care) 12. Physical Planning & Construction (e.g. architecture, town & regional planning & building construction)

(Section D.1. continued)

Name of learning programme (e.g. Financial Markets and Instruments)	Programme ownership Use 1 = my institution 2 = private partner 3 = both	Duration Months only, e.g. 6m, 12m, 24m, etc.	Mode of delivery 1 = face-to-face 2 = distance 3 = mixed mode	Mode of study 1 = Full time 2 = Part time 3 = both pt & ft	Need for tutorial 1 = required 2 = not required	NQF Level	Status of programme towards a qualification 1 = compulsory 2 = elective	Qualification 1 = certificate 2 = diploma 3 = degree 4 = honours 5 = master's 6 = PhD	NQF Field See fields at the bottom of the table	Headcount number of students enrolled on the partnership programme (i.e., students enrolled in the programme through the partnership)	Overall headcount number of students enrolled in the programme (i.e., all students enrolled in the programme by the partner and your institution)	Headcount number of teaching staff in the partnership programme (academic staff only)
5.												
6.												
7.												
8.												
9.												
10.												
11.												
12.												
13.												
14.												
15.												
16.												

1. Agriculture & Nature Conservation	5. Education, Training & Development	8. Law, Military Science & Security	12. Physical Planning & Construction (e.g. architecture, town & regional planning & building construction)
2. Culture & Arts	6. Manufacturing, Engineering & Technology	9. Health Sciences & Social Services (incl. basic medical programmes & social work)	
3. Business, Commerce & Management Studies	7. Human & Social Studies	10. Physical, Mathematical, Computer and Life Sciences	
4. Communication Studies & Language		11. Services (e.g. hospitality, tourism, consumer services, transport, retail & wholesale and personal care)	

SECTION E: PARTNERSHIP EVALUATION

Partnership Number:

E.1. Using the following scale, please rate the success of the partnership regarding

	Unsuccessful	Fairly successful	Successful	Very successful
1. its intended objectives				
2. student access to higher education				
3. quality of teaching				
4. quality of learning				
5. co-ordination between partners				
6. student success rate				

E.2. If the partnership is successful, please briefly explain what makes it successful.

E.3. Future of the partnership (Please mark the most accurate answer with an X)

1. Are you intending to renew the partnership?

Yes	No

2. If 'No', why not? (Please explain briefly)

3. Would you like to have new partnership agreements of a similar type?

Yes	No

4. If 'No', why not? (Please explain briefly)

THANK YOU VERY MUCH FOR COMPLETING THIS QUESTIONNAIRE!

Appendix 2: A typology of public–private partnerships in provision of higher education in South Africa

Private institutions in Service Partnerships	Private institutions in Tuition Partnerships				Private institutions in Professional Institutes Partnerships
	Specialist institutions	Comprehensive institutions	Capacity development institutions	Access providers	
1. Education Facilitators 2. ILPA College (CFS) 3. Lyceum College – National Private Colleges (UP & RAU) 4. Mancosa Educational Trust 5. NCC Education 6. Open Learning Group 7. Riverbend Learning Systems 8. Success College – National Private Colleges (PE Tech) 9. University Services South Africa	1. Bokamoso Infocompu Tech Projects 2. Cedar College of Education 3. Durbanville College (Unisa & Cape Tech) 4. Emeritus College 5. Financial Training Corporation 6. Forbes Lever Baker Training Institute 7. Graduate Achievers 8. Hartwell Business Institute 9. IMD Education Centre 10. Institute for Computer Technology 11. Institute of Hotel and Tourism Management 12. IT Intellect 13. Loritz Training College 14. Michaelhouse 15. Millenia School of Business 16. Mitkam cc 17. Moutse Community College 18. MT Training Centre 19. Optima College 20. Osizweni Community Development Centre 21. PAX Commercial College 22. Transnet Essellenpark 23. Tyldon School 24. Waterbridge Farm (Pty) Ltd	1. Allenby Campus (Pty) Ltd 2. Berea Technical College 3. Boston City Campus (Unisa & RAU) 4. Centurion Academy (Pty) Ltd 5. College Campus (ADvTECH) 6. Damelin Education Group (Pty) Ltd (Unisa & RAU) 7. ED-U-City Campus (Pty) Ltd 8. ICESA City Campus 9. Midrand Graduate Institute 10. PC Training and Business College 11. Varsity College (ADvTECH)	1. Afrox College of Nursing 2. KKS Food Services 3. Thusano School of Public Health	1. Dr Angelo Nicolaides 2. Ekkletos Christian College 3. Hugenote College 4. Leaf College 5. Theological Education by Extension 6. Untapo Centre 7. Workers College	1. South African Institute of Management
For profit			Mixed (for- and not for profit)	Not for profit	

Notes: 1. When reading the table from left to right, private partner institutions start from being for-profit businesses and progressively become less so, while increasingly becoming more engaged with curriculum development and delivery of knowledge. Competition among institutions, within each type, is higher on the left-hand side columns.

2. In developing this typology, particular attention was paid to minimise overlapping of characteristics across types. As it now stands, no overlapping could be detected. Attempts were made to contact institutions whose classification was uncertain and none of those contacted were unhappy with it. This ensured a great degree of confidence in the analysis of data carried out in the chapters.

Appendix 3: Technikons in partnership with local private institutions

Name of technikon	Reported local private institutions in 2000	Reported local private institutions in 2002	Approximate headcount enrolments in 2002 *
Cape Tech	None	1. Durbanville College (no date)	
Pen Tech	None	1. Leaf College (no date)	
PE Tech	1. Eastern Cape Training Centre 2. National Private Colleges	1. National Private Colleges (Success College) (1999)	10
Pretoria Tech	1. College of Public Administration and Management 2. Education Facilitators (Pty) Ltd t/a Azaliah College 3. Open Learning Group	1. Education Facilitators (2000) 2. IT Intellect (no date) 3. NCC Education (1999)	12 000
TNG	1. Education Facilitators (Pty) Ltd t/a Azaliah College	None	N/A
Technikon SA	1. ADvED (Pty) Ltd 2. Berea Technical College 3. Boston City Campus 4. College of Open Learning Southern Africa 5. Die Assosiasie vir Bybelse Beradiring en Opleiding 6. Durban Computer College Training Centre 7. KwaZulu-Natal Tourism Training Centre 8. Millenium Training 9. MSC College 10. Natal College of Tertiary Education Inc. 11. Natal Computer College 12. Phalaborwa College 13. Shuter and Shooter t/a Access Distance Learning Tutorial College 14. South African National Tutor Services 15. South African Printing College	1. ADvTech (IMD College and College Campus) (no date) 2. Berea Technical College (no date) 3. Institute of Hotel and Tourism Management (no date)	1 500
Total	**20**	**10 (9) ****	**13 510**

Notes: * The approximate headcount enrolments of partnership students were given by the technikons either through the questionnaire or verbally. Cape Tech and Pen Tech were unable to provide their partnership enrolments. For comparative purposes, the Gutto Report did not have enrolment figures.
** ADvTECH and National Private Colleges (NPC – a division of Educor) are Johannesburg Stock Exchange (JSE) listed companies that own several other private institutions. The two companies, representing their constituent institutions in this regard, enter into partnership agreements. In parenthesis, these are Success College, in the case of National Private Colleges, and IMD and College Campus, in the case of ADvTECH. This translates into ten private institutions with nine partnership agreements. Other ADvTECH institutions are Global School of Business, IMD College, Imperial Underwood, Rosebank College, Varsity College, and Vega School of Brand Communications.

Appendix 4: Universities in partnership with local private institutions

Universities	Local private institutions reported in 2000	Local private institutions reported in 2002	Approximate headcount number of students currently (2002) enrolled *
Potchefstroom University	1. Baptist Bible College of Natal 2. Cape Church Ministries Institutes 3. Church Ministries Institute of Johannesburg 4. College for Open Learning Southern Africa 5. College Ya Mojadi 6. Dumisani Theological Institute and Bible School 7. George Whitefield College 8. Greenwich School of Theology 9. Hefsiba Christian Training Centre 10. Mukhanyo Bible School 11. The Bible Institute of South Africa	1. Open Learning Group (No date given) 2. Thusano School of Public Health (1995) 3. Cedar College of Education (No date given)	800
Rand Afrikaans University	1. Apostolic Faith Mission 2. Boston City Campus 3. National Private Colleges	1. Damelin (2001) 2. National Private Colleges (Lyceum College) (1993) 3. Transnet Esselenpark (2001) 4. Boston City Campus	5 520
Stellenbosch University	1. National Private Colleges 2. Cornerstone Christian College	Did not respond **	N/A
University of Natal	1. CAMDEV Consultants 2. Entabeni School of Nursing 3. McCord Hospital School of Nursing 4. The African Theological Fellowship 5. The SA College for Teacher Training (SACTE)	1. KKS Food Services (Informal) 2. Workers College (2000)	85
University of Port Elizabeth	1. Education Facilitators (Pty) Ltd t/a Azaliah College 2. Open Learning Group	1. Afrox College of Nursing	
University of Pretoria	1. National Private Colleges	1. National Private Colleges (Lyceum College) (2001)	28 552
University of South Africa	1. Allenby Campus 2. Bantori College 3. Boston City Campus 4. Business College SA 5. CEFUPS Academy 6. Centurion Academy 7. Computer College SA 8. Damelin Education Group (Pty) Ltd 9. Durbanville College	1. Allenby Campus (1998) 2. Bokamoso Infocompu Tech Projects (2001) 3. Boston City Campus (1998) 4. Centurion Academy (Pty) Ltd (2000) 5. Damelin Education Group (Pty) Ltd (1998) 6. Dr Angelo Nicolaides (2000) 7. Durbanville College (1999) 8. ED-U-City Campus (Pty) Ltd (1999) 9. Ekkletos Christian College (1999) 10. Emeritus College (2000)	7 000

(Continued next page)

(Appendix 4 continued)

Universities	Local private institutions reported in 2000	Local private institutions reported in 2002	Approximate headcount number of students currently (2002) enrolled *
University of South Africa	10. ED-U-Options 11. Ekkletos Christian College 12. Graduate Achievers 13. Hartwell Business Institute 14. ICESA City Campus 15. IMD Education Centre 16. Management College of Southern Africa (MANCOSA) 17. Michaelhouse 18. Midrand Campus (now Midrand Graduate Institute) 19. Millenia International School of Accountancy 20. NCC Training College 21. Open Learning Academy 22. PC Training and Business College 23. Tygerberg College 24. Varsity and Tech Education (Pty) Ltd 25. Varsity College 26. Wynberg Business College	11. Financial Training Corporation (2001) 12. Forbes Lever Baker Training Institute cc (2000) 13. Graduate Achievers (2000) 14. Hartwell Business Institute (1999) 15. Hugenote College (1989) 16. ICESA City Campus (1998) 17. IMD Education Centre (1999) 18. Institute for Computer Technology (2002) 19. Loritz Training College (2000) 20. MANCOSA Educational Trust (1999) 21. Michaelhouse (1999) 22. Midrand Graduate Institute (1998) 23. Millenia School of Business (1999) 24. Mitkam cc (2002) 25. Moutse Community College (2000) 26. MT Training Centre (2001) 27. Optima College (2002) 28. Osizweni Community Development Centre (2001) 29. PAX Commercial College (2000) 30. PC Training and Business College (1998) 31. South African Institute of Management (2001) 32. Theological Education by Extension College (2001) 33. Tyldon School (1998) 34. Umtapo Centre (2002) 35. University Services South Africa (2002) 36. Varsity College (1998) 37. Wateridge Farm (Pty) Ltd (2000)	
University of the Free State	1. Open Learning Technologies	1. Riverbend Learning Systems 2. ILPA College	759
Universities Total	50	48 ***	42 716
Grand Total (Technikons and Universities)	**68**	**58**	**56 226**

Notes: * The universities provided the approximate headcount enrolment figures. Further details will surface in the analysis.

** Several attempts to have the questionnaire from the University of Stellenbosch returned were to no avail. Although it is not the only institution not to return the questionnaire, it is, however, the only one known to have partnerships with at least two local private institutions, a fact confirmed by both known partner institutions. Details of these partnerships could not be entered here as they were not confirmed by the university.

*** This figure (50) represents the number of actual partnership agreements. The number of actual institutions is 48 because Damelin and NPC have two agreements each.

Appendix 5: SAQA fields

01	Agriculture and Nature Conservation	(Agric & Nature)
02	Culture and Arts	(C & A)
03	Business, Commerce and Management Studies	(BCM)
04	Communication Studies and Language	(C & L)
05	Education, Training and Development	(ETD)
06	Manufacturing, Engineering and Technology	(MET)
07	Human and Social Studies	(HSS)
08	Law, Military Science and Security	(LMS)
09	Health Sciences and Social Services	(HS & SS)
10	Physical, Mathematical, Computer and Life Sciences	(PMCL)
11	Services	(Serv)
12	Physical Planning and Construction	(Plan & C)

Appendix 6: National Qualifications Framework (NQF) levels

The following are the existing NQF levels – that is, the NQF structure that existed at the time of gathering empirical data for the study and compilation of this monograph. A new NQF structure has been proposed and will be implemented in January 2006.

| NQF LEVEL	THE NATIONAL QUALIFICATIONS FRAMEWORK LEVELS 1–8
8 DOCTORAL DEGREES 7 MASTER'S DEGREES 6 BACHELOR'S DEGREES 5 ADVANCED DIPLOMAS & ADVANCED CERTIFICATES	HIGHER EDUCATION AND TRAINING (HET)
NATIONAL CERTIFICATES 4 MATRIC (G12) 3 GRADE 11 2 GRADE 10	FURTHER EDUCATION AND TRAINING (FET) BAND
ABET LEVEL 1 1 GRADE 9	GENERAL EDUCATION AND TRAINING (GET) BAND

Appendix 7: Conversion from SAQA fields of study to the DoE's second-order CESMs (classification of educational subject matter)

SAQA field	DoE second order CESM
1. Agriculture and Nature Conservation	1 – Agriculture and Renewable Resources
2. Culture and Arts	3 – Arts, Visual and Performing 14 – Libraries and Museums 19 – Physical Education, Health Education, and Leisure
3. Business, Commerce, & Management Studies	4 – Business, Commerce, and Management Sciences 21 – Public Administration and Social Services
4. Communication Studies and Language	5 – Communication 12 – Languages, Linguistics, and Literature
5. Education, Training, and Development	7 – Education
6. Manufacturing, Engineering, and Technology	8 – Engineering and Engineering Technology 11 – Industrial Arts, Trades, and Technology
7. Human and Social Studies	18 – Philosophy, Religion, and Theology 20 – Psychology 22 – Social Sciences and Social Studies
8. Law, Military Science, and Security	13 – Law 17 – Military Sciences
9. Health Sciences and Social Services	9 – Health Care and Health Sciences
10. Physical, Mathematical, Computer, and Life Sciences	6 – Computer Science and Data Processing 15 – Life Sciences and Physical Sciences 16 – Mathematical Sciences
11. Services	10 – Home Economics
12. Physical Planning and Construction	2 – Architecture and Environmental Design

In doing the conversion, there were difficult choices that had to be made in some fields. The following are the categories that could not be split because student enrolments were registered as a single category:
1. The DoE's CESM 14, Libraries and Museums, is not specified under the SAQA fields. The two can be split into SAQA Field 2 (for Museums as a cultural aspect) and SAQA Field 4 (for Information Studies).
2. The DoE's CESM 19, Physical Education, Health Education, and Leisure, can be split into SAQA Field 2 (for Physical Education, which includes sport), SAQA Field 9 (for Health Education), and SAQA Field 11 (for Leisure).
3. The DoE's CESM 21, Public Administration and Social Services, can be split into SAQA Field 3 (for Public Administration) and SAQA Field 9 (for Social Services).

This conversion is not necessarily to confirm that the SAQA fields are perfect and every other classification should be subsumed under them. It is merely a form created so that a comparison could be made, since partnership programmes were captured by SAQA fields.

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