THE CHALLENGES OF DESIGNING A NEW PROGRAMME AND QUALIFICATION MIX (PQM) FOR A COMPREHENSIVE UNIVERSITY IN SOUTH AFRICA

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THE CHALLENGES OF DESIGNING A NEW PROGRAMME AND QUALIFICATION MIX (PQM) FOR A COMPREHENSIVE UNIVERSITY IN SOUTH AFRICA

by

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This thesis is being submitted in accordance with the requirements
for the degree

PHILOSOPHIAE DOCTOR

in the

Division of Higher Education Studies and Development
Faculty of Humanities

at the
University of the Free State
Bloemfontein

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April 2009

DEDICATION

- Firstly, this thesis is dedicated to my late uncle Mr. Jackson Dandala who was the first university graduate in the Dandala family during the late 1930s and who persuaded me to become a medical doctor or acquire a doctoral degree so as to carry the title Dr. M. A. Dandala.

- Secondly, this thesis is dedicated to my late father Mr. Nelson Anderson Ncanywa Dandala and my loving mother Mrs. Nolwazi Emerald MaNgxabane Dandala, whose love of education kept me going until I completed it.

- Thirdly, I dedicate this thesis to my late wife Mrs. Laurentia Zanele Nocwaka Dandala, who died in a tragic motor vehicle accident on Saturday, July 22, 2006 and who was also a pillar of strength in encouraging both of us to acquire higher degrees.

- Fourthly, I dedicate this thesis to my ten daughters, namely, Mrs. Unathi Mdabuli, Thulani, Sive, Sinazo, Zilungile, Xolelwa, Bonelwa, Tyhileka, Zigcine and Thandile, my step-daughter Khumbula, my two sons, namely, Lavela and Meluxolo, as well as my three grand children, namely, my grand son, Iyaphendula and two grand daughters, Malaika and Milisa, who have all displayed their love and support despite the long hours I spent on my studies instead of caring for and playing with them.

- Lastly, this thesis is dedicated to my wife, Mrs. Nomazibuko Pamela Nomzamo Dandala, who has mothered my large family thus minimizing stress on me when I had to spend long days and nights on it.

DECLARATION

I, Maxwell Andile Dandala, declare that the thesis hereby submitted by me for the Philosophiae Doctor (Ph.D.) degree at the University of the Free State is my own independent work and has not previously been submitted by me at another university/faculty. I furthermore cede copyright of the thesis in favour of the University of the Free State.

Signed: _____

Maxwell Andile Dandala

Date: _____

ACKNOWLEDGEMENTS

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This chapter covers Conclusions; Recommendations and Areas of further study.

ACRONYMS

ABET	Adult Basic Education & Training
ACE	Advanced Certificate in Education
ACE	American Council on Education
ADE	Association of Departments of English
ADM	Amathole District Municipality
AIDS	Acquired Immune Deficiency Syndrome
ANU	Australian National University
APC	Academic Planning Committee (of Senate)
APS	Academic Programme Structure
ASGISA	Accelerated and Shared Growth Initiative for South Africa
ASHE	Association for the Study of Higher Education
ASU	Arizona State University
AUT	Advisory Council for Universities and Technikons
B. A.	Bachelor of Arts
B. Admin.	Bachelor of Administration
B. Com.	Bachelor of Commerce
B. Com. Hons.	Bachelor of Commerce Honours
B. Ed.	Bachelor of Education
B. Ed. Hons.	Bachelor of Education Honours
B. Sc.	Bachelor of Science
B. Sc. Hons.	Bachelor of Science Honours
BT	Border Technikon
B. Tech.	Bachelor of Technology
CASS	Continuous Assessment
CBD	Central Business District
CESM	Classification of Educational Subject Matter
CHDM	Chris Hani District Municipality
CHE	Council on Higher Education
CHESD	Centre for Higher Education Studies and Development
CHET	Centre for Higher Education Transformation
CiIP	Committee for inter-Institutional Planning

COPE	Congress of the People
CPUT	Cape Peninsula University of Technology
CQFW	Credit and Qualification Framework for Wales Project
CUs	Comprehensive Universities
CTP	Committee of Technikon Principals
CUP	Committee of University Principals
DAAD	Deutcher Akademischer Austausch Dienst
DBSA	Development Bank of Southern Africa
D. C.	District of Columbia
D. Com.	Doctor of Commerce
D. Ed.	Doctor of Education
DGDP	District Growth and Development Plan
DGDS	District Growth and Development Strategy
DMs	District Municipalities
DoE	Department of Education (in South Africa)
D. Phil.	Doctor of Philosophy
DQA	Director: Quality Assurance
Dr.	Doctor
D.Tech.	Doctor of Technology
DVCs	Deputy Vice Chancellors
DWAF	Department of Water Affairs and Forestry
EC	Eastern Cape
ECHEA	Eastern Cape Higher Education Association
ECSA	Engineering Council of South Africa
ECSECC	Eastern Cape Socio-Economic Consultative Council
ECT	Eastern Cape Technikon
Ed.	Editor
Ed. D.	Doctor of Education
Eds.	Editors
EMs	Executive Mayors
EPU	Education Policy Unit
EPWP	Expanded Public Works Programme
et.al.	And Others

ETQA	Education and Training Quality Assurer
FAT	Faculty of Applied Technology
FBML	Faculty of Business, Management Sciences and Law
FED	Faculty of Education
FET	Further Education and Training
FHS	Faculty of Health Sciences
FHSS	Faculty of Humanities and Social Sciences
FINHEEC	Finnish Higher Education Evaluation Council
FSE	Faculty of Science and Engineering
FSET	Faculty of Science, Engineering and Technology
GHS	Gesamthochschulen
HAIs	Historically Advantaged Institutions
HBI	Historiesbenadeelde inrigting
HBIs	Historically Black Institutions
HBTs	Historically Black Technikons
HBUs	Historically Black Universities
H. D. E.	Higher Diploma in Education
HDIs	Historically Disadvantaged Institutions
HDTs	Historically Disadvantaged Technikons
HE	Higher Education
HEA	Higher Education Act
H. E. D.	Higher Education Diploma
HEIs	Higher Education Institutions
HEMIS	Higher Education Management Information System
HEQC	Higher Education Quality Committee
HEQF	Higher Education Qualifications Framework
HERDSA	Higher Education Research and Development Society of Australasia Incorporated
HESA	Higher Education South Africa
HIV	Human Immuno Virus
HOKR	Hoëronderwys Kwalifikasieraamwerk
HRD	Human Resources Development
HSRC	Human Sciences Research Council

HWIs	Historically White Institutions
HWTs	Historically White Technikons
IAs	Institutional Audits
IAU	International Association of Universities
ICT	Information and Communication Technology
IEM	Interim Executive Management
IF	Institutional Forum
Inc.	Incorporated
IOPs	Institutional Operating Plans
IPC	Integrated Planning Committee (of Management)
ISP	Institutional Strategic Plan
ITC	Information Technology and Communication
ITS	Integrated Tertiary Systems
JCU	James Cook University
JIPSA	Joint Initiative on Priority Skills Acquisition
JMC	Joint Merger Committee
JNU	Jawaharlal Nehru University
Kms	Kilometres
KNUST	Kwame Nkrumah University of Science and Technology
KU	Komprehensiewe Universiteit
LERU	League of European Research Universities
LL. B.	Bachelor of Laws
LUR	Lid van die Uitvoerende Raad
M. A.	Master of Arts
M. Com.	Master of Commerce
M & E	Monitoring and Evaluation
MEC	Member of the Executive Council (Provincial Minister of a Government Department in South Africa)
M. Ed.	Master of Education
MEDUNSA	Medical University of Southern Africa
MIS	Management Information Systems
MiST	Mathematics – information technology – Science – Technology Education

MMs	Merger Managers
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
M. Sc.	Master of Science
M. Tech.	Master of Technology
NATED	National Education Department
N Cert	National Certificate
NCHE	National Commission for Higher Education
NCHEMS	National Center for Higher Education Management Systems
NCS	New Curriculum Statement
ND	National Diploma
NDip	National Diploma
NEPAD	New Partnership for Africa's Development
NERCHE	New England Resource Center for Higher Education
NGOs	Non-Governmental Organizations
NHC	National Higher Certificate
NICATS	Northern Ireland Credit Accumulation and Transfer System
NMMU	Nelson Mandela Metropolitan University
No.	Number
NPHE	National Plan for Higher Education
NQF	National Qualifications Framework
NSBs	National Standards Body (Bodies)
NUCAT	Northern Universities Consortium for Credit Accumulation and Transfer
NY	New York
OBE	Outcomes-based Education
OECD	Organization for Economic Co-operation and Development
OIT	Office of Information Technologies
ORTDM	OR Tambo District Municipality
PA	Philadelphia
PCOs	Programme Coordinators
PE	Port Elizabeth
PenTech	Peninsula Technikon

PGCE	Post Graduate Certificate in Education
PGDP	Provincial Growth and Development Plan
PGDS	Provincial Growth and Development Strategy
PGOP	Provinsiale Groei-en-Ontwikkelingsplan
Ph. D.	Philosophiae Doctor
PKK	Program-en-Kwalifikasie-Kombinasie
PQM(s)	Programme and Qualification Mix(es)
Prof.	Professor
QAA	Quality Assurance Agency
QMD	Quality Management Directorate
RAU	Randse Afrikaanse Universiteit
RDP	Reconstruction and Development Programme
R&D	Reconstruction and Development
RSA	Republic of South Africa
SA(n)	South Africa(n)
SAAIR	Southern African Association for Institutional Research
SADC	Southern African Development Community
SAQA	South African Qualifications Authority
SAUVCA	South African Universities Vice-Chancellors Association
SCUP	Society for College and University Planning
SEEC	Southern England Consortium for Credit Accumulation and Transfer
SERTEC	Certification Council for Technikon Education
SETAs	Sector Education and Training Authorities
SGBs	Standards Generating Bodies
SMMEs	Small Medium and Micro Enterprises
SPSS	Statistical Products and Service Solutions
SRC	Students Representative Council
SRHE	Society for Research into Higher Education
SU	Stellenbosch University
TELP	Tertiary Education Linkages Project
TUT	Tshwane University of Technology
TWR	Technikon Witwatersrand
TWU	Trinity Washington University

TYRPs	Three Year Rolling Plans
UCT	University of Cape Town
UDE	Universitat Duisburg Essen
UDW	University of Durban-Westville
UFH	University of Fort Hare
UFS	University of the Free State
UJ	University of Johannesburg
UK	United Kingdom
UKZN	University of KwaZulu-Natal
UL	University of Limpopo
UMES	University of Maryland Eastern Shore
UN	University f Natal
UNCFSP	United Negro College Fund Special Programs
UNESCO	United Nations Educational, Scientific and Cultural Organization
UniLag	University of Lagos
UNISA	University of South Africa
UNITRA	University of Transkei
UniVen	University of Venda
UNIZULU	University of Zululand
UOFS	University of the Orange Free State
UoTs	Universities of Technology
UP	University of Pretoria
UPE	University of Port Elizabeth
US	United States (of America)
USA	United States of America
USAID	United States Agency for International Development
UWaterloo	University of Waterloo
UWC	University of the Western Cape
VCs	Vice Chancellors
Wits	University of the Witwatersrand
WSU	Walter Sisulu University/Universiteit

ABSTRACT

Key words: Challenges, designing, development, Programme and Qualification Mix (PQM), comprehensive university, binary divide, merger processes, PQM model.

This study focused on the challenges of designing a new Programme and Qualification Mix (PQM) for a Comprehensive University (CU) in South Africa. The mergers and incorporations of higher education institutions in South Africa resulted in the formation of three institutional types, namely, traditional universities, universities of technology (former technikons) and comprehensive universities (offering both university-type programmes and technikon-type programmes).

The interest in pursuing this study was initiated by the challenges that the CUs would face in designing their first post-merger PQMs. Walter Sisulu University (WSU) which resulted from the merger of three historically disadvantaged institutions (HDIs) was used as the case study. WSU was one of the six South African CUs, four of which were currently offering both university- type programmes and university of technology-type programmes. The other two CUs were seemingly at the initial stages of offering both types of programmes.

The study explored the transformation of the South African Higher Education system which was informed by what the position was before 1994 and also by examining the higher education transformation agenda after 1994 through attempts by the first democratic post-apartheid government of South Africa to create a single higher education system through the National Commission on Higher Education (1996), the Education White Paper 3 (1997), the Higher Education Act, Act No. 101 of 1997, as amended, the National Plan for Higher Education (2001), as well as the Guidelines for Mergers and Incorporations (2003). Documents such as the Qualifications Structure for Universities in South Africa – Report 116 (1995), the Qualifications Structure for Technikons in South Africa – Reports 150 and 151 as well as the Higher Education Qualifications Framework (HEQF) – 2007 were used in conjunction with the Eastern Cape Provincial Growth and Development Plan (PGDP) – 2004-2014 in order to enrich the debate that informed the designing and development of the PQM for WSU as a comprehensive university.

The above legislative framework was followed by an attempt to define or explain terminologies like "university", "comprehensive university", "programme", "qualification", "programme and qualification mix", in the context of the South African higher education system. These definitions were compared with equivalent international practice. This study, in attempting to analyse the PQMs of CUs, discussed the inherent nature and roles of universities as well as the classification of university types in South Africa which resulted from the mergers and incorporations of certain higher education institutions.

The chapter described in the above paragraph was followed by a discussion of academic programmes and qualifications[1] offered at selected comprehensive universities on five continents, namely, Africa, Asia, America[2], Australia and Europe. This was done in conjunction with an exploration of the process of the development of the PQM of two South African traditional universities, two South African universities of technology and four[3] South African comprehensive universities.

In order to analyse the challenges associated with the designing and development of the first post merger PQMs for comprehensive universities in South Africa a sample of eight universities were asked to respond to a survey using questionnaires. Research questionnaires were distributed and retrieved from the selected eight universities including two merged traditional universities, two merged universities of technology and four merged comprehensive universities as well as one questionnaire to each of the three former Vice Chancellors of the three institutions which merged to form WSU. The Executive Deans of the four faculties of WSU had to respond to the same questionnaire and this gave a clearer hands-on and current view of the process of PQM design and development at WSU. These universities were asked questions on the definition of terms like what Programme and Qualification Mix are understood to be, what comprehensive universities are, what their views are in terms of the sustainability of the binary divide, what their PQM development processes entailed, which stakeholders were involved in their PQM development processes and what challenges faced their PQM development processes.

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[1] These programmes and qualifications are not understood to mean the PQM as it is known in South Africa.
[2] Only North American countries such as the United States of America and Canada were covered, to the exclusion of South America.
[3] There are six comprehensive universities in South Africa, four of which are currently offering both university-type and university of technology-type programmes.

A selection of stakeholders who are interested and affected parties in the PQM design and development process of WSU was interviewed. Interviews were conducted with a senior official of the Higher Education division of the national Department of Education, the Eastern Cape Provincial Member of the Executive Council (MEC) for Education, the official who led the process of developing the Eastern Cape Provincial Growth and Development Plan (PGDP) as well as the Executive Mayors of the three District Municipalities, namely, Amathole, Chris Hani and OR Tambo, in whose areas all four campuses of Walter Sisulu University are situated. The interview schedule covered questions like the roles of the above stakeholders in WSU's PQM development processes and what these stakeholders expected to achieve from the aforementioned PQM processes. They were also probed on what specific programmes they would like the PQM processes to include.

The results of both the questionnaire and the interview surveys were analysed and conclusions were drawn therefrom. Since WSU is used as a case study, the challenges of designing the first post-merger PQM for this specific university as a comprehensive university were outlined in detail with a possible model proposed for its PQM. The last chapter drew general conclusions, recommendations and suggested areas for further empirical studies in this field.

ABSTRAK

Sleutelwoorde: Uitdagings, ontwerp, ontwikkeling, Program-en-Kwalifikasie-Kombinasie (PKK), komprehensiewe universiteit, binêre verdeling, samesmeltingsprosesse, PKK-model.

Hierdie studie het op die uitdagings daaraan verbonde om 'n Program-en-Kwalifikasie-Kombinasie (PKK) van 'n Komprehensiewe Universiteit (KU) in Suid-Afrika te ontwerp gefokus. Die samesmelting en inlywing van hoëronderwysinrigtings in Suid-Afrika het drie institusionele tipes ten gevolg gehad, naamlik tradisionele universiteite, universiteite vir tegnologie (voormalige technikons) en komprehensiewe universiteite (wat sowel universiteit-tipe programme as technikon-tipe programme aanbied).

Die belangstelling om hierdie studie voort te sit, het ontstaan uit die uitdagings waarvoor die KU te staan sou kom in die ontwerp van hulle post-samesmeltings-PKKs. Die Walter Sisulu Universiteit (WSU), wat ontstaan het uit die samesmelting van drie historiesbenadeelde inrigtings (HBI), is as gevallestudie gebruik. WSU is een van die ses Suid-Afrikaanse KU, waarvan vier tans sowel universiteit-tipe programme as universiteit-van-tegnologie-tipe programme volg. Die ander twee KU is nog nie gereed om albei tipes programme aan te bied nie.

Die inherente aard en rolle van universiteite, sowel as die klassifikasie van universiteitstipes in Suid-Afrika, wat voortgespruit het uit die samesmelting en inkorporering van hoëronderwysinstellings, die transformasie van die Suid-Afrikaanse Hoëronderwysstelsel wat gelei (geïnformeerd) is deur wat die posisie voor 1994 was, asook deur die hoëronderwys transformasie-agenda ná 1994 deur pogings van die eerste demokratiese post-apartheidsregering van Suid-Afrika om 'n enkele hoëronderwysstelsel te skep by wyse van die Nasionale Kommissie oor Hoër Onderwys (1996), die Witskrif oor Onderwys 3 (1997), die Wet op Hoëronderwys, Wet No. 101 van 1997, soos gewysig, die Nasionale Plan vir Hoër Onderwys (2001) asook die Riglyne vir Samesmelting en Inlywing (2003), word ondersoek. Dokumente soos die Kwalifikasiestruktuur vir Universiteite in Suid-Afrika – Verslag 116 (1995), die Kwalifikasiestruktuur vir Technikons in Suid-Afrika – Verslae 150 en 151, asook die Hoëronderwys Kwalifikasieraamwerk (HOKR) – 2007 is gebruik in samewerking met die Oos-Kaapse Provinsiale Groei- en-Ontwikkelingsplan (PGOP) – 2004-

2014, ten einde die debat te verryk wat die ontwerp en ontwikkeling van die PKK vir WSU as komprehensiewe universiteit van inligting voorsien het.

Die bogenoemde wetgewende raamwerk word opgevolg deur 'n poging om terminologie soos "universiteit", "komprehensiewe universiteit", "program", "kwalifikasie", "program-en-kwalifikasie-kombinasie", in die konteks van die Suid-Afrikaanse hoëronderwysstel te definieer of te verduidelik. Hierdie definisies word met soortgelyke internasionale prakties vergelyk. Hierdie studie het die inherente voorkoms en rol van universiteite asook die klasifikasie van universiteitstipes in Suid Afrika wat voortgespruit het in geval van die samesmettingsprosesse van sekere hoëropvoedkundige institusies, bespreek.

Die programme en kwalifikasies[4] wat by geselekteerde komprehensiewe universiteite op vyf kontinente aangebied word, naamlik Afrika, Asië, Amerika[5], Australië en Europa, word uiteengesit in samewerking met die PKK van twee tradisionele Suid-Afrikaanse universiteite vir tegnologie en die vier[6] Suid-Afrikaanse komprehensiewe universiteite.

'n Steekproef van agt universiteite is gevra om te reageer op 'n opname deur middel van vraelyste om sodoende die uitdagings wat geassosieer word met die ontwerp en ontwikkeling van die eerste post-samestellings-PKKs vir komprehensieweuniversiteite in Suid-Afrika te analiseer. Navorsingsvraelyste is uitgedeel van agt universiteite en terugontvang, insluitend twee saamgesmelte tradisionele universiteite, twee saamgesmelte universiteite vir tegnologie en vier saamgesmelte komprehensiewe universiteite, asook een vraelys van elk van die voormalige Visekanseliere van die drie inrigtings, wat saamgesmelt het om die WSU te vorm. Die Uitvoerende Dekane van die vier fakulteite van WSU moes geageer op dieselfde vraelys en dit het 'n duideliker en resente siening van die proses van PKK ontwerp en ontwikkeling van WSU gegee. Hierdie universiteite is gevra vrae soos wat bedoel word met die definisie van terme soos Program-en-Kwalifikasie-Kombinasie, wat komprehensiewe universiteite is, wat hulle standpunte is in terme van die volhoubaarheid van die binêre verdeling, wat hulle PKK-ontwikkelingsprosesse behels, watter deelhebbers betrokke was in

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[4] Hierdie programme en kwalifikasies word nie beskou soos wat onder PKK in Suid-Afrika verstaan word nie.
[5] Slegs Noord-Amerikaanse lande soos die Verenigde State van Amerika en Kanada is gedek, met die uitsluiting van Suid-Amerika.
[6] Daar is ses komprehensiewe universiteite in Suid-Afrika, waarvan vier tans sowel universiteit-tipe en universiteit-van-tegnologie-tipe programme aanbied.

hulle PKK-ontwikkelingsprosesse en voor watter uitdagings hulle PKK-ontwikkelingsprosesse te staan gekom het.

Onderhoude is gevoer met 'n seleksie van aandeelhouers wat geïntereseerd is, en betrokke partye in die ontwerp en ontwikkeling van WSU se PKK. Hulle is ook gevoer met 'n seleksie van 'n senior beampte van die Hoëronderwysafdeling van die Nasionale Departement van Onderwys, die Oos-Kaapse Provinsiale Lid van die Uitvoerende Raad (LUR) vir Onderwys, die beampte wat die ontwikkelingsproses in die Oos-Kaapse Provinsiale Groei- en Ontwikkelingsplan (PGOP) gelei het, asook die Uitvoerende Burgemeesters van die drie Distriksmunisipaliteite, naamlik Amathole, Chris Hani en OR Tambo, die gebiede waarin al vier kampusse van die Walter Sisulu Universiteit geleë is. Die onderhoudskedule het vrae gedek soos die rolle van bostaande deelhebbers in die ontwikkeling van WSU se PKK-ontwikkelingsprosesse en wat hierdie deelhebbers verwag het om deur middel van voorafvermelde PKK-prosesse te bereik. Hulle is ook gepols oor watter spesifieke programme hulle in die PKK-proses sou wou insluit.

Resultate van beide die vraelys opnemers en die onderhouds opnemers is geanaliseer en gevolgtrekkings is bereik. Aangesien die WSU as gevallestudie gebruik is, word die uitdagings om die eerste post-samesmeltings-PKK vir hierdie universiteit as 'n komprehensiewe universiteit in detail uiteengesit, met 'n moontlike voorgestelde model vir 'n PKK vir die universiteit. Die laaste hoofstuk maak algemene gevolgtrekkings, doen sekere aanbevelings, en stel terreine vir verdere empiriese studie op hierdie gebied voor.

This picture of the researcher and the Honourable Mr. Johnny Makgato, the then MEC for Education was taken by the MEC's aide just after the interview on Friday, 27 June 2008.

[My Motto "Never, I repeat, Never Give Up"]

CHAPTER ONE

ORIENTATION

1.1 Introduction

The South African Minister of Education's proposal for mergers and incorporations of different types of institutions of higher learning which started in June 2002 through the release of the document entitled "Transformation and Restructuring: A New Institutional Landscape for South Africa" (DoE, 2002b) resulting in the newly crafted concepts of, inter alia, universities of technology and comprehensive universities, stimulated the researcher's interest to study the challenges associated with the designing and development of the Programme and Qualification Mix (PQM) for comprehensive universities in South Africa.

This chapter introduces the study by outlining the necessity and purpose of the research, details of the preliminary study, research issue or hypothesis (with research questions and aims of the study), research methodology and procedures (with the research approach and design and research methods and procedures) followed by a literature review. This chapter ends with the value of the research and an outline of the remaining chapters.

1.2 Necessity and purpose of the research

The concept of a "Comprehensive University" was first introduced in the South African Higher Education (HE) system when it was used in paragraphs 3.1, 3.3 and 3.8.2 of the Minister's document (DoE: 2002b), during the proposal for the establishment of the first two universities that would offer both university-type programmes and technikon-type programmes. These were, the Nelson Mandela Metropolitan University (through the merger of the Port Elizabeth Technikon and the University of Port Elizabeth with the Port Elizabeth Campus of Vista University incorporated into the merged institution) on the one hand, and the University of Johannesburg (through the merger of Rand Afrikaans University and Technikon Witwatersrand, incorporating the East Rand and Soweto Campuses of Vista University), on the other hand.

However, the term "Comprehensive University" was already in use in many international education systems such as Australia, Canada, Germany, the United States of America (USA)

et cetera, at the time of its introduction to the South African Higher Education (HE) system. Part of this study was an attempt to explore how the concept of a comprehensive university was understood in South Africa and internationally.

This nomenclature was introduced by the Ministry of Education in South Africa in four cases[1] where Comprehensive Universities (CUs) resulted from mergers of one or more universities with one or more technikons[2]. In two of the cases[3], traditional universities were instructed by the Ministry of Education in South Africa to reconfigure their academic Programme and Qualification Mix (PQM) to include university of technology-type instructional programmes.

There was no blueprint of how a PQM of a comprehensive university should look like. This study would, therefore, attempt to assist the South African national Department of Education (DoE) and the Ministry of Education by initiating further debates on the comprehensive universities in South Africa and by addressing the challenges of developing the first post-merger PQMs for comprehensive universities in South Africa, in general, and designing a new post-merger PQM for Walter Sisulu University, in particular.

The possible future sustenance of the binary divide between university-type programmes and the university of technology-type programmes as well as an exploration of what the term "PQM" was understood to be in South Africa, formed part of this study.

The challenge at hand was introduced by the merger of universities with technikons in the following four cases:-

    (1) Nelson Mandela Metropolitan University (NMMU) [merger of Port Elizabeth Technikon with the University of Port Elizabeth after the incorporation of the Port Elizabeth campus of Vista University];

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[1] The four cases of Comprehensive Universities in South Africa referred to here are the University of Johannesburg (UJ), Nelson Mandela Metropolitan University (NMMU), Walter Sisulu University (WSU) and the University of South Africa (UNISA).

[2] In South Africa "technikons" were renamed "Universities of Technology" after the finalization of Mergers and Incorporations of Higher Education Institutions in 2002.

[3] These two cases are the University of Zululand and the University of Venda.

(2) University of Johannesburg (UJ) [merger of Rand Afrikaans University, Technikon Witwatersrand and the Soweto and East Rand campuses of Vista University] ;

(3) University of South Africa (UNISA) [merger of the University of South Africa and Technikon South Africa]; and

(4) Walter Sisulu University (WSU) [merger of Border Technikon, Eastern Cape Technikon and the University of Transkei].

Two more comprehensive universities resulted when the South African Ministry of Education instructed the University of Venda (UniVen) and the University of Zululand (UNIZULU) to re-focus their missions, thus transforming themselves to offer both university-type and university of technology-type programmes. There were therefore, six CUs in South Africa at the time this study was undertaken.

Walter Sisulu University (WSU) was the last of these six CUs to be established on 1 July 2005. One of the requirements was that within eighteen months after the merger date each new institution had to submit an Institutional Operating Plan (IOP) to the Ministry of Education. The IOP for WSU, in addition to meeting all the general requirements of all mergers and incorporations in terms of Appendix 3 of the Merger Guidelines (DoE, 2003: 91-103), had to show how its PQM proposed to comply with the Education Ministry's demand of 30 % university-type and 70 % university of technology-type programmes.

In the available literature where the rationale for mergers and incorporations was discussed and in subsequent debates between the Minister of Education and delegations from the three merging institutions [in which the researcher participated as the Merger Manager (MM) for the former Border Technikon (BT)] in the establishment of WSU, no reasons were advanced for this prescribed proportional distribution of university-type versus university of technology-type programmes.

Notwithstanding the above explanation, when WSU submitted its IOP to the Minister of Education on 15 March 2007, the demand by the Ministry of 30 % university-type and 70 % university of technology-type programmes was changed and re-written as "at least 73% of the 2010 headcount student enrolments must be in undergraduate diplomas and 24% in

undergraduate degrees. At most, 3% of enrolments may be in postgraduate qualifications."[4] This is very different from the original demand and it is achievable since already the actual 2005[5] headcount student enrolments stood at 71% undergraduate diplomas (targeting 73% in 2010), enrolment in undergraduate degrees was 26% (targeting 24% in 2010) and all postgraduate enrolments was 3% (the same as the 2010 target). The IOP for WSU was approved by the Ministry of Education at the beginning of 2008 (WSU, 2007a).

1.3 Details of the preliminary study

The researcher's experience in various senior academic and administrative positions at Eastern Cape Technikon (ECT) and Border Technikon (BT) covering the period from 1 February 1991 to 30 June 2005 was extended by the period 1 July 2005 to 31 December 2007 continuing as WSU's Director: Strategic Planning and, with effect from the beginning of January 2008 the researcher was employed by WSU as the Director: Quality Assurance (DQA).

The researcher visited the USA on an intensive internship training under the guidance of the then President of the University of Maryland Eastern Shore, the late President Emeritus Dr. William Percy Hytche. The researcher also benefited from presenting papers at international conferences of the Society for College and University Planning (SCUP) in Denver, Colorado, USA (in 2000) and in Toronto, Ontario, Canada (2004). He also presented a paper at annual conferences of the Southern African Association for Institutional Research (SAAIR) at WSU in Mthatha, South Africa (2005), two papers at the University of Botswana in Gaborone, Botswana (2006), and one paper at the University of Stellenbosch near Cape Town, South Africa (2007).

The workshops and conferences organized by the DoE on the development of the National Plan for Higher Education (NPHE) and the first two Three Year Rolling Plans (TYRPs) for the period 1999 - 2001 and 2000 - 2002 were also attended by the researcher. The researcher attended numerous other meetings which enhanced his experience in the development of academic programmes.

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[4] Letter from the Ministry of Education to the WSU Vice Chancellor dated 14 March 2007 entitled "Enrolment Plans and Infrastructure and Efficiency Funding Allocations".
[5] Table 8 entitled "Comparison of actual (2005) and approved (2010) targets" from page 22 Annexure A of WSU's Academic Planning Committee meeting agenda of 24 October 2007.

As Merger Manager (MM) for the former BT, the researcher participated in all merger related meetings and workshops and, in particular, he chaired all Joint Merger Committee (JMC) meetings which his institution hosted. During the pre-merger phase, the researcher was part of three delegations from the three merging institutions that prepared documentation and attended meetings with the South African Ministers of Education, namely, Professor Kader Asmal in his Cape Town office on 11 November 2003 and Mrs. Naledi Pandor on 24 August 2004 and the 15 December 2004 in her Cape Town and Pretoria offices respectively, to debate various merger related issues.

During the above interactions with politicians, government officials, academics, other colleagues and documentation on various higher education transformation topics, the researcher gained experiences and exposure to vast amounts of knowledge, skills and attitudes that have served as part of the preliminary study for this topic.

There was an initiative through the Tertiary Education Linkages Project (TELP) to conduct a comprehensive audit of academic programmes and designing the Programme and Qualification Mix for WSU. This project ran between June 2004 and the end of 2004. According to the Implementation and Monitoring Plan of the United Negro College Fund Special Programs Incorporated (UNCFSP) report, (UNCFSP, 2004: 12 – 16) a final draft of the PQM should have been produced by the middle of November 2004. Although this TELP project made provision for a total cost for the three institutions that were to merge in 2005 that exceeded R800 000 with extra funding from the United States Agency for International Development (USAID), there was no evidence that any combined pre-merger PQM was designed during 2004 (UNCFSP, 2004: 21).

When WSU embarked on the process of PQM development which was started in April 2008, the results of the above-mentioned TELP project were not used. The only available PQM documents were the separate approved PQMs (DoE, 2006: Section C.20) of the three institutions that were to merge in July 2005 and these were not based on the TELP project outlined in the above paragraph but rather based on the separate submissions of these institutions in response to the call for PQM submissions to the DoE for the period 2002 - 2006.

1.4 Research issue/Hypothesis to be investigated

This research project aimed at identifying the challenges associated with the development of the first post-merger PQM for South African comprehensive universities, as well as the challenges of designing the first post-merger PQM for WSU as one of the six South African CUs.

The former Minister of Education in South Africa, Professor Kader Asmal, in the foreword of a discussion document entitled "Creating Comprehensive Universities in South Africa: A Concept Document" (DoE, 2004a) encouraged broad engagement on the roles and functions of comprehensive institutions. He called for careful planning in the development of appropriate academic and organizational models if South Africa intended to successfully introduce and establish comprehensive institutions.

Furthermore, since the DoE (2004a: 3) analysis of a number of possible academic and organizational models that may serve the needs of comprehensive universities revealed that no single model can be imposed on all, this study will attempt to design a possible PQM model that might be appropriate to Walter Sisulu University and highlight challenges that are associated therewith.

1.4.1 Research questions

The study attempts to answer the following questions:-
- How would you define the meaning of "Comprehensive University" in the South African Higher Education (HE) context?
- Can the terminology "Comprehensive University" in the South African HE context continue to **only** refer to an institution of higher learning that offers both university-type and university of technology-type academic programmes?
- Is the binary divide between universities and technikons likely to be sustained in South Africa
- For how long (years) do you think South Africa will sustain the binary divide between universities and technikons?
- What will happen to the academic profile of CUs when the binary divide disappears, if it does?

- What is the understanding of the concept "Programme and Qualification Mix (PQM)" as it is used in South Africa?
- What did the process of developing the first post-merger PQM of the Cape Peninsula University of Technology (CPUT), Tshwane University of Technology (TUT), University of KwaZulu-Natal (UKZN), University of Limpopo (UL), Nelson Mandela Metropolitan University (NMMU), University of Johannesburg (UJ), University of South Africa (UNISA) and Walter Sisulu University (WSU) entail?
- List five key stakeholders involved in the preparation of the PQM in the order of priority from the most crucial to the least important.
- Indicate whether the Department of Education (DoE) rejected your first PQM submission or not.
- If the DoE rejected your first PQM submission, what reasons were advanced for such a rejection?
- List the key challenges in developing the first post-merger PQMs for CUs in South Africa, in general.
- List the key challenges universities were faced with in designing their first post-merger PQMs.
- What was the role, if any, of the Higher Education Institutions (HEIs) in general, and universities, in particular, in the Provincial Growth and Development Plan (PGDP)?

1.4.2 Aims of the study

Based on the research questions in 1.4.1 above, the aims of this study can be outlined as follows:-

- To debate the impact of the possible disappearance of the binary divide between university-type and university of technology-type programmes, on the continued existence of comprehensive universities as an institutional type in South Africa;
- To understand the concept of "Programme and Qualification Mix (PQM)" as it is used in South Africa;
- To discuss the processes of developing the first post-merger PQMs for four selected South African comprehensive universities, two selected traditional universities as well as two selected universities of technology;
- To identify the main stakeholders involved in the preparation of the PQM in the order of priority from the most crucial to the least important;

- To check whether the newly established HEIs experienced challenges in the process of approval of their PQM submissions by the Department of Education;
- To identify key challenges in developing the first post-merger PQMs for CUs in South Africa, in general;
- To identify key challenges universities were faced with in designing their first post-merger PQM;
- To outline the roles, if any, of Higher Education Institutions (HEIs) in the Provincial Growth and Development Plan (PGDP);
- To design a possible PQM model for WSU as a specific comprehensive university in South Africa;
- To outline the general composition of academic programmes offered at selected international comprehensive universities in the continents of Africa, Asia, America, Australia and Europe; bearing in mind that the meaning of the concept "comprehensive university" in South Africa may not be the same as in other countries in the aforementioned five continents; and,
- To outline the general composition of PQMs of two South African traditional universities, two South African universities of technology as well as four South African comprehensive universities.

1.5 Research methodology and procedures

There is very limited literature on designing a PQM since this is not familiar terminology in HEIs. Furthermore, CUs are not understood to mean a particular phenomenon in all HEIs in Africa and other continents hence the scarcity of articles and books on this topic.

The research methodology and procedures in this study include the following research approach and design, methods and procedures.

1.5.1 Research Approach and Design

This study used a combination of the quantitative and the qualitative research design approaches. It should be made clear, however, that because of the small size of the sample the researcher used an approach which favours the qualitative approach with limited use of the quantitative methods. The quantitative approach was used only in mentioning the specific percentages of university representatives who responded in a particular way to specific

questions. By its nature the qualitative social enquiry has its intellectual roots in phenomenological sociology and qualitative research uses concepts and classifications so as to attempt to interpret human behaviour in a way that reflects not only the analyst's view but also the views of the people whose behaviour is being described (Jackson [1995] in Southwood, et.al., 2004: 1 – 11).

The qualitative, descriptive and exploratory design is a research design technique used in order to explore and describe the challenges of designing and developing the PQMs of CUs. Descriptive designs were used to provide a picture of situations as they naturally happen, and this is an essential phase in the development of knowledge (Wolcott, 2001: 111).

The theoretical approach used in this study is the phenomenological perspective which is used more broadly to signal a commitment to understanding human phenomena in context, as they are lived, using context derived terms and categories (Terre Blanche & Durrheim [1999] in Southwood, et.al., 2004: 1 – 11). Phenomenological descriptions of things like perception (hearing, seeing, etc.), believing, remembering, deciding, feeling, judging, etc., are possible only by turning from things to their meaning, from what is to the nature of what is (Schwandt [1997] in Southwood, et.al., 2004: 1 – 11).

The perceptions of university representatives on certain concepts associated with higher education transformation in South Africa as well as how processes associated with the designing and development of PQMs, with special reference to comprehensive universities, were explored in the study. Other stakeholders like executive mayors of selected district municipalities, the Eastern Cape provincial Member of the Executive Council (MEC) for Education and selected officials in provincial and national government departments were approached using interviews.

1.5.2 Research Methods and Procedures

In this study, which used phenomenology as both an approach and a strategy, as proposed by Harris (2002: 67 – 68), there was a blending of personal experience and literature review. The review of individual universities was mainly available from the websites of such institutions and the main challenge with these sources was that they are also used as a

marketing tool and, naturally success stories tend to be exaggerated and are not necessarily accurate.

This was followed by dispatching a questionnaire to eight universities, two of which were traditional universities, four comprehensive universities and two universities of technology. The same questionnaire was also distributed to the Executive Deans of the four Faculties of WSU as well as to the three former Vice Chancellors of Border Technikon (BT), Eastern Cape Technikon (ECT) and the University of Transkei (UNITRA). A series of interviews of six very senior individuals in selected stakeholder organizations were conducted. The phenomenon being researched was put to a test by the expression of ideas and opinions of these stakeholder organizational representatives. This study used the literature study, the responses to the questionnaires by the fifteen university representatives and the responses and opinions of the six interviewed stakeholder representatives as well as the researcher's personal experience and observations in order to expose new knowledge on the topic being researched.

1.5.3 Data collection

1.5.3.1 Questionnaires
Data and information were collected using a questionnaire for specific respondents. The analysis and interpretation of the information was done manually by the researcher without using any statistical technique since it was a very small sample of respondents obtained from responses to questionnaires.

Questionnaires were used because, contrary to common assumptions, a questionnaire is more than a list of questions but rather it is a scientific instrument for measuring and collecting particular kinds of data and, like all other scientific instruments, questionnaires must be designed in accordance with particular specifications and tailored to the specific aims of the surveyor (Kopac, 1991: 1).

Questionnaires were distributed to the Vice Chancellors (VCs) or Deputy Vice Chancellors (DVCs) for Academic Affairs as well as Heads of Academic Planning Departments (Academic Planners) and the former Merger Managers (MMs) of four of the six comprehensive universities in South Africa, namely, Nelson Mandela Metropolitan

University, University of Johannesburg, University of South Africa and Walter Sisulu University.

In the case of the University of Zululand (UNIZULU) the South African cabinet recommended that UNIZULU be configured to "become a Comprehensive University offering technikon-type programmes as well as a limited number of relevant university-type programmes, with its future growth being in the technikon programmes area, and with major involvement in the Richards Bay region" (Kistan, 2008).

Great strides have been taken by UNIZULU resulting in a Strategic Plan 2008 – 2011 and a list of technikon-type programmes approved by the DoE in 2007 and another in 2008. A few technikon type programmes were being offered by UNIZULU in temporary structures at Richards Bay by 2008 and a new campus was envisaged to commence with construction by 2009 (Kistan, 2008).

The University of Venda (UniVen) was not finding it easy to establish fundamental structures to re-configure its mission statement to become a comprehensive university due to human resources challenges. As at the end of 2008, UniVen did not have a Teaching and Learning Centre nor did it have an Academic Planning Department and most of the functions were centred on the Quality Management and Assurance Unit (Makhafola, 2008). Both UNIZULU and UniVen have been excluded as fully fledged CUs in this study because at the time of the first submission of this thesis in November 2008 both of them were still dealing with training of staff, structural arrangements, curriculum development and policy development issues. Only UNIZULU was offering a few technikon-type programmes by 2008.

The researcher also distributed the same questionnaire to the four Executive Deans of the WSU faculties as well as the three VCs of the former BT, ECT and UNITRA in order to capture the institutional intelligence they had on the road to the merger of their institutions and the processes of the development of the PQM for WSU. None of the three former VCs was appointed to the new position of Vice Chancellor of WSU.

The researcher decided in advance that one completed questionnaire submitted by any one individual on behalf of each of the eight universities would be sufficient for this study. The

rationale was that if the researcher wrote to the VC, the DVC Academic Affairs, the Academic Planner and the former Merger Manager, it is very likely that the VC's office and the DVC's office would refer their questionnaires to the Academic Planner who would give an institutional position. In most cases the same person served as both the Academic Planner and the Merger Manager.

For comparison of the three institutional forms in South Africa, namely, traditional universities, comprehensive universities and universities of technology, the researcher included two universities that resulted from mergers and incorporations of two or more traditional universities and two universities of technology that resulted from mergers and incorporations of two or more former technikons. The main focus of the study of these four institutions was to establish the processes they followed in the development of their first post merger PQMs. The VCs or DVCs Academic Affairs, former MMs and Academic Planners of CPUT, TUT, UL and UKZN also received the same questionnaires distributed to the four CUs.

The questions covered an exploration of the processes engaged in by each institution in designing the PQM which should have formed a basis for the IOP which was submitted to the South African Minister of Education. Specific lines of enquiries were followed in the questionnaire, e.g. Indicate, using the following Likert scale 1 (this never happened) – 5 (definitively happened), whether the following steps were taken in the process of developing and designing the first post-merger PQM. One of those steps would be "academics were relocated following consolidation and phasing out of programmes during the interim phase".

The researcher used qualitative questions as well as open-ended questions in the questionnaires administered to the abovementioned respondents.

1.5.3.2 Interviews

The research interview has been defined as a two person conversation initiated by the interviewer for the specific purpose of obtaining research relevant information (Cannel & Kahn in Cohen, Manion & Morrison, 2000: 269). Interviews are used with skepticism since there is always a risk of personal attitudes of both or one of the individuals which can stand in the way of objective reporting. Interviews enable participants, whether they are

interviewers or interviewees, to discuss their interpretations of the world in which they live and to express how they regard situations from their own point of view (Cohen, Manion & Morrison, 2000: 267).

In this research a formal interview with an interview guide containing specific questions which were made available to the interviewees some days before the date of the interview was employed and a proper recording of the responses was done. There was a need to use the interview method for some of the respondents like the Executive Mayors, the MEC for Education and the officials in the Provincial Premier's Office and National Department of Education because the detailed questions in the questionnaire required that whoever responded had to be knowledgeable in the development and designing of the Programme and Qualification Mix and only the respondents in the HE sector could cope with the questionnaires. The respondents to interviews were mainly stakeholders who would be required to utilize the services of universities and they were beneficiaries to the PQM process.

The researcher used the qualitative research approach in describing personal observations during interviews. In other cases where questionnaires were not used, interviews based on an interview guide were conducted. The politicians and officials who were interviewed included one senior official in the Higher Education Management and Support Division who is responsible for Higher Education Management Information System (HEMIS) of the national Department of Education, Mr. Johnny Makgato the then Member of the Executive Council (MEC) for Education in the Eastern Cape Province, the Executive Mayors of the OR Tambo District Municipality, the Chris Hani District Municipality and the Amathole District Municipality as well as Mr. Andrew Murray, the architect of the Eastern Cape Provincial Growth and Development Plan - PGDP who was also a Member of the WSU Council and a senior official of Eastern Cape Socio-Economic Consultative Council (ECSECC), in order to align the PQM of WSU with expectations from stakeholders.

1.5.3.3 Ethnographic observation
Since the researcher was directly involved in the process of institutional planning within the South African higher education sector, and having been a member of the Committee for Inter-Institutional Planning (CiIP) of the Eastern Cape Higher Education Association (ECHEA), there were extensive opportunities for ethnographic observation in his own and

other institutions. The researcher, furthermore, was in charge of Strategic Planning and was a member of the Institutional Planning Committee (IPC) and the senate Academic Planning Committee (APC) of the newly merged WSU which is one of the six CUs. He, therefore, has had the privilege of participating in most of the meetings that discussed the PQM matters for WSU and has played a direct role in preparing and submitting the IOP to the Ministry of Education.

As recently as the beginning of 2008, the researcher was appointed as the Director: Quality Assurance (DQA) giving him membership of the university senate where PQM related decisions were taken. The development of the PQM for WSU by the Dean's Forum, the discussion and approval thereof by the WSU's Council and submission to the Ministry of Education was a priority for WSU during 2008. However, as at 30 April 2008 the PQM development process had not begun at WSU. This delay might have been caused by the slowness of the process of making appointments into substantive senior positions like Executive Deans, Directors of Schools, Registrar, etc. It is worth remembering that WSU was the last South African Higher Education Instititution (HEI) to be created through the process of mergers and incorporations and it was also complicated by the fact that two former technikons merged with one university making the alignment of academic programmes an even bigger challenge for the PQM design. WSU was planning to submit its first post merger PQM to the South African Minister of Education by 30 September 2008.

1.5.4 Sampling

All of the four comprehensive universities which were created as a result of the merger of traditional universities with universities of technology (former technikons) and which offer both university-type and university of technology-type programmes were included in the research.

Eight traditional universities, namely, the University of the Witwatersrand, University of Cape Town, Rhodes University, University of the Western Cape, University of Stellenbosch, University of Fort Hare, University of the Free State and the University of Pretoria were not involved with mergers although some of them were only involved in incorporating certain portions of other universities and/or universities of technology. Three traditional universities were involved in mergers and two of them were part of this research.

Two of the six universities of technology were included in this research. However, only one university of technology, out of the six, which was involved in the mergers, had not been included in the research. A further two universities of technology were never involved in mergers and only one university of technology incorporated a campus of Vista University.

Because the available population was very small, random sampling was not used. Random sampling is a method of drawing a sample of a population so that all possible samples of a fixed size have the same probability of being selected. Random sampling assures each individual or element in the population the same chance of being chosen for inclusion in the survey (Kopac, 1991).

Instead of using random sampling in this study, the researcher used purposive sampling and the sample covered almost all the traditional universities and universities of technology which resulted from fully fledged mergers (with the exception of only one in each case) and all comprehensive universities (currently offering both university-type and university of technology-type programmes) were part of the sample. This meant that the populations of comprehensive universities at the time of mergers were part of the study. Purposive sampling is used only when the sample is likely to look the same as the population. For an example, if the characteristics like the population averages for known characteristics being relevant to the phenomenon are the same, then purposive sampling is used (Kopac, 1991). Similar types of universities in the same country offering similar academic programmes are better sampled using the purposive sampling technique.

All the Executive Deans of WSU were issued with questionnaires to respond to in order to triangulate the responses of the eight universities in the sample. Since the study was focussing on the challenges of the development of the first post merger PQM of WSU, all the Executive Mayors of all three District Municipalities within whose jurisdiction all four campuses [namely, Buffalo City (including Cambridge Street and the Heritage Building, Chiselhurst, Potsdam, College Street and Absa Stadium), Butterworth (including Ibika and Vuli Valley), Mthatha (including Nelson Mandela Drive and Zamukulungisa Heights), and Queenstown] of WSU fell, were interviewed (some by meeting the researcher who actually asked the questions and filled an interview schedule and by telephonic means and, in both cases the interviews were recorded). The MEC for Education in the Eastern Cape province in which WSU is situated, as well as the office of the Eastern Province's Premier (in the person of the architect of the PGDP) and a senior staff member of the office of the Deputy Director-

General for Higher Education in the DoE indicates that the top decision makers were interviewed to obtain the highest and most authentic information on this study. Even in the selection of the six interviewees, the purposive sampling technique was used.

1.5.5 Data analysis

The analysis of the data was done manually since there were only fourteen (14) questionnaires and only six interviewees. The researcher used his own knowledge and skills in the analysis of the quantitative data. Knowledge acquired from a Research Design Course entitled "Qualitative Research: Design and Implementation" was also used to qualitatively analyze the data. Descriptive methods outlining glaring similarities and or differences were also used, where appropriate.

1.6 Time scale

The ethnographic observation covered the period July 2002 to June 2008 and the literature review covered the period January 1991 to September 2008. Questionnaires were distributed in March 2008 and interviews were conducted during the months of May to July 2008. The Executive Deans of WSU's four faculties were proposed as additional resource persons by the promoters of the study and questionnaires were distributed to them during the month of October 2008. From the middle of July 2008 the quantitative (statistical) and qualitative analysis of the results resumed followed by the write-up and the initial submission of the thesis for assessment in April 2009.

1.7 Value of the research

Not much has been written about Comprehensive Universities in the South African higher education sector. This study might assist the institutions themselves as well as the relevant provincial and local government structures, commerce and industry, Non-Governmental Organizations (NGOs) and the organized labour to recognize the challenges and address the needs of such constituencies from the higher education system, in general and the six comprehensive universities, in particular.

The former Minister of Education was very keen to have studies conducted on the key issues and challenges that arise from developing an appropriate academic and organizational model for CUs in South Africa. The then Minister of Education was also keen to understand how the PQMs of the new comprehensive universities as a new institutional type, would address the transformation of the higher education system in South Africa.

1.8 Outline of the remaining chapters

Chapter two covers the transformation of the South African Higher Education system from a racially segregated unequal system that gave Whites better and varied access to higher education than Coloureds, Indians and Black Africans, to a unitary system with one Higher Education Act, Act No. 101 of 1997. This transformation agenda includes a brief outline of the pre-1994 higher education system in South Africa; the post-1994 higher education system in South Africa; the recommendations of the National Commission on Higher Education (NCHE), 1996; the Education White Paper 3, 1997 from which the Higher Education Act, 1997, and all its amendments were derived; the National Plan for Higher Education, 2001; the merger processes at CUs regarding PQMs; guidelines for mergers and incorporations, 2003 [from which the comprehensive universities as a new higher education institutional type emerged]; factors influencing the development of PQMs of CUs; the Report 116 of 1995 which is titled "A qualification structure for universities in South Africa"; the Reports 150 and 151 which are titled "A qualification structure for technikons in South Africa", the Higher Education Qualifications Framework (HEQF) and the expectations of the Eastern Cape PGDP 2004 – 2014 from the higher education sector in general, and from WSU in particular. This chapter is concluded by a discussion on the national and regional drivers as mechanisms to change the institutional higher education landscape.

Chapter three covers a philosophical and theoretical analysis of university education in South Africa with the inherent nature of universities, including definitions of terms like university and comprehensive institutions/university as understood in institutions of higher learning. This is followed by the role of universities in the social context of South Africa, an analysis of university types in South Africa and a theoretical framework for the development of a PQM under which terms like a Programme, a Qualification, a Programme Mix and a Qualification Mix (PQM) are described. This chapter ends with a section on the process of developing and submitting PQMs to the DoE.

Chapter four covers the PQMs of comprehensive universities and the challenges associated therewith. This includes external and internal factors influencing PQMs, components of a typical PQM and steps for the development of a PQM, evaluation of programmes and qualifications of some international comprehensive universities in America[6] (United States and Canada), Europe (Germany and Scotland), Asia (India), Australia, Africa (Nigeria and Ghana) and an evaluation of existing PQMs of eight South African universities divided into two traditional universities, namely the University of Limpopo and the University of KwaZulu-Natal, two universities of technology, namely, the Cape Peninsula University of Technology and the Tshwane University of Technology and four comprehensive universities, namely, Nelson Mandela Metropolitan University, University of Johannesburg, University of South Africa and Walter Sisulu University. This chapter ends with a brief description of challenges of developing PQMs for South African Comprehensive Universities.

Chapter five covers the research methodology, presentation of data and data analysis including the research approach and design, sampling, data collection, an analysis and discussion of results as well as the status, role, objectivity and trustworthiness of the researcher. This is followed by a discussion on the validity and reliability of the research and ethical considerations.

Chapter six outlines the challenges of developing and designing the first PQM for WSU as a comprehensive university. Key institutional challenges are listed from the responses of the interviewees. This is followed by challenges of designing the PQM for WSU as a CU. This chapter then suggests a specific academic and organizational model for the process of designing a PQM for WSU as a Comprehensive University (CU) followed by a general model for the development process of PQMs of South African comprehensive universities, in general.

In chapter seven a brief summary of the study is given. This is followed by conclusions and recommendations. The last section is on areas for further study.

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[6] Both the USA and Canada are in North America and no university was studied in South America.

1.9 Conclusion

This chapter introduced the study and highlighted that Walter Sisulu University was the comprehensive university at the centre of the study as the title "The challenges of designing a new Programme and Qualification Mix (PQM) for a comprehensive university in South Africa" referred to a particular comprehensive university in South Africa.

This chapter recognised that the unique terminology used in higher education posed many challenges since, for example, "comprehensive universities" and "programme and qualification mix" were concepts not understood to mean the same in different universities even within the same countries and across continents. The research questions listed in paragraph 1.4.1 formed the focus of the contents of the questionnaire from which the conclusions would be drawn.

The next chapter will discuss the history of the transformation of the South African Higher Education system from the pre-1994 era to the post-1994 period covering the evolution of the transformation documentation and the relevant legislative framework.

CHAPTER TWO

TRANSFORMATION OF THE SOUTH AFRICAN HIGHER EDUCATION SYSTEM

2.1 Introduction

This chapter explores the South African Higher Education system before the political dispensation of 1994 and the attempts by the newly established post apartheid government to transform the highly fragmented Higher Education (HE) system into a single system through the legislative framework and policy documents. Such documents include the National Commission on Higher Education (1996) report, the Education White Paper 3 (1997), the Higher Education Act, Act 101 of 1997, the National Plan for Higher Education (2001) and the Guidelines for Mergers and Incorporations (2003). The qualifications structure for universities (DoE Report 116), the qualifications structure for technikons (DoE Reports 150 and 151), the Higher Education Qualifications Framework (2007) and the Eastern Cape Provincial Growth and Development Plan (2004 – 2014) are also briefly discussed as well as the national and regional drivers as mechanisms to change the institutional higher education landscape in South Africa.

2.2 The pre-1994 higher education system in South Africa

Before the establishment of the first democratic government in 1994, South Africa had twenty one (21) universities and fifteen (15) technikons which were operating on a racial (White, African, Coloured and Indian) and language (Afrikaans and English medium instruction) basis. Universities and technikons for Whites were classified as Historically Advantaged Institutions (HAIs) and Historically White Institutions (HWIs). Universities and technikons for Blacks (i.e. Africans, Coloureds and Indians) were classified as Historically Disadvantaged Institutions (HDIs) or Historically Black Institutions (HBIs).

The Afrikaans medium universities and technikons included Stellenbosch University (SU), Technikon Pretoria, University of Pretoria (UP), Randse Afrikaanse Universiteit (RAU), University of the Orange Free State (UOFS), etcetera. The English medium universities and technikons included the University of Witwatersrand (Wits), University of Cape Town (UCT), University of Natal (UN), Technikon Natal, etc. South Africa also had an Indian

University, namely, the University of Durban-Westville (UDW) and a Coloured university, the University of the Western Cape (UWC). She also had a Coloured technikon, Peninsula Technikon (PenTech). Each university and technikon had its own Act from which Statutes were drawn. It should be stated here that South Africa was fragmented into many "independent" and "self governing" homelands with their presidents and cabinet ministers as a result of the apartheid system during the period 1976 to 1994. The then Ciskei and Transkei homelands were ruled by military dictators who used military decrees. These military rulers declared decrees that created the former Ciskei Technikon (later known as Border Technikon) and the former Transkei Technikon (later known as Eastern Cape Technikon) during the late 1980s and early 1990s, but they reverted to Acts just before 1994 when it became clear that a new unified and democratic South Africa was to be born.

The overriding immediate challenge just after the 1994 political dispensation in South Africa was the creation of "a rational, coherent landscape and moving towards a single, co-ordinated and differentiated HE system….since many of the features of apartheid fragmentation continued within the system and between institutions" (CHE, 2001a: 68). Some of the major problems included, inter alia, the lack of focus and mission incoherence of institutions and destructive competition in which HAIs reinforced their inherited privileges. Clearly leaving Higher Education Institutions (HEIs) to continue to enjoy their autonomy and to have uncontrolled academic freedom became a luxury the South African (SA) government could not continue to afford. This uneasiness required a drastic and urgent intervention from the SA government after 1994 so as to move away from a fragmented HE system towards a single, co-ordinated system.

2.3 The post-1994 higher education system in South Africa

Stumpf (2001: 217) used the shortcomings of the pre-1994 HE system in South Africa, which was governed and managed from a large number of different government departments in terms of race groupings resulting in a large degree of fragmentation, lack of co-ordination, severe inequalities and inefficiencies, in order to develop an approach for the post-1994 era. The major challenge of the post-1994 government in the field of HE has been to conceptualise, plan, govern and fund higher education in South Africa as a single co-ordinated system premised on the fundamental principles of equity and redress,

democratisation, development, quality, effectiveness and efficiency, academic freedom, institutional autonomy and public accountability (Stumpf, 2001: 217).

On 26 January 1996, while addressing the Strategic Planning Session of the Committee of University Principals (CUP) in a paper entitled "Sustaining while transforming our Higher Education System", the first post-apartheid South African Minister of Education, Professor Sibusiso Bengu, recognised that *"... if the present system were to continue its current trajectory, it would result in the collapse of several of our institutions and the loss of thousands of places in our higher education system. Specifically, outstanding student debts, massive backlogs in capital works programmes and collapsing libraries...as a government we dare not allow this situation to continue ... and as Minister of Education ... I dare not allow this situation to continue..."* (Bengu, 1996).

Professor Bengu then established the National Commission on Higher Education (NCHE) to advise the Ministry of Education on the transformation of the segregated and unequal HE system transforming it into a planned, single co-ordinated system that would respond to the national development agenda and that would address equity of access and success with adequate and efficient use of scarce resources. By this transformation the South African government would take the HE system through appropriate steps towards a unitary system that was based on the imperatives of a national transformation agenda looking at increased access, improved success, redress of past inequality and reconciliation.

Due to the legacy of apartheid, the HE sector had to be restructured to meet the social, cultural and economic development imperatives of the new social order, and to establish a single co-ordinated national HE system. The rationale for the mergers and incorporations of universities with other universities (to form traditional universities), technikons with other technikons (to form universities of technology) and of universities with technikons (to form comprehensive universities) in South Africa was mainly to combine adequately resourced and academically strong HAIs with HDIs, to form stronger and more viable institutions of higher learning.

2.4 Higher education policy documents and legislation

2.4.1 The National Commission on Higher Education (1996)

The National Commission on Higher Education (NCHE), established for the purpose outlined in paragraph 2.3 above released its report in 1996. The NCHE (1996: 99) reported that the 1993 participation rates in the South African higher education system was only 19% compared to 76% in the USA, with 34% in Sweden and 39% in the Netherlands. In 1994 the participation rates in the South African higher education system was only 20% of the 20 to 24 year old population. Of that 20% there were 70% Whites and only 12% Black Africans.

The NCHE report predicted a 30% increase in participation rates of the 20 to 24 year-old population in higher education from 800 000 in 1995 to 1 500 000 in 2005. This "massification" of the HE system, however, never took place, confirming that it was a gross overestimation. It was anticipated in the NCHE report that the massive increase in participation rates in HE will address the reversal of the "inverted pyramid problem" where the proportion of students registered for university degrees is too high compared to the proportion in shorter cycle certificate and diploma programmes which is too small. There was also a hope that there would be an expanded and co-ordinated public further education college sector which would offer a wider range of higher education certificate and diploma programmes than what the colleges were offering in 1995/6 (NCHE, 1996: 94 - 96).

The NCHE report promised to make available "resource-based" learning programmes and materials developed by the best academics, writers, editors, academic development specialists and multimedia experts in the country and produced and co-ordinated by the major distance education institutions (NCHE, 1996: 94), but this had not materialised by October 2008. There was also a demand for increased co-operation between the higher education sector (which included universities, technikons, colleges of education, the higher education part of technical colleges, private colleges and community colleges but which excluded agricultural colleges and nursing colleges) and partnerships with both the government and private sector if the transformation of the SA higher education sector was to be fast-tracked and improved for the benefit of the previously marginalised masses of the South African population (NCHE, 1996: 95).

2.4.2 The Higher Education Act (Act No. 101 of 1997)

2.4.2.1 The Education White Paper 3, 1997

The "Education White Paper 3: A programme for the transformation of higher education" which followed the Green Paper was a political explanation of the reasoning for the proposed Higher Education Act that was to follow during the latter part of 1997. The key challenges facing the South African higher education system as outlined in the Education White Paper 3, were *"to redress past inequalities and to transform the higher education system to serve a new social order, to meet pressing national needs and to respond to new realities and opportunities"* (DoE, 1997a).

The White Paper was developed to regulate the untenable situation in the South African Higher Education situation which was caused by the uncoordinated and unequal institutional decisions on student enrolments and programme distribution where there was massive duplication of academic programmes. It was felt that South Africa needed a planned, single co-ordinated system that would respond to national human resources needs controlled at national and institutional level. Regional co-ordination of programme planning would also be encouraged through regional consortia. In planning a single co-ordinated system, the White Paper enabled South Africa to prepare herself for what it called the National Higher Education Plan [this was later called the National Plan for Higher Education (DoE, 2001a)].

During the pre-1994 phase in South Africa, some of the universities and technikons, the Historically Advantaged Institutions (HAIs), were very efficient with adequate resources in terms of human resources, infrastructure and high pass rates or graduation rates. On the other hand there were HDIs with very low pass rates or graduation rates and inadequate resources. The approach suggested by the White Paper which adopted some of the proposals of the NCHE report, promoted the expansion of the higher education system in order "to meet the imperatives of equity, redress and development" (DoE, 1997a: 20).

The Ministry of Education in Section 2.24 of the White Paper was committed to the planned expansion of the system and, to the achievement of the twin goals of equity and development. The Ministry suggested, inter alia, the expansion of career-oriented programmes at all levels, but in particular, in shorter cycle (one or two year) programmes, at certificate and diploma levels. The Ministry was committed to the promotion of science,

engineering and technology programmes and the expansion in enrolments in post-graduate programmes at the master's and doctoral levels (DoE, 1997a: 21).

2.4.2.2 The Higher Education Act, 1997

The preamble of the Higher Education Act (HEA) expressed the desirability of establishing a single, co-ordinated higher education system which would promote co-operative governance and provide for programme-based higher education and the restructuring and transforming of programmes and institutions to respond better to the human resource, economic and development needs of the Republic (of South Africa). In terms of Section 20 (1) of the Higher Education Act (HEA), the Minister of Education may, after consulting the Council on Higher Education (CHE), and by notice in the Government Gazette, establish a university, technikon or college. The Minister, in terms of Section 23 (1) may, after consulting the CHE and by notice in the Gazette, merge two or more public higher education institutions into a single higher education institution. The mergers of the South African HEIs were made possible by sections 23 and 24 of the HEA, Act No. 101 of 1997.

2.4.3 The National Plan for Higher Education, 2001

The development of the National Plan for Higher Education (NPHE) was informed by the institutional planning processes which were started in 1998 through several workshops organised by the DoE, with funding and technical assistance from the Tertiary Education Linkages Project (TELP) of the USA, in preparation for the 1999 – 2001 and the 2000 – 2002 Three Year Rolling Plans (TYRPs). These processes went hand in hand with the analysis of the higher education trends by the Department of Education and the report of the Council on Higher Education entitled *Towards a New Higher Education Landscape: Meeting the Equity, Quality and Social Development Imperatives of South Africa in the 21st Century* (CHE, 2000). This CHE report was informed by the NCHE report and the White Paper 3.

In the foreword of the National Plan for Higher Education, the then Minister of Education, Professor Kader Asmal indicated that the National Plan outlines the framework and mechanisms for implementing and realising the policy goals of the White Paper. He further wrote that it is far-reaching and visionary in its attempt to deal with the transformation of the higher education system as a whole (DoE, 2001a: 1).

The National Plan, in line with the White Paper, established indicative targets for the size and shape of the higher education system, including overall growth and participation rates, institutional and programme mixes and equity and efficiency goals (DoE, 2001a: 18). Furthermore, from 2003, the approved institutional plans determined the level of funding of each higher education institution. Various earmarked funds were then to be used to realize particular objectives such as, for example, research capacity-building and increased access of poor students and the disabled to higher education.

The five key policy goals and strategic objectives of the NPHE were:-

- To provide increased access to higher education for all, irrespective of race, gender, age, creed, class or disability and to produce graduates with skills and competencies needed;
- To promote equity of access and to redress past inequalities... staff and student profiles to reflect demographic realities of the South African society;
- To ensure diversity in the organisational form and institutional landscape of higher education through mission and programme differentiation;
- To build high-level research capacity to address the research and knowledge needs of South Africa; and,
- To build new institutional and organisational forms and new institutional identities through regional collaborations (DoE, 2001: 21).

In order "to ensure diversity in the organisational form and institutional landscape of higher education through mission and programme differentiation" the comprehensive universities were created to offer both university-type and university of technology-type programmes. The focus of this study is the designing of a PQM for a comprehensive university in South Africa precisely through mission and programme differentiation. HEIs were expected more than ever before to use their mission statements as covered in institutional goals and objectives to highlight links between planning, resource allocation and quality management (CHE, 2007: 9). The diversity in the South African HE system which resulted in the CUs being a new institutional type came as a result of one of the above five key policy goals and strategic objectives of the NPHE, namely, "to ensure diversity in the organisational form and institutional landscape of higher education through mission and programme differentiation" (DoE, 2001: 21).

In order to realise the ideals of the NPHE in terms of the Education White Paper 3 as translated into the HEA (1997), the South African DoE developed and released the Guidelines for Mergers and Incorporations in 2003 which would regulate the higher education sector by, inter alia, expecting such newly merged HEIs to develop new PQMs. Discussed below in paragraph 2.4.4 are the effects of mergers on the development of PQMs, with special reference to Programme and Qualification Mixes (PQMs) of Comprehensive Universities (CUs).

2.4.4 The effects of mergers on the development of PQMs

When mergers were introduced to the South African HE system, it was recognized that the academic activities of teaching, learning and research were the core business of higher education institutions and much of the thinking and planning for mergers had to focus on strengthening capacity in this area, in particular, ensuring the highest possible quality across the full range of academic programmes and endeavours (DoE, 2003: 34). The merged institutions would ideally be between historically advantaged and historically disadvantaged institutions so that the former category would strengthen the latter category. The PQMs of the merged institutions would be influenced by the nature and strength of the institutions that merged to form them.

The South African merged institutions were assisted by the South Africa – Finland Co-operation Project (hereinafter referred to as the Finnish Project) in order to strengthen their quality assurance policies, procedures and mechanism through the Finnish Project and, although Finland has a smaller university system, they were also at the beginning of their merger processes during 2008. The researcher included a brief analysis of the merger process in Finland so as to increase the dwindling student numbers thus developing a more efficient system.

2.4.4.1 Merger processes at universities in Finland, facing diminishing student numbers

The rearrangement of universities into fewer and more efficient institutions has an effect on the programmes offered at these HEIs. One example of a Higher Education (HE) system in which there are too many universities with too few students is the HE system of Finland. In

order for the Finnish HE system to be more efficient there was a conscious effort by the Finnish Government to rearrange the system by merging some universities of applied sciences together, merging foundation type universities together and forming strategic alliances by merging universies of applied sciences with foundation type universities together. This arrangement would reduce the number of universities, increase the student numbers enrolled in each university and thus improve the efficiency of the entire Finnish HE system.

The plan was to have at least three major mergers in Finland between 2008 and 2012:-

- The Aalto University would be formed by the merger of Helsinki University of Technology with the Helsinki School of Economics and the University of Art and Design,
- The University of Eastern Finland would be formed by merging the universities of Kuopio and Joensuu, and
- The University of Turku would result from the merger of the University of Turku with the Turku School of Economics

The above mergers would take place in addition to the two mergers of the universities of applied sciences, namely, Haaga-Helia and Novia which had already taken place (as in 2008) and these would be followed by the merger of Metropolia by the end of 2008. There were strategic alliances that would be formed between the foundation type universities (equivalents of traditional universities in South Africa) and universities of applied sciences (equivalent to technikons in South Africa) and the newly formed universities (the equivalent of the Comprehensive Universities in South Africa) would ensure that the dual structure of the Finnish HE system would be maintained (Holm, 2008).

These mergers and strategic alliances would reduce the numbers of HEIs from the current 18 universities of applied sciences currently catering for only 22 500 students, from 15 traditional universities catering for only 17 500 students to a picture of efficiency with the target size of university enrolments being 3 000 students, a university of applied sciences having 2 500 students and a university formed as a strategic alliance having 8 000 student enrolled (Holm, 2008)). It is worth noting that whilst the 2007 student headcount enrolment at a medium sized South African university such as the Nelson Mandela Metropolitan University (NMMU) was 23 688, the 18 universities of applied sciences in Finland had a

total enrolment of only 22 500 students and the overall enrolments in Finland are diminishing.

This example of Finland shows that whilst one under resourced South African university like Walter Sisulu University had a total student headcount enrolment of 24 500, there were 15 traditional universities in Finland carrying less than 18 000 students. Discussed below are the merger processes of comprehensive universities in respect of PQM development followed by a brief discussion of the factors influencing the development of PQMs of CUs.

2.4.4.2 Merger processes at Comprehensive Universities in respect of PQM development

By the end of 2002 the approved programme and qualification profile for all institutions, including those affected by the restructuring proposals was released by the DoE. The approved profiles provided the parameters within which academic programme planning, including the rationalization of programmes should take place, and had to be the starting point for determining the programme and qualification profile of the merged institutions (DoE, 2003: 3).

The DoE expected each institution involved in mergers or incorporation to submit its Institutional Operating Plan (IOP) within eighteen months after the merger date. Under general merger guidelines for all South African universities the IOP had to include a PQM which should have, after approval by the Minister of Education, formed a foundation for the institution's programme and qualification profile based on its new mission statement (DoE, 2003: 102 – 103). This study focuses on the challenges of designing a programme and qualification mix for a comprehensive university in South Africa. This specific South African CU is Walter Sisulu University (WSU) which did not include a new PQM in its IOP. The IOP was approved by the Minister of Education at the beginning of 2008. By June 2008 WSU's plans for the development of its first post merger PQM was at an advanced stage and the university managed to submit its first post merger PQM to the Minister of Education for approval by the deadline date of 30 September 2008.

The academic planning processes during the pre-merger phase and the interim phase were intertwined with guidelines on quality assurance and research (DoE, 2003: 34-42). There were suggestions that during the pre-merger and the interim phases no entirely new

programmes would be introduced since the merger process would be extremely demanding on institutions without introducing a further level of change (DoE, 2003: 35). The pre-merger process was characterized by conducting a thorough audit of existing programmes, structures, staff, students and facilities. One of the first tasks of the interim councils was the establishment of key structures which would take responsibility for academic planning. This would include a senate academic planning committee whose functioning would be driven by a Director for Academic Planning (DoE, 2003: 39). The senate committee would put policy recommendations to senate and council for approval.

The main challenge for comprehensive universities was the fact that according to the Merger Guidelines document (DoE, 2003: 34), "the PQM document does not allow institutions to offer programmes in areas other than those already approved…" and according to DoE (2003: 102) the newly merged institution would, "in exceptional cases only, have to decide whether it would apply for Ministerial permission to move into programme cells in which none of the merging institutions were active. A comprehensive university resulting from the merger of one or more universities with one or more technikons had to create a completely new mission statement which then required that a new PQM be designed. The new PQM thus created would then be different from the sum of the individual PQMs approved by the ministry before the merger.

2.4.4.3 Factors influencing the development of PQMs of CUs

According to the now defunct Certification Council for Technikon Education (SERTEC) technikons did not specialize in academic tuition as did universities, but they concentrated on skills proficiency and vocational and career orientation (SERTEC, 1996: 5). Among the aims of technikon education were the fact that instructional programmes in technikons had specific occupations or groups of occupations in mind and that technikon education was education in and promotion of technology (in the broadest sense of the word) with a formalized system of co-operative education (SERTEC, 1996: 5 – 6). The programme and qualification mix of CUs which combined university-type programmes and technikon-type programmes would lead to qualification types such as a Higher Certificate, Diploma, Bachelor's Degree, Post Graduate Diploma, Bachelor Honours Degree, Master's Degree and Doctoral Degree level qualifications as discussed in Chapter Four of the South African University Vice Chancellor's Association (SAUVCA) report (SAUVCA, 2004:18 – 21).

The emphasis of technikon education on experiential learning as an integral part of the preparation of graduates and technicians was not to be lost in the curriculum design of programmes and qualifications offered by CUs. The creation and generation of new knowledge as well as the stimulation of an inquiring mind as it is promoted by university education should also not be lost by the curricula of CUs.

The challenge that could arise would be the uncertainty about the future of technikon education and the sustenance of the binary divide between universities and technikons within CUs. The main question would be, for instance, what would happen to CUs if the debates and decisions on their PQMs are dominated by the university academics and this resulted in technikon programmes being transformed to become traditional university programmes? The vision of WSU as a comprehensive university offering both technikon-type programmes and university-type programmes states that "Walter Sisulu University will be a leading African comprehensive university focusing on innovative educational, research and community partnership programmes that are responsive to local, regional, national development priorities, and cognisant of continental and international imperatives" (WSU, 2007a: 22) entrenches WSU's comprehensiveness, hence the commitment to the maintenance of the binary divide.

The requirements for university academics for the level of senior lecturer were a doctoral degree with several publications in accredited journals whereas technikon academics needed lesser academic qualifications like a master's degree and exposure to industrial experience was equally important. The challenge then became whose academic requirements should take precedence. The academic credentials of teaching personnel from technikons were likely to be undermined by university senate members when decisions were to be made for the newly created CU.

Other factors that influenced the development of PQMs of CUs included, but were not restricted to the regional versus national developmental priorities; the curriculum development expertise available at the CUs; the pass rates and graduation rates of CUs in academic programmes they were offering, and, the available physical infrastructure and financial resources.

If the national priorities took precedence over the regional or provincial priorities, then the academic programmes to be offered at each CU would be determined and financially supported by central government. Academic programmes that supported initiatives of the Southern African Development Community (SADC) or the New Partnership for Africa's Development (NEPAD) should also be supported and financed by the national government. On the other hand, academic programmes that addressed the needs of provinces should be financed through the Provincial Growth and Development Plan (PGDP) and other provincial initiatives. It then became imperative that there should be a direct provincial input in the design of such PQMs.

The availability of curriculum development specialists and discipline experts in CUs could influence the development of the PQMs. In areas where the newly merged institutions had not been active it was often difficult to have professors with a capacity to work as curriculum development specialists. There were limited funds to employ experienced academics especially for developing new academic programmes in areas where such universities have not been active. This required resources that were already scarce in previously Historically Disadvantaged Institutions (HDIs).

Other aspects that impacted on programme offerings are the endemic low pass rates and low throughput rates at HDIs created a vicious cycle where new academic programmes could not be approved by the Department of Education (DoE) if there was no consistent and significant improvement of the pass rates of students in currently offered academic programmes. It was even more difficult for HDIs to get approval for programmes in new fields of study without a demonstrated success rate in current programmes. For HDIs, higher qualifications like master's and doctoral degrees were not likely to be approved by the DoE when this pass rate had not been achieved. The HDIs were caught in that trap of not being allowed to move out of their current grid and could often only continue to offer certificates, diplomas and undergraduate degrees.

The unavailability of physical infrastructure and financial resources at HDIs restricted CUs, where the merged institutions included one or more HDIs, from designing a highly varied and sophisticated PQM. The so called rich Historically Advantaged Institutions (HAIs) were often at liberty to develop PQMs in any direction precisely because they could afford the initial setting up of infrastructure and staffing costs.

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Since the above paragraph 2.4.4 discussed the effects of mergers on the development of PQMs and specifically paragraph 2.4.4.3 dealt with factors influencing the development of PQMs of CUs, the next two paragraphs 2.4.5 and 2.4 6 will discusss a qualification structure **for universities** in South Africa from the DoE Report 116 of 1995 and a qualification structure **for technikons** in South Africa from the DoE Reports 150 and 151.

2.4.5 A Qualification structure for universities in South Africa – DoE Report 116 (1995)

The DoE (1995) Report 116 was necessitated by the shortcomings of the guidelines as contained in an earlier document entitled "A qualification structure for universities in South Africa (National Education Department - NATED 02 – 116 (89/01))". This report was a product of a Working Group of the Universities and Technikons Advisory Council (AUT) comprising of representatives from the Human Sciences Research Council (HSRC), Committee of Technikon Principals (CTP), Committee of University Principals (CUP), DoE, etc.

Report 116 (1995) discussed the factors relevant to the design of a qualification structure for universities in South Africa; criteria for the design of a qualification structure for universities in South Africa; guidelines for degree programmes as well as guidelines for diploma programmes. For bachelor's degrees there are specific guidelines for generally formative bachelor's degrees and career-orientated bachelor's degrees and for master's degrees while guidelines are provided for traditional master's degrees and the career-orientated/interdisciplinary master's degrees (DoE, 1995: 47 – 53).

The above discussion recognized that universities were gradually becoming aware of the need to be career-oriented in their curriculum design thus drifting towards the career-orientated focus of technikon programmes. This could be the beginning of the disappearance of the binary divide between traditional universities and technikons which could signal the end of CUs as a distinct institutional type in the South African higher education system. Nevertheless, the report (116) hastened to remark that the qualification structure endeavoured to position universities in respect of their objectives and qualifications as different from technikons and colleges, emphasizing basic scientific practices in the teaching and research

done at universities as against vocational preparation in the other institutions (DoE, 1995: 62).

It is important to note that there are differences between qualification structures of universities and technikons. Therefore the next paragraph discusses the qualification structure for technikons in South Africa.

2.4.6 A Qualification structure for technikons in South Africa – DoE Reports 150 and 151

Reports 150 (97/01) and Report 151(01/04) represented the Minister of Education's general policy regarding technikon instructional programmes in the Republic of South Africa. Technikon candidates enrolling for the first time for an instructional programme had to enroll for the instructional programmes that appeared in Report 151 (DoE, 2001b: 3).

The syllabi of technikon programmes and normal prerequisite instructional offerings were no longer determined by the general policy of Report 151 (01/04) as it used to be in earlier years of technikons. Every technikon could draw its syllabuses for instructional offerings subject to general policy as determined by Report 150 (97/01) and Report 151 (01/04) subject to SERTEC's requirements and evaluation (DoE, 2001b: 4).

With the merging of technikons and universities in the creation of comprehensive universities in South Africa, the control of the syllabus content through the regulations of SERTEC, Report 150 (97/01) and Report 151 (01/04), there would as an example be no guarantee that the National Diploma: Sport Management offered by NMMU is the same in terms of depth and coverage as the same National Diploma offered by TUT or CPUT, (DoE, 2001b: 4).

All fifteen former technikons which existed in South Africa before 1994, together with SERTEC, contributed to and assisted with the compilation of Report 151 (01/04). The fifteen technikons were Border Technikon, Cape Technikon, Eastern Cape Technikon, Mangosuthu Technikon, M.L. Sultan Technikon, North West Technikon, Peninsula Technikon, Port Elizabeth Technikon, Technikon Natal, Technikon Northern Gauteng, Technikon Free State, Technikon Pretoria, Technikon SA, Technikon Witwatersrand and Vaal Triangle Technikon (DoE, 2001b: 8).

2.4.7 Higher Education Qualifications Framework (HEQF)

The Higher Education Qualifications Framework as it is understood in South Africa was developed along the same lines and means the same thing and shares the same acronym as its equivalent in England, Wales, Northern Ireland and Scotland. At the beginning of 2001 the Quality Assurance Agency (QAA) of the United Kingdom (UK) published two qualification frameworks, one for England, Wales and Northern Ireland and a separate framework for Scotland. The purpose of the frameworks was to bring consistency in the UK to the nomenclature used for Higher Education qualifications and to clarify the relationships between different qualifications (QAA, 2001).

The Higher Education Qualifications Framework (HEQF) was developed by the South African government to address the different qualifications offered by technikons and universities so as to facilitate easier articulation and transfer of qualifications. This single qualifications framework was proposed by the Education White Paper 3 (1997) in line with the National Qualifications Framework (DoE, 2004b: 3). The Higher Education Qualifications Framework set out as policy in terms of Section 3 of the Higher Education Act, 1997 (Act No. 101 of 1997) was published in the Government Notice No. 928 of the Government Gazette No. 30353 dated 5 October 2007. The HEQF (DoE, 2007b: 5) replaced the following policy documents;

- ❖ A Qualification Structure for Universities in South Africa - NATED Report 116 (99/02),
- ❖ General Policy for Technikon Instructional Programmes – NATED Report 150 (97/01),
- ❖ Formal Technikon Instructional Programmes in the RSA – NATED Report 151 (99/01), and
- ❖ Revised Qualifications Framework for Educators in Schooling, in Norms and Standards for Educators (Government Gazette No. 20844, February, 2000)

The HEQF proposed nine qualification types, namely, Higher Certificate, Advanced Certificate, Diploma, Advanced Diploma, Bachelor's Degree, Post Graduate Diploma, Bachelor Honours Degree, Master's Degree and Doctoral Degree (DoE, 2004b: 12) and in Appendix 1 of (DoE, 2007b: 19 – 30). The first five qualification types are in the undergraduate category and the last four fall in the postgraduate category (DoE, 2007b: 11).

Finally, although the implementation date of the proposed policy framework was 1 January 2006, it was only gazetted on 5 October 2007. Some of the reasons were that the complex nature of higher education provision needed more time for consultation and refinement of the document. Although the new date for the implementation of the gazetted HEQF is 1 January 2009 (DoE, 2007b: 16), there is doubt that this implementation date will be adhered to. By November 2008 the DoE, through the HEQC, were busy issuing guidelines on how to deal with transitional arrangements for the introduction of new programmes from 2009.

The Minister of Education in the Republic of South Africa, Ms Naledi Pandor, in her preface to the Higher Education Qualifications Framework, noted that the separate and parallel qualification structures for universities and technikons have hindered the articulation of programmes and transfer of students between programmes and Higher Education Institutions (DoE, 2007b: 3). The newly gazetted HEQF policy provided a basis for the consolidation of all HE qualifications into a single National Qualifications Framework that would ensure standards generation and quality assurance through its structures (DoE, 2007b: 5).

As HEIs in South Africa design their programmes and qualifications they would use the common parameters and criteria proposed by the HEQF which would encourage programme diversity and innovation thus giving such institutions enough scope to design educational offering that would address their diverse visions and missions as well as meeting the various needs of the clients and communities they served (DoE, 2007b: 5). Lastly, for each of the nine qualification types listed above, details of the type specifications (with NQF Exit Level and Minimum total credits), designators, qualifiers and abbreviations were outlined. The HE sector, by releasing this policy framework, seemed to be closer to a uniform standard of qualifications and nomenclature.

2.5 Regional documentation

2.5.1 Eastern Cape Provincial Growth and Development Plan (PGDP)

(2004 – 2014)

As mentioned earlier it is important that the PQMs of CUs should be in line with the national and regional developmental needs, there was then a need to explore and analyse the Eastern Cape provincial developmental priorities as outlined in the Provincial Growth and Development Plan (PGDP).

On 28 October 2005, Andrew Murray of the Eastern Cape (EC) Premier's office shared the vision of the Provincial Growth and Development Plan, the six planks (levels) of the Provincial Growth and Development Strategy (PGDS), the objectives of the PGDP especially those of the Human Resource Development (HRD), key issues of the HRD and the role of WSU in the PGDP with Walter Sisulu University senior management, interim executive management and a selected group of stakeholders from the staff and student leadership structures. The presentation was titled "Reflections on WSU PQM in the context of the PGDP".

The vision of the Premier's office included, *inter alia*, the improvement of the Eastern Cape provincial literacy rate by 50% by 2014; ensuring universal primary education by 2014 with all children proceeding to the first exit point in secondary education; and providing clean water to all in the province and eliminating sanitation problems by 2014 (PGDP, 2005: 6). These three areas were the direct competence of HEIs like WSU at regional or provincial level.

The objectives of the HRD included, inter alia, linking the provincial HRD strategy to the national skills development framework and high growth sectors; improvement of technical and vocational education; improvement of learner mobility; better use and uptake of skills development funds; thus bringing together the training providers like the Sector Education and Training Authorities (SETAs) and industry, resulting in the improvement of HRD co-ordination.

According to Murray (2005) the key issues of the HRD included the following:-

- The various sectors and institutions of education and training were not sufficiently interrelated.
- There were not enough students opting for Science, Engineering and Technology, and for Business, Commerce and Management, as opposed to Humanities, in the HE sector.
- Increasing unemployment amongst graduates in the EC (human and social studies [27%] and business, commerce and management studies [26%]).
- Net migration of students to HEIs outside of the province.

According to the PGDP, the above issues could better be addressed by institutions of higher learning such as WSU. Murray (2005) identified the following specific roles for WSU in the PGDP, namely, public management (focus on local government); infrastructure and Expanded Public Works Programme (EPWP); industrial diversification as in focused Reconstruction and Development (R&D) and training for existing and new growth sectors; economic development and management (agri-business, timber and furniture industries, co-operatives etc) and promotion and development of cultural industries in the region.

The statements that there were not enough students opting for Science, Engineering and Technology, and for Business, Commerce and Management, as opposed to Humanities in the HE sector implied that the unemployment is increasing amongst graduates in the EC (human and social studies and business, commerce and management studies) and that there is a net migration of students to HEIs outside of the province. This is true for WSU and therefore the specific roles of WSU in the PGDP, which include a focus of public management programmes on local government, can be shown by the National Diploma Local Government Finance and the National Diploma Policing which were offered to serving civil servants and serving police officers in Bisho and Zwelitsha, the seat of the Eastern Cape Government by the Bisho and Potsdam delivery sites of the Buffalo City campus of WSU are some of the steps to address these challenges.

Further attempts by WSU to address the human resources needs as the EC province tries to establish, maintain and improve the rural infrastructure through the Expanded Public Works Programme (EPWP) etc., include the training of more students in the National Diploma Engineering Civil and the National Diploma Building. No initiatives have been made by WSU in industrial diversification, in economic development and management (agri-business, timber and furniture industries, co-operatives etc.) and in the promotion and development of cultural industries in the region. The main reason why there has been no initiative at this stage is that WSU has been busy for the first ten months of 2008 with the appointment of senior management in both the support service departments and the academic schools at the level of Director. However,

WSU has established a Centre for Rural Development (CRD) which has a mandate to facilitate the infusion of Rural Development/Urban Renewal programmes in all faculties as well as to spearhead and facilitate the introduction of programmes in agriculture (WSU,

2008: 12). The CRD, which was at its conceptual stage in September/October 2008, was a vehicle to establish not only a response to the PGDP's expected agri-business, timber and furniture industries, co-operatives etc. needs, but also for establishment of a new Faculty of Agriculture. The provincial thinking that the PQM of WSU has to focus on the following aspects of the PGDP, i.e., the need to retain a rural development focus, designing courses that would address the abovementioned HRD objectives and concentrating on Monitoring and Evaluation (M & E) of key PGDP projects (Murray, 2005), is realizable in a few years to come.

2.6 National and Regional drivers as mechanisms to change the institutional Higher Education landscape

In an effort to make the HE system to be efficient and effective, the South African government introduced mergers and incorporations in 2002 in order to reduce the 36 HEIs comprising of 21 universities and 15 technikons to only 23 HEIs comprising of 11 universities, six universities of technology and six comprehensive universities. The DoE proposed to establish two national higher education institutes in the Northern Cape and Mpumalanga provinces where there were no HEIs.

The new funding formula developed for higher education in South Africa was used to control the offering of programmes and qualifications in order to steer the HE system towards efficiency. Universities with a higher research output and which offer more higher degrees such as master's and doctoral degrees would benefit more in terms of the funding formula because the factor with which the Full Time Equivalent (FTE) enrolment figures for master's and doctoral is multiplied is higher than for bachelor's degrees.

There were three other methods by which the Ministry allocated funding to HEIs, teaching input grants, teaching output grants and research output grants :-
   o The teaching input grids consist of aggregations of CESM categories, which are subjected to weightings by funding group and by course level based on planned and approved FTE enrolments. The Ministry published the "ministerialy approved totals and shares of teaching input grants" as Table 4 of the DoE (2007c: 9) document.
   o In the case of teaching output grants the emphasis is to give incentives to institutions to improve their success, throughput and graduation rates.

o In the case of research output grants institutions which produce more research papers and which have higher numbers of research masters and doctoral students graduating have a higher funding than teaching universities and the weighting for research output is one for publications and research masters graduates and three for doctoral graduates [Table 7 of DoE (2007c: 13)].

The Institutional Factor Grant and the Foundation Programme Grant are not discussed in this section because, although they are also steering mechanisms, they play a lesser role as steering mechanisms for the changes in the institutional HE system than the other three.

As a result of the above discussion universities with a higher throughput rate in all qualifications would be offered more funding by the South African government. HEIs with adequately qualified and experienced academics, as well as well-equipped laboratories and resource centres (including libraries and computer laboratories) would be more likely to have higher throughput and success rates and most of the previously under resourced HDIs would more likely receive less subsidy from the South African government due to lower pass rates and very low throughput rates.

The other steering mechanism is the involvement of regional consortia, for example, the Eastern Cape Higher Education Association (ECHEA) is in the process of approval of the offering of new academic programmes by the Department of Education. The ECHEA used to help the DoE through its screening process by ensuring that the introduction of the new programme by any HEI would not introduce unnecessary duplication. Furthermore, the DoE discouraged individual higher education institutions in South Africa from borrowing large amounts of money from financial institutions such as the Development Bank for Southern Africa (DBSA) especially for constructing student residential facilities. The requirement was that where the loan exceeds 5% of the institution's annual budget, written permission from the Education Minister was required. This could be a financially sound decision since some of the HEIs do not have reserves and they could be an embarrassment to the DoE if they failed to repay large DBSA loans. These measures were intended to protect and maintain the financial viability of all HEIs.

The other driver that the DoE used as a mechanism to change the South African HE landscape was the control of the quality of the programmes and qualifications the universities

offered. The Higher Education Quality Committee (HEQC) is in the process of national reviews of targeted academic programmes. These processes of national reviews, together with programme accreditation would continue until the HEQC was ready to grant self accreditation to HEIs in South Africa or was ready to replace it with more efficient measures. The programmes and qualifications that were not approved after the HEQC re-accreditations would have to be phased out thus improving the efficiency of the entire HE system. The other alternative would be for universities to continue to offer such programmes without government subsidy. The process of accreditation of programmes by professional bodies such as the Engineering Council of South Africa (ECSA), would continue in line with the existing Memorandum of Understanding between ECSA and the SA government. Another mechanism is the process of Institutional Audits (IAs) which was introduced and implemented by the DoE through the HEQC so as to ensure that the entire university's operating units are given an opportunity to write a Self Evaluation Report (SER) on quality assurance policies, procedures, mechanisms and to provide evidence of whatever statement the universities give about themselves in their SER.

The process of mergers and incorporations discouraged and restricted contact HEIs from offering distance education programmes. Mainly, the new University of South Africa (UNISA) was designated as a dedicated distance education institution, geared to offer most of the distance education programmes. There are South African universities, such as the University of Pretoria, which offer distance education programmes to upgrade the skills of serving teachers in remote areas of the Eastern Cape such as Bizana, Mthatha, etc. at a high cost to the students.

The mergers and incorporations, the new funding formula, the HEQC programme accreditations and institutional audits and the strict control of the process of approval of the introduction of new programmes by the DoE, CHE and the regional consortia are key mechanisms used by the SA government to steer the HE system to better serve the people not only of South Africa, but also of the SADC region, the entire African continent and the global village.

2.7 Conclusion

This chapter discussed the crucial aspects of the transformation of the South African Higher Education system and has linked the pre-1994 status of the fragmented system to the post-1994 period where many legislative and policy initiatives were embarked upon to create a single HE system.

In Chapter 3 a philosophical and theoretical analysis of university education in South Africa is outlined.

CHAPTER THREE

A PHILOSOPHICAL AND THEORETICAL ANALYSIS OF UNIVERSITY EDUCATION IN SOUTH AFRICA

3.1 Introduction

In this chapter the researcher briefly explores the inherent nature of universities, defines terms like a university, a comprehensive institution or comprehensive university and also discusses the role of universities in the social context of South Africa. An analysis of university types in the post merger phase of the South African higher education system is given, followed by a theoretical framework for the development of a Programme and Qualification Mix (PQM) with definitions and descriptions of terms like a programme, a qualification, a programme mix and a qualification mix. The last section of this chapter deals with the process of developing and submitting PQMs to the Department of Education (DoE).

3.2 The inherent nature of universities

Very little has been written about the philosophy of higher education where universities were playing a central role. Allen (1988: 14), in making this point, wrote that the total number of books on the philosophy of higher education is so small that one three-foot bookshelf would accommodate all the key volumes without difficulty. Besides the apparent lack of interest on the part of the general public, Allen (1988: 14) conceded that there was little sign of any academic enthusiasm on the philosophy of higher education. In this paragraph the researcher has discussed what universities stand for or, stated simply, what the general and specific roles of different kinds of universities as well as what the nature of universities are understood to be.

University researchers, based on the western traditions, have always stood for scholarly production of new knowledge and research papers which were motivated by their quest for academic excellence. The academic freedom, in terms of which the researchers were investigating universal truths of theories about their fields of expertise and how this was done, has always been the fundamental guiding principle of the autonomy of universities. Duderstadt (1999: 1) has acknowledged that the changing times demand a new social contract between society and the institutions of higher education so that as the 21st century is the age of knowledge the United States (US) is evolving rapidly into post-industrial,

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knowledge-based society and there is more pressure now than ever before for universities to produce new knowledge. The United States of America (USA) is interlinked with the rest of the world through globalization and the complex nature of this global world requires that all universities study the impact of gender; ethnicity and age differentials in the global labour market hence the need for universities to put more emphasis on the study of the impact of globalization (Duderstadt, 1999: 2).

In advanced societies there is a transformation from industrial to knowledge societies where social realities are being shaped by knowledge-based processes and reflective enlightenment (Wittenberg HoF, 2008: 5). Wittenberg HoF (2008: 5) wrote:- *"Reflective enlightenment is revolving from the tenet of unchallenged feasibility held by traditional rationalist enlightenment to a questioning of feasibility characteristic of post-modernity, which as yet only knows what lies behind, but not what lies ahead of it. With this repositioning, knowledge generation and research take on added significance."* All these approaches are perfected at universities by processes of generating new knowledge.

More recently, universities have been expected by governments to design programmes that would respond to specific socio-economic challenges like studying the changing climate patterns that are responsible for global warming and the shrinking of the ozone layer; finding vaccines to cure diseases like cancer, hypertension, diabetes, Human Immuno Virus (HIV) which leads to deaths in Africa and elsewhere due to the Acquired Immune Deficiency Syndrome (AIDS), etcetera; and training and providing the human resources required by the growing economies of the various countries.

Rosenzweig (1999: 5) had the close co-operation between the presidents of five leading research universities with members of the biotechnology industries highlighted in order to emphasize that with closer co-operation between universities and industry, the university researchers can make a meaningful impact on developing relevant research that can be used by such industries. The future of research universities will continue to be determined by the extent to which they are faithful to the values that have always lain at their core functions (Rosenzweig, 1999: 8). Rosenzweig (1999: 9) also highlighted the fact that even in some of the best and most successful universities there is a sense of being engaged in a fierce and desperate competition which may come from a need for institutional or personal

aggrandizement and from demands that the institution must produce the economic benefits that research is supposed to bring to the local area.

Altbach (2001: 1) realized that although defining a university was not easy, universities were imbued with a sense of responsibility for the public good, be it preserving books in libraries, sponsoring art museums, or service to local communities and they have seen themselves as independent places of teaching and analysis. For almost two centuries, research, especially basic research, has been a key function of any university and university professors have been at the heart of the university with control over many aspects including the curriculum, the admission of students, and the awarding of degrees. These areas are no longer controlled by professors since the social responsibility of universities requires that governments and the private sector have basic expectations from universities beyond what professors wished they could have.

Altbach (2001) in attempting to explain the emergence of what he calls "pseudo universities" which he claims are not real universities, explains what a university is. He reckons that defining a university is not an easy task but he realizes that universities have always seen themselves as independent places of teaching and analysis (Altbach, 2001: 1). Various universities ranging from the Massachusetts Institute of Technology which does not call itself a university, to the Boston College which is more of a university than a college because it offers many degrees, to Rockefeller University which is small and overly specialized are all universities in their own right. Whether publicly or privately owned and whether they receive a large amount of their budget from governments, universities are called universities because they offer degrees and are generators of knowledge for the public good (Altbach, 2001: 2).

Boulton & Lucas (2008: 1) wrote that universities guide their students in developing the ability to think for themselves, to seek understanding through the classic disciplines of research, analysis and rational argument supported by evidence. They teach their scholars to question interpretations, to reduce the chaos of information and to concentrate on what is relevant to the resolution of a problem. Universities serve to make students think: to resolve problems by argument supported by evidence; not to be dismayed by complexity, but bold in unravelling it (Boulton & Lucas, 2008: 9).

Universities and other higher education institutions like Further Education and Training (FET) colleges are expected to educate a workforce and to play a major role in transforming the skills profile of such a workforce but that requires a dramatic makeover from such educational institutions. De Alva (1999: 1) in his analysis of the US work force wrote that in 1950, only one in five (20 percent) workers was categorized as skilled by the Bureau of Labour Statistics. By 1991, the percentage had risen to 45 percent. He predicted that it would reach 65 percent by 2000. The 2008 skills situation in South Africa and other developing countries is much lower than the US picture in 1950 where 20 percent of the work force was categorized as skilled. The other challenge would be the fact that conducting surveys that would generate reliable figures would also be a challenge in most third world countries. The focus of universities and their operational approach must undergo transformation and that includes Harvard University because De Alva (1999: 8) acknowledged that Harvard has to change because *"no institution remains at the forefront of its field if it does the same things in 20 years that it does today."* De Alva (1999: 7) wrote that *"the model of higher education, as represented by, say, Harvard, is an ideal that not even today's Harvard seeks to implement."*

Denman (2005: 5) in discussing what a university is in the 21ˢᵗ century, acknowledged that universities were becoming increasingly controlled by public authority and accountable to their respective constituencies to an extent that their strategic planning was increasingly viewed as a reaction to societal necessities. In his discussion of the roles of universities, Denman (2005: 5) further realized that there appeared to be very little difference between universities and other institutions of higher education, which have all needed to respond to and cater for the demands of rapid increases in the market orientation of modern forms of national and inter-regional government, serving to raise their economic profile as well as to increase their economic and political accountability.

In a case study by Moll as cited in Griesel (2004: 2) entitled "Curriculum responsiveness: the anatomy of a concept", Moll acknowledged that the curriculum responsiveness at universities was classified as economic, cultural, disciplinary and learner-related. Moll regarded economic responsiveness of the curriculum as being whether or not higher education institutions were training sufficient numbers of qualified personnel in each key sector of the economy (Griesel, 2004: 2).

Culturally responsive education referred to how cultural dissonance between teachers and ethnically diverse students contributed to school failure and how this might be overcome. Disciplinary responsiveness of the curriculum referred specifically to knowledge discipline where the colloquial sense of responsiveness referred to researchers keeping up to date in their discipline (Griesel, 2004: 6). Learner-related responsiveness of the curriculum meant that the needs and aspirations of the learners were taken into consideration when a curriculum was designed. Griesel (2004: 6) wrote that universities had to respond to the expectations and pressures placed upon them.

Universities should be informed in their curriculum design by national dynamics and political change which require that they must be accountable and relevant with a direct role in supporting the economic growth and development of their communities. What was needed were developmental, dynamic, engaged, responsive, innovative and people driven universities, especially in developing countries like South Africa, where the Programme and Qualification Mix (PQM) had to address the socio-economic and human resources needs of the country and not be confined to the selfish intellectual needs of a few brilliant scholars.

The nature of universities is sometimes defined by what the vision and mission of such universities capture. Walter Sisulu University (WSU) is an example which can define its intrinsic nature as being *a developmental university* with characteristic features of being *technological, scientific, innovative* and *responsive* as well as being *a comprehensive university for technology and science.* All these statements about WSU are taken from how it describes itself in all its marketing and branding documents. It, therefore, commits itself to live all the labels it assigns to itself as it attempts to develop its PQM.

3.3 Definitions of a university and a comprehensive institution/university

3.3.1 Definition of a university

According to Princeton University (2007), a university is a large and diverse institution of higher learning created to educate for life and for a profession and to grant degrees. A university provides both tertiary and quaternary education (University of Virginia, 1998). The term 'university' is derived from the Latin *"universitas"*, meaning "corporation", since the first medieval European universities were simply groups of scholars. The word university

is also derived from the Latin *"universitas magistrorum et scholarium"*, roughly meaning "community of masters and scholars".

The South African Oxford School Dictionary defines "university" in the most simplistic way as "a place where people go to study at an advanced level after leaving school" (Oxford University Press Southern Africa, 2004: 496). This is simplistic because all post school places of learning, according to this definition are universities and this is not necessarily the case.

From Wikipedia (2007a), a university is an institution of higher education and research, which grants academic degrees at all levels (bachelor, master, and doctorate) in a variety of subjects. In the United States (US), there is no legal definition of the term "university". The usual practice in the US is to call an institution made up of undergraduate students a "college". This can be a two-year community college, or a four-year college, such as a liberal arts college, which grants a Bachelor of Arts (B.A.). An institution which is comprised of both undergraduate and graduate students (and often of several schools) is called a university.

Allen (1988: 9) defines British universities as institutions with the power to award their own degrees, and which are pre-eminent in the field of research. The power to grant degrees is conferred on British universities by a Royal Charter or by an Act of Parliament.

3.3.2 Definition of a comprehensive institution/university

Towards the end of 2002 the Council on Higher Education (CHE) in South Africa was requested by the Minister of Education to investigate and advise him on the appropriate nomenclature for Higher Education Institutions (HEIs) which emerged as a result of the mergers and incorporations and which, inter alia, included comprehensive institutions. The research report entitled "Considerations on the Designation and Nomenclature of Higher Education Institutions" was completed in November 2004. The Minister further indicated that he would appreciate the advice of the CHE on a related matter, that is, the criteria to be used to assess the ability of HEIs to offer degrees and postgraduate qualifications (CHE, 2004a).

According to the South African Pocket Oxford Dictionary (2002, 176), the word "comprehensive" suggests the inclusion of or dealing with all or nearly all aspects of

something. Comprehensive institutions could be where almost every aspect of activity relevant to any particular institution is undertaken. A comprehensive system of secondary education is where children of all abilities are catered for in one school and a comprehensive school would then enable children to follow any curriculum of their choice.

The term "institution" according to the South African Pocket Oxford Dictionary (2002: 467) is defined as any important organization or public body, such as a university or church or any organization providing residential care for people with special needs. The common reference to psychiatric hospitals as mental "institutions" could make reference to universities as institutions very confusing. It would then be advisable to refer to comprehensive institutions in the context of this study as comprehensive universities. Better still, the term institutions of higher learning would mean all universities, universities of technology, degree awarding colleges etcetera, that are classified in South Africa as a competence of the Minister of Education governed by the South African Higher Education Act (HEA), Act No. 101 of 1997 (DoE, 1997b).

Dalbey (1995) made a strong point that it was not easy to define a comprehensive university since this "amorphous beast" covered wide and various terrains from research institutions to liberal arts colleges to community colleges with some having more than twenty five thousand (25 000) students while others have fewer than ten thousand (10 000) students. Dalbey further conceded that whilst there were comprehensive universities with similar characteristics, there were numerous differences in the range of academic programmes [ranging from numerous Philosophiae Doctor (Ph.D.) programmes to cases where no programmes were offered at all] offered at such universities, large and well stocked libraries versus cases where there were libraries with a frustratingly small collection. The point being made here is that comprehensive universities are very different for anyone to even consider a universal definition in terms of student enrolment figures, programmes offered or shape in terms of the qualification profiles.

The Carnegie Foundation for the Advancement of Teaching defined Comprehensive Universities as having enrolments of at least two thousand five hundred (2 500) students, offer master's degrees, and awarding more than half of their baccalaureates in occupational or professional fields. Comprehensive universities were one of five different types of institutions, the other four being Research Universities, Research and Doctorate-Granting

Universities, Liberal Arts Colleges and Four-Year Colleges (Gamson et al., 1990: 3). Even the Carnegie categories which attempted differentiation of the institutional types did not recognise the distinct features of Comprehensive Universities (CUs) because there was no clear definition and public recognition of comprehensive universities as an institutional type (Cambridge et. al., 1997).

Winkler[7] in Mjoli (2003: 2) defined comprehensive universities as follows: *"A workable definition (of a comprehensive university) that holds good across cultures is obviously hard to find, but a number of general characteristics are relevant to our present purposes. First, a comprehensive university is inspired by an ideology of service to the community, manifested in socially and vocationally relevant curricula. As a corollary of this proposition, it is predominantly (but not exclusively) oriented towards applied, interdisciplinary courses and research. Secondly, a comprehensive university involves a system of multi-level co-ordinated courses. Transfer from one of these "tracks" to another is possible, allowing the individual to find his or her level through upward or downward mobility within the same institution (or by arrangement with an associated one if a comprehensive national network exists)."*

In the Department of Education publication entitled "Transformation and restructuring: A new institutional landscape for higher education", the Ministry of Education introduced the terminology "comprehensive institutions" for the first time when reference was made to the merger of Randse Afrikaanse Universiteit (RAU) with Technikon Witwatersrand (TWR) to form a new institutional type known as a comprehensive institution that would offer both technikon and university programmes (DoE, 2002b). Having attempted to define the concept of comprehensive universities one is inclined in the next paragraph to discuss the role(s) of universities (including the comprehensive universities) in the social context of South Africa. This discussion is in line with the inherent nature of universities in paragraph 2.2 above.

3.4 Role of universities in the social context of South Africa

Universities have always been known as centres for the generation of new knowledge through basic research and scientific inquiry (UFS, 2006: 4). Universities are also key providers of training in an ever growing number of specializations and they have also taken on a political function in the society, serving as a centre of political and social thought, and sometimes of action (UFS, 2006: 5). That has always been the justification advanced by

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[7] Professor Dr. Helmud Winkler, Director for the Centre for Research on Higher Education and Work at the University of Kassel, one of the Gesamthochschulen, proposed this definition to visiting South African university principals and other senior officials visiting Germany during the period from 22 October 2003 to 2 November 2003.

scholars for what they demanded as their right to academic freedom. However, because of limited resources, the new post 1994 South African government was committed to the belief that because universities were using public funds, they should be more accountable to the tax payers by addressing socio-economic and human resources needs of the country.

The first post-apartheid government in South Africa then had a vision of creating a single, transformed, non-racial, non-sexist and a democratic higher education system from a fragmented unequal and oppressive system. Since 1996 when the national Ministry of Education accepted the recommendations of the National Commission on Higher Education (NCHE) to establish the abovementioned single higher education system, there has been a close monitoring of what universities did and stood for in South Africa.

Universities were expected to provide training for new key professions, with variations like teacher-training colleges, providing for the training of multi-skilled professionals, in particular, in science and technology (DoE, 2002a). The National Plan for Higher Education (NPHE) provided the implementation framework for achieving the White Paper's vision of a single, national coordinated higher education system that is affordable, sustainable and which is responsive and contributes to the human resource and research needs of the country (DoE, 1997a). The transformation and the restructuring agenda of the South African government in the Higher Education (HE) system was intended as an intervention to address the inefficiency and ineffectiveness as indicated by the high dropout rates, poor throughput and graduation rates, low research outputs and the under-utilization of human and physical resources (DoE, 2002a). Universities, in South Africa and elsewhere, are key providers of training in an ever-growing number of specializations (UFS, 2006: 5).

Tebogo Moja as cited in Griesel (2004), in her paper entitled "Glocalization – a challenge for curriculum responsiveness", acknowledged that whilst there is a need to be competitive and to participate freely in the global economy, there is an equally important challenge to address local development needs and the reconstruction of the society. She then proposed a new term "glocalization" which is derived from the terms globalization and localization. In her concluding paragraph, Moja (in Griesel, 2004: 36) wrote that there was no direct indication of how global and local issues got integrated into the curriculum; a South African curriculum which should typically include what is South African and African in nature and its global goals needed to be shaped by its local goals for national development.

Glocalization was supported by Barrows (2001: 305) when he outlined the importance of universities in regional development. He proposed that universities within a particular region are increasingly important for continued development of such regions and that they may have to be re-organized and smaller institutions merged so as to address, inter alia, provision of linguistic services as well as furthering inter-ethnic and cultural understanding.

There was a direct and specific role for universities in realizing the development agenda of provincial growth and development strategies of their regions. In providing university education, the South African government should focus on creating peoples' institutions which should offer programmes and qualifications that address the socio-economic needs of not only the regions in which such universities are situated but become problem solving centres for the entire nation. The universities created by the process of mergers and incorporations in South Africa should be expected to provide the human resources needs not only of South Africa, but at least of the Southern African Development Community (SADC) region. South African universities should also address the needs of the entire African continent and they need to be an integral part of the New Partnership for Africa's Development (NEPAD) agenda and be committed to the global higher education standards. The research output of such universities should be mainly action research to solve practical problems of service delivery and the central focus of such university education and community service should be student centred and people oriented in nature.

There seems to be a new commitment of South African universities to the *continent of Africa* as reflected by the visions (as reflected in the websites) of at least **seven** of the **eight** universities covered in this study. The only South African university whose vision does not refer to Africa is the University of South Africa (UNISA). The visions of the remaining seven South African universities in this study are as follows:-

1. The vision of Cape Peninsula University of Technology (CPUT)

   CPUT's vision is to be at the heart of Technology Education and Innovation *in Africa.*

2. The vision of Nelson Mandela Metropolitan University (NMMU)

   NMMU's vision is that of being the leader in optimizing the potential of its communities towards sustainable development *in Africa,* as a values-driven university.

Having attained its vision NMMU will be able to:

❖ Contribute to the transformation and development of our communities in terms of the full spectrum of their needs

❖ Empower our institution, staff, graduates and communities to contribute and compete, both locally and internationally

❖ Continue to make a major contribution to sustainable development *in Africa.*

3. The vision of Tshwane University of Technology (TUT)

It is the vision of the TUT to be the leading higher education institution in Southern Africa with an entrepreneurial ethos that -

❖ promotes knowledge and technology; and

❖ provides professional career education of an international standard, which is relevant to the needs and aspirations of Southern Africa's people.

4. The vision of University of KwaZulu-Natal (UKZN)

The vision of UKZN is "To be the Premier University of *African* Scholarship".

5. The vision of the University of Johannesburg (UJ)

The vision of the UJ is to be a premier, embracing, *African* city university offering a mix of vocational and academic programmes that advances freedom, democracy, equality and human dignity as high ideals of humanity through distinguished scholarship, excellence in teaching, reputable research and innovation, and through putting intellectual capital to work.

6. The vision of the University of Limpopo (UL)

The vision of the University of Limpopo is to become a world-class *African* university, which responds to education, research and community development needs through partnerships, and knowledge generation - continuing the long tradition of empowerment.

7. The vision of Walter Sisulu University (WSU)

The vision of WSU according to the DoE approved Institutional Operating Plan (IOP) is reflected as follows:-

"Walter Sisulu University (WSU) will be a leading *African* comprehensive university focusing on innovative educational, research

and community partnership programmes that are responsive to local, regional, national development priorities, and cognisant of *continental* and international imperatives" (WSU, 2007a: 22).

3.5 Different types of universities in South Africa

After the completion of the merger processes in 2005 the public universities in South Africa were divided into four types: **traditional universities**, which offer theoretically-oriented university degrees; **universities of technology**, which offer practically-oriented diplomas and degrees in technical fields; **comprehensive universities**, which offer a combination of both types of qualifications (Wikipedia, 2007b) and two **national institutes,** one in the Mpumalanga province and the other in the Northern Cape province. The South African post-merger higher education system comprises of eleven traditional universities, five universities of technology (former technikons), one technikon and six comprehensive universities. The SA government has committed itself to establishing two higher education institutes in the Mpumalanga and the Northern Cape Provinces after the mergers and incorporations have been finalised. As at September/October 2008 these institutes had not yet been established.

3.5.1 Traditional universities

The eleven traditional universities are listed below:-

- University of the Witwatersrand (Johannesburg),

- University of Cape Town (Cape Town),

- Rhodes University (Grahamstown),

- University of the Western Cape [which incorporated the Dental Faculty of the University of Stellenbosch] (Bellville, Cape Town),

- University of Fort Hare [which incorporated the East London Campus of Rhodes University] (Alice),

- University of the Free State [which incorporated the QwaQwa Campus of the University of the North and the Bloemfontein Campus of Vista University] (Bloemfontein),

- University of Stellenbosch (Stellenbosch),

- North West University [from the merger of the universities of Potchefstroom and North West, which also incorporated Vista University's Sebokeng Campus] (Mafikeng, Mankwe, Potchefstroom, Vanderbijlpark),

- University of KwaZulu-Natal [from the merger of the University of Natal and the University of Durban-Westville] (Durban, Pietermaritzburg, Pinetown, Westville),

- University of Limpopo [from the merger of the Medical University of Southern Africa and the University of the North] (Polokwane, Garankuwa)*,* and

- University of Pretoria [which incorporated the Mamelodi Campus of Vista University] (Pretoria) (Wikipedia, 2007b).

3.5.2 Universities of technology

The six South African post-merger Universities of Technology (former technikons) are:-

- Cape Peninsula University of Technology [from the merger of Cape Technikon and Peninsula Technikon] (Bellville, Cape Town),

- Tshwane University of Technology [from the merger of Technikon Pretoria, Technikon North West and Technikon Northern Gauteng] (Pretoria),

- Durban University of Technology [from the merger of Natal Technikon and M. L. Sultan Technikon] (Durban, Pietermaritzburg),

- Central University of Technology, Free State [formerly Technikon Free State which incorporated the Welkom Campus of Vista University] (Bloemfontein, Welkom),

- Vaal University of Technology, (Vanderbijlpark), and,

- Mangosuthu University of Technology (Durban) (Wikipedia, 2007b).

3.5.3 Comprehensive universities

The four Comprehensive Universities offering both university-type and technikon-type programmes are:-

- Nelson Mandela Metropolitan University [from the merger of Port Elizabeth Technikon with the University of Port Elizabeth which incorporated the Port Elizabeth Campus of Vista University] (Port Elizabeth),

- University of Johannesburg [from the merger of Rand Afrikaans University which incorporated the Soweto and East campuses of Vista University with Technikon Witwatersrand] (Johannesburg),

- University of South Africa [after the merger of Technikon SA with UNISA which incorporated the Vista University Distance Education Campus] (Pretoria – Distance Education),

- Walter Sisulu University [from the merger of the University of Transkei, Border Technikon and Eastern Cape Technikon] (Buffalo City, Butterworth, Mthatha, Queenstown).

The following two traditional universities were instructed to transform their mission statements and to offer both university-type and technikon-type programmes thus becoming comprehensive universities:-

- University of Venda (Thohoyandou), and

- University of Zululand (Empangeni) (Wikipedia, 2007b).

3.5.3.1 What then does the concept "comprehensive university" mean?

The term Comprehensive University does not seem to have a commonly understood meaning nor does it have a particular or specific and accepted definition from country to country or from continent to continent. The comprehensiveness of a university in some cases seems to refer to its size in terms of student numbers. In other cases the comprehensiveness of a university points to the diversity of instructional programmes or academic programmes whereas in other cases it refers to the fact that there is a hierarchy of qualifications offered ranging from certificates, diplomas and degrees at such comprehensive universities.

CUs in the South African higher education context simply refer to institutions of higher learning which resulted from the merging or incorporation of one or more universities with one or more technikons (or campuses of institutions), regardless of whether there was

reference to size, offering of a wide range of academic programmes or the hierarchy of qualifications as referred to in the previous paragraph. The South African CUs include two traditional universities, namely the University of Venda and the University of Zululand, which were not merged with or incorporated into any technikon(s) but rather which were instructed to reorganize their mission statements to include technikon-type programmes.

The above analysis of university education in South Africa identified certain aspects that need to be taken into consideration, namely, that comprehensive universities cannot be defined in terms of:-

❖ The wide range and diversity of academic programmes offered;

❖ Differences in size in terms of student numbers;

❖ Resources (infrastructure, human and financial);

❖ Teaching and research capacities; etc.

The comprehensive universities in the US and in other continents are usually defined in terms of one or more of the above criteria whereas in South Africa, regardless of anything else, comprehensive universities are defined as those HEIs that offer both university-type and university of technology-type programmes.

This study is an attempt to design a PQM for WSU as one of the six CUs so that a possible model can be suggested for the PQMs of CUs in South Africa. It should be noted that as South African curriculum design specialists and academics attempt to design such a PQM for CUs, no certainty can be guaranteed for the continued existence of the binary divide between university-type and university of technology-type programmes in the South African Higher Education system beyond the current mergers and incorporations.

3.5.4 National Higher Education Institutes

The South African DoE proposed to establish two national higher education institutes, one in each of Mpumalanga and Northern Cape, the only two provinces in SA where there are no HEIs. These institutes will be developed into fully fledged universities of one or more of the types listed in paragraphs 3.5.1, 3.5.2 and 3.5.3 above.

Having discussed the classification of university types in South Africa from paragraph 3.5.1 to paragraph 3.5.3, it is clear that this classification can only be meaningful if one considers

the philosophy of university education and that of former technikons (universities of technology) and the extent to which career focused and practical preparation for the work place in the case of universities of technology versus the generation and production of knowledge and new ideologies propagated by university education as being linked to the development and designing of the PQMs of such HEIs. It is for that reason that the discussion in paragraph 3.5 is followed by definitions of terms used in the development and designing of the Programme and Qualification Mix of such university types in South Africa. The Programme, Qualification, Programme Mix and Qualification Mix are discussed in paragraph 3.6.

3.6 Definitions of terminology used by different university types in South Africa in designing their Programme and Qualification Mix (PQM)

3.6.1 Introduction

For each of the institutional types in paragraph 3.5 above different types and levels of academic programmes will be offered in various combinations to result in different qualifications.

3.6.2 Definition and a description of a Programme

A programme is a provider-specific course or programme offered to learners against a particular qualification, and is subject to quality assurance by an accredited Education and Training Quality Assurer (ETQA). A learning programme is the process which one embarks upon in order to fulfil that achievement. Learning programmes, then, cannot be registered on the National Qualifications Framework (NQF), only qualifications can. The Higher Education Qualifications Framework (HEQF) describes a programme as a purposeful and structured set of learning experiences that leads to a qualification (DoE, 2007b: 6). The Council on Higher Education describes a programme as a purposeful and structured set of learning experiences leading to one or more qualifications, usually comprised of a set of credit-rated, level-pegged modules or unit standards; in an outcomes-based system a programme is designed to enable learners to achieve pre-specified exit level outcomes (CHE, 2001b: 127).

Luckett (1998: 4) refers to a programme as a purposeful and structured set of learning experiences designed to enable learners to achieve pre-specified exit level outcomes. She, therefore, defines a programme as a coherent combination of units of learning (modules) expressed in an outcomes–based format which leads to one or more qualifications, which serve an academic or vocational purpose.

3.6.3 Definition and a description of a Qualification

The HEQF defines a qualification as a formal recognition and certification of learning achievement awarded by an accredited institution (DoE, 2007b). The CHE (2001b: 128) describes a qualification as the formal recognition of learning achievements awarded by an accredited certification provider[8]. The South African Qualifications Authority (SAQA) defines a qualification as the formal recognition of the achievement of learning. This is subject to the definition and rules of combination as defined in 8(1) of the National Standards Body (NSB) Regulations. A qualification is characterized by learning outcomes (critical cross-field and specific outcomes) which provide the learner with opportunities for further or lifelong learning.

Subject to SAQA approval, a qualification can be registered on the National Qualifications Framework (NQF). In the outcomes-based approach intrinsic to the NQF, a qualification signifies the demonstrated achievement by a learner of a planned and purposeful combination of learning outcomes, expressed as an accumulation of credits at a specified level of performance (CHE, 2001b: 128).

Luckett (1998: 3) refers to a qualification, in outcomes-based education, as a certification of the attainment of the learning outcomes of a coherent learning programme expressed as an accumulation of credits at specified levels, with rules of access and rules of combination.

The revised version of the Classification of Educational Subject Matter (CESM) (DoE, 2007a: 9-37) covers 20 broad categories or fields of study into which qualifications and programmes can be offered in the South African Higher Education (HE) system, as well as

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[8] See, for example, "Republic of South Africa (RSA) Regulation under the South African Qualifications Authority Act, Act No. 58 of 1995", Government Gazette No. 18787, 28 March, 1998 for the definition of the term "qualification".

detailed classification of the exact learning matter in each subject. The draft is an attempt to reduce the 22 CESM categories to only 20.

3.6.4 Definition and description of a Programme Mix

A programme mix can be defined as the sum total of all the learning programmes offered within each Faculty or Academic Unit of a university or institution of higher learning. A learning programme has been defined in paragraph 3.5.1 above as a provider-specific course or programme offered to learners against a particular qualification, and is subject to quality assurance by an accredited Education and Training Quality Assurer (ETQA).

One can describe a programme mix as a combination or mixture of academic programmes that are related to each other and, when added together; can enable the graduates to perform all the requisite competencies of different qualifications. An example of a programme mix could be the different programmes that are necessary in preparing a well rounded Town and Regional Planner. These programmes could include some pockets of knowledge in learning areas such as, inter alia, Environmental Studies, Local Government Finance, Economics, Development Studies, Financial Accounting, Internal Auditing, Project Management, Quantity Surveying, Budgeting Techniques, Social Anthropology, etc.

3.6.5 Definition and description of a Qualification Mix

A qualification mix can be defined as a combination or the sum total of qualifications that a university or institution of higher learning is offering; organized within a school, college or faculty. A qualification as defined in paragraph 3.5.2 above is a formal recognition and certification of learning achievement awarded by an accredited institution.

A qualification mix can be described as a combination of related qualifications that are usually housed in a school, college or faculty. Qualifications in civil, chemical, electrical and mechanical engineering can be regarded as a qualification mix that belongs to a School of Engineering, but when qualifications in Life Sciences and Physical Sciences like Zoology, Physics, Chemistry, Mathematical Sciences are added to the School of Engineering, one can get a qualification mix that is housed in the Faculty of Science and Engineering.

3.7 The process of developing and submitting PQMs to the DoE

The South African Department of Education is responsible for ensuring that each public higher education institution prepares and submits a PQM which addresses the key features of the National Plan for Higher Education (NPHE) and which is in line with the mission statement of the university. All public higher education institutions are expected to apply for approval to continue to offer the existing academic programmes and to offer new learning programmes. The PQM of individual universities is developed and approved by the senate of such universities. The autonomy of universities in South Africa and elsewhere allows senates and governing councils to finalize the processes of determining PQMs.

Universities (both traditional and comprehensive) and technikons (now known as universities of technology) can also generate new qualifications and submit these to the CHE and the DoE for approval for funding. In the case of many university qualifications, senior academics, mainly professors, are responsible for designing new provider specific qualifications rather than the generic qualifications which are common in former technikon programmes.

Taking the above possibilities into consideration, Faculties or Schools or Departments within universities should, in collaboration with SAQA and the National Standards Bodies (NSBs), establish links with the relevant NSB co-ordinator (within SAQA) and the chair of the relevant NSB to determine how best to proceed with standards generation; and with departments or faculties or schools in other universities and technikons, colleges, private providers and non-formal providers of education and training offering similar qualifications, to establish a Standards Generating Body (SGB) following the above procedures in this regard.

The quality challenge in the PQM development process is that qualifications with the same name from different universities could have vastly different contents and could be pitched at extremely different quality standards. However, the intervention of central government in South Africa is intended to ensure that the provision of higher education studies is controlled under the same Higher Education Act (Act No. 101 of 1997). This necessitated that the new

programmes and qualifications require the approval of the Minister of Education so that the same academic standards are maintained.

The Ministry of Education embarked on approving the PQMs of all HEIs so as to enable it to closely monitor not only the contents of such PQMs as well as to justify the funding of the HE sector and the maintenance of minimum academic standards in teaching and research output. Through the Ministerial Statements on Higher Education Funding which were published in 2004, 2005, 2006, and 2007, the Ministry monitored, inter alia, the allocation of Medium Term Expenditure Framework budgets for the periods 2007/08 to 2009/10 into teaching input grants, teaching output grants, research output grants, institutional factor grants and foundation program grants as well as providing data for calculation of block grants for 2007/08 to 2009/10 and making forward projections for funding data (DoE, 2007c: 6 - 22).

3.8 Conclusion

In this chapter the researcher discussed the inherent nature of universities, defined terms like a university, a comprehensive institution or comprehensive university and discussed the role of universities in the social context of South Africa. An analysis of the South African higher education system into three types of universities, namely, traditional universities, universities of technology and comprehensive universities was given. This was followed by a theoretical framework for the development of a Programme and Qualification Mix with definitions and descriptions of terms like a programme, a qualification, a programme mix and a qualification mix. The last section of this chapter dealt with the process of developing and submitting PQMs to the DoE.

The next chapter will discuss programmes and qualifications offered at selected international and South African universities.

CHAPTER FOUR

PROGRAMMES AND QUALIFICATIONS OFFERED AT SELECTED INTERNATIONAL AND SOUTH AFRICAN UNIVERSITIES

4.1 Introduction to the chapter

This chapter outlines the steps in the development of a Programme and Qualifiucation Mix (PQM), some factors that influence the PQM, components of a typical PQM and then the arrangement of academic programmes in selected international universities covering the five continents, namely, Africa, America, Asia, Australia and Europe. It covers mainly those universities that regard themselves as comprehensive universities.

Towards the end of this chapter the researcher outlines the arrangement of the academic enterprise of eight South African universities, including two traditional universities, two universities of technology and four comprehensive universities. This discussion incorporates the outline of the components of the post-merger PQMs of these eight South African universities since the terminology of comprehensive universities is understood to mean the same phenomenon.

4.2 Steps in the development of a PQM

The first important step in the development of a new PQM is the consolidation of the programme and qualification profiles of merging institutions (DoE, 2003: 102). This exercise ensures that the new institution has an inventory of all the qualifications and programmes that were offered by the merged institutions to which the newly merged institution will be committed especially to pipeline students during the initial stages of the merger. Furthermore this consolidated current PQM forms a basis of the framework for the new PQM.

The second step for the new institution is to develop a new academic framework by, *inter alia*, deciding on whether to withdraw from any programme cells in which one or more of the merging institutions have been active. Furthermore, it should be decided, subject to ministerial approval, and only in exceptional cases, whether to move into a programme cell in which none of the merging institutions were active.

The newly merged institution will then decide whether to continue to offer all the programmes and qualifications at all the delivery sites that were used before the merger. Serious decisions will then have to be made to address the following questions:-

❖ Which qualifications should be retained and which should be dropped, and at which delivery sites? ;

❖ What are the titles and abbreviations that should be used for the various qualifications? ;

❖ Which majors or fields of specialization should be dropped? ;

❖ Which majors or fields of specialization should be linked to which qualifications? (DoE, 2003: 102 -103).

All new programmes should be in line with the new mission statement of the merged institution. All existing academic programmes should be subjected to a set of stringent mission compliance tests and those academic programmes that reflect what the mission statements of such universities are proposing should be continued whilst those that do not comply should be recurriculated to be mission compliant or be discontinued.

Each university should commit to offer only qualifications and programmes which can be successfully offered with the current capacity of each institution. This capacity includes adequately qualified and experienced staff as well as resources like classrooms, students' desks and chairs, laboratories, teaching equipment and materials as well as resources like reference books, journals and electronic learning resources like computers.

The university Council, Senate and the Institutional Forum (IF) as well as all sub-committees of these three main committees that deal with staff and students issues of survival should be fully representative of internal and external stakeholders in order to have legitimacy and buy in.

4.3 Internal and external factors influencing the PQM

4.3.1 Internal institutional factors influencing the PQM

When a university develops a new PQM, the mission statement of the university should be the key guide. What the university stands for should be reflected in the programmes and

qualifications the university offers. Although most universities take for granted that each of their mission statements should include teaching, research and community service, they (universities) should listen more carefully to society to learn and understand its changing needs and expectations and they should be more responsive to (the relevant communities') needs when offering new study programmes or starting new research (Hirsch & Weber, 1999: 6).

The institutional capacity in terms of availability and adequate qualifications and experience of academic, research and administrative (including technical) staff as well as the availability of physical and other facilities such as classroom space, laboratory space and equipment, library facilities and access to electronic study materials and computers, are crucial in determining the PQM of each university. The support base in terms of the number of matriculation graduates and the diversity of types of feeder schools is also a factor that should be taken into account in the PQM of universities. The availability and level of competence of curriculum and discipline specialists are also a key requirement for determining PQMs of universities. The residence facilities for both staff and students within the immediate vicinity of each delivery site may also influence the offering of programmes and qualifications at such sites. Rural universities find it more difficult to attract and retain adequately qualified and experienced staff due to, inter alia, lack of residences within close proximity to such campuses. This results in academics commuting daily between their offices and their far away homes (which in many cases are more than 200 kilometres return trip per day). The social environment of staff and students, reasonable access to infrastructure and primary schools offering tuition in English and Afrikaans in close proximity to their delivery sites may also affect the availability of students and academic staff resulting in the successful offering of programmes and qualifications in all delivery sites. The availability of elementary schools (crèches or pre-schools) with qualified teachers within each campus in some institutions can assist in staff and student retention.

The provision of adequate facilities such as internet, key electronic equipment (like laptops) and software facilities as well as the latest version of the Integrated Tertiary Systems (ITS), Microsoft Word, Excel, PowerPoint and telephone network for all mobile and fixed line communication, are some of the key requirements at all delivery sites, if meaningful offering of programmes and qualifications is to be achieved.

4.3.2 External factors influencing the PQM

The content of the PQM should be informed by the human resource needs of the region in which such HEIs are situated. This is usually associated with the Provincial Growth and Development Strategy (PGDS) as well as the requirements of the organized commerce and industry sectors in the region and within the District Municipalities (DMs) which are in existence within the immediate environments of each HEI.

The requirements of science, technology, innovation etc. as dictated by the global advances in knowledge production and dissemination, place a huge demand on what the PQM components should be in any academic planning activities of HEIs. Politically, the extent to which democracy has been embraced by any country is supposed to be reflected in the PQMs of universities in such countries.

The fact that a region or province in which a university is situated is rich in natural resources, as well as tourism potential through advanced hiking trails, hunting areas and animals as well as an unspoilt coastal area should be reflected in the PQM of universities where such activities are undertaken. In such cases marine sciences, mining engineering courses, tourism studies and hospitality management should be considered relevant for universities. In the case of WSU the emphasis should be placed on a PQM that embraces a developmental comprehensive university that is technological, scientific, innovative and responsive.

The competition posed by institutions of higher learning within the immediate environment of any university which offer similar qualifications would always pose a threat to the development of any PQM especially if the quality of teaching and learning at such neighbouring HEIs is of a high standard. Cordial relations with the DoE, provincial Department of Education and the local organized commerce and industry are all likely to assist in the determination of the university's PQM.

The DoE is not keen to allow newly merged universities to offer new academic programmes in CESM categories where they were not active before the merger unless they are able to demonstrate a high success rate in terms of their throughput rate in existing programmes over a period of time. Another externally imposed influence on the development of PQMs is the

fact that HEIs in South Africa cannot offer any new academic programmes without getting permission from the DoE.

4.4 Components of a typical PQM

In paragraph 3.6.4 a programme mix is defined as the sum total of all the learning programmes offered within each Faculty or Academic Unit of a university or institution of higher learning. The programmes are arranged typically into combinations of the following qualifications:- certificate, advanced certificate, licentiate, diploma, national diploma, national higher diploma, higher diploma, bachelor's degree, professional bachelors degree, honours degree, masters degree and doctoral degree. In paragraph 3.6.5 the qualification mix was defined as a combination or the sum total of qualifications that a university or institution of higher learning is offering; organized within a school, college or faculty.

The merger guidelines (DoE, 2003: 98 – 102) used 12 tables with tables 1 – 6 illustrating details of qualifications and majors for a new institution which resulted from a merger of two universities, and tables 7 – 12 illustrating details of qualifications and majors for a new institution which resulted from a merger of a university and a technikon. To highlight the merger of a university and a technikon, tables 7 – 12 from DoE (2003: 100 – 102) will be reproduced and briefly explained. The example used is taken from CESM[9] 06 Computer Science and a hypothetical University A and Technikon B are used. Tables 7, 8, 9, 10, 11 and 12 have been referred to as Tables 1, 2, 3, 4, 5 and 6, respectively.

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[9] The DoE is in the process of reducing the CESM categories from the current 22 to only 20. Computer Science might fall in a different CESM category other than 06 at a future date. Refer to DoE (2007) in the reference list.

Example 1: Merger of a university and a technikon (Tables 1 to 6)

Table 1: Approved programmes profile in CESM 06 for University A

Major fields of study by CESM category	Undergrad diploma or certificate	General 1st bachelor's degrees	Prof 1st bachelor's degrees	Postgrad diploma or certificate	Postgrad bachelor's degrees	Honours degrees	Masters degrees	Doctoral degrees
6. Computer Science and Data Processing								
All computer science and data processing		**X**	**X**			**X**	**X**	x

Source: DoE (2003: 100) Table 7

Table 2: Approved programmes profile in CESM 06 for Technikon B

Major fields of study by CESM category	Certificates: national and higher	National diplomas	B Tech degree	Postgrad diploma	National higher diploma	Masters diploma in tech	M Tech degrees	Doctoral degrees & laureatus
6. Computer Science and Data Processing								
All computer science and data processing	**X**	**X**	**X**					

Source: DoE (2003: 100) Table 8

In the case where Tables 1 and 2 are the approved high level profiles for each in the CESM category 06 dealing with computer science and data processing, the symbol "x" in a particular cell in the mini-grids in tables 1 and 2 indicates formal approval to offer qualifications in that cell. The new institution is allowed to be active in all cells in which the merged institutions were active. Hence a single high level table can be constructed by mapping Tables 1 and 2 as indicated in Table 3 below.

Table 3: Approved programmes profile in CESM 06 for new institution

Major fields of study by CESM category	Certificates: national and higher	National diplomas	General 1st bachelor's degrees	Prof 1st bachelor's degrees	Postgrad bachelor's degrees & diplomas	Honours degrees	Masters degrees	Doctoral degrees & laureatus
6. Computer Science and Data Processing								
All computer science and data processing	X	X	X	x		X	X	x

Source: DoE (2003: 100) Table 9

The following tables 4 and 5 set out detailed qualifications and majors offered by university A and technikon B in CESM 06: computer science and data processing.

Table 4: Details of qualifications and majors of University A

Qualification Title & Type	Major Fields of Study in CESM 06
General 1st bachelor's degrees	
BA	0601 Applications in Computer Science and Data Processing
BCom	0699 Other Computer Science and Data Processing
BSc	0601 Applications in Computer Science and Data Processing
1st professional bachelor's degree	
BSc Information Systems	0699 Other Computer Science and Data Processing
Honours degrees	
BSc Hons	0699 Other Computer Science and Data Processing
BCom Hons	0699 Other Computer Science and Data Processing
Masters degrees	
MCom	0699 Other Computer Science and Data Processing
MSc	0699 Other Computer Science and Data Processing
Doctoral degrees	
DCom	0699 Other Computer Science and Data Processing
PhD	0699 Other Computer Science and Data Processing

Source: DoE (2003: 101) Table 10

Table 5: Details of qualifications and majors of Technikon B

Qualification Title & Type	Major fields of study in CESM 06
National certificate	
NCert.: Information Technology	0605 Information and Data Base Systems, 0607 Programming Languages
National diploma	
NDip: Information Technology	0605 Information and Data Base Systems, 0607 Programming Languages
1st professional bachelor's degree	
BTech: Information Technology	0605 Information and Data Base Systems, 0608 Programming Systems, 0609 Software Methodology, 0699 Other Computer Science and Data Processing

Source: DoE (2003: 101) Table 11

The detailed information in tables 4 and 5 has also been merged into a single one for the new institution. The new institution has to offer all the qualifications, with their specific titles, which were offered by the two merging institutions. Table 6 sets out a consolidated picture of the qualifications and majors to be offered by the new institution (DoE, 2003: 101).

Table 6: Details of qualifications and majors of new institution

Qualification Title & Type	Major fields of study in CESM 06
National certificate	
NCert.: Information Technology	0605 Information and Data Base Systems, 0607 Programming Languages
National diploma	
NDip: Information Technology	0605 Information and Data Base Systems, 0607 Programming Languages
General 1st bachelor's degrees	
BA	0601 Applications in Computer Science and Data Processing
BCom	0699 Other Computer Science and Data Processing
BSc	0601 Applications in Computer Science and Data Processing
1st professional bachelor's degree	
BSc Information Systems	0699 Other Computer Science and Data Processing
BTech: Information Technology	0605 Information and Data Base Systems, 0608 Programming Systems, 0609 Software Methodology, 0699 Other Computer Science and Data Processing
Honours degrees	
BSc Hons	0699 Other Computer Science and Data Processing
BCom Hons	0699 Other Computer Science and Data Processing
Masters degrees	
MCom	0699 Other Computer Science and Data Processing
MSc	0699 Other Computer Science and Data Processing
Doctoral degrees	
DCom	0699 Other Computer Science and Data Processing
PhD	0699 Other Computer Science and Data Processing

Source: DoE (2003: 102) Table 12

The document entitled "Approved academic programmes in public higher education institutions as at 31 December 2005" (DoE, 2006), discussed the PQMs of the 23 South African HEIs. At that stage there were no new post merger PQMs but rather the PQMs of merged and unmerged institutions were the sum total of the separate institutions' PQMs.

In the case of the University of South Africa the PQM comprised of two documents, i.e. the UNISA university-type qualifications including former UNISA and Vista University Distance Education Centre (VUDEC). The PQM of UNISA is presented in a table that shows basically five columns, namely, Approved Qualification Title (e.g. Diploma in General Nursing), Institutional Qualification Name (e.g. Diploma in General Nursing), Qualification Type (01 Under graduate Diploma or Certificate; Less than three years), Majors or Fields of Specialization (0902 Nursing) and Minimum Times (Total 2, Formal 2 Experiential 0) (DoE, 2006: Section C.15) and the UNISA technikon-type qualifications (previously Technikon South Africa) under the four columns approved Qualification Title (National Diploma: Child and Youth Development), Qualification Type (23 National Diploma), Majors or Field of Specializaton (2104 (Social Work) and Minimum Times (Total 3, Formal 3 Experiential 0) (DoE, 2006: Section C.15)

 Lastly, this study is about the challenges of designing and developing a new post merger programme and qualifications profile which will be arrived at through a reorganization of existing programmes and qualifications, using the provisions of the new mission statement. This can include programmes and qualifications in cells where such HEIs were not active before the mergers.

4.5 Arrangement of academic offerings of selected international "comprehensive" universities

4.5.1 Introduction

Higher education, which does not necessarily cover university education only, is delivered under diversified models which resulted in new university types being established by upgrading previously existing institutions in order to strengthen a specific character or identity of these institutions (Teichler, 1988: 75). The emergence of new higher education systems that resulted in the establishment of Comprehensive Universities (CUs) in selected countries in the five continents is outlined in this section of the chapter.

The discussion below also covers brief notes on how the academic programmes and qualifications are arranged and offered in selected comprehensive universities in the five continents, i.e. North America (the United States of America and Canada); Europe (Germany and Scotland); Asia (India); Australia and Africa (Nigeria and Ghana).

4.5.2 North American universities

4.5.2.1 United States universities

There seems to be no definite classification of universities as "comprehensive" in the United States of America similar to the South African interpretation of the terminology. However, the term "comprehensive universities" is used by different universities and individuals to refer to any institution that has particular characteristics like many students; many postgraduate programmes and a wide range of fields of study. William Powers Jr., the 28th President of the University of Texas at Austin described his institution as a comprehensive university when he was delivering his State of the University address as the newly inaugurated President of the University in 2006 when he said:-

"We cannot lay claim to being a comprehensive university unless we maintain excellent programs in the humanities... As Harry Ransom once wrote, "the humanities confront all that is vague, changeful, unpredictable, immeasurable, unknown, and unknowable."

4.5.2.1.1 Arizona State University

The Arizona State University (ASU) is building a comprehensive metropolitan university that is (they claim) an unparalleled combination of academic excellence and commitment to its social, economic, cultural, and environmental setting. As it evolves during a ten-year institutional transformation, ASU will serve as the prototype for a New American University, redefining the American research university, and spurring the evolution of an institutional form rooted in the past.

As the only major research university in the heart of one of the most rapidly urbanizing metropolitan areas in the nation, ASU must provide leadership for a region that lags behind comparable metropolitan areas in a number of educational, economic, and environmental

indicators. ASU seeks to provide the best education for the broadest spectrum of qualified students. While focused on its region, ASU is moving aggressively to establish a global presence.

Although a single and unified institution, ASU is "One University in Many Places". It is spatially distributed across metropolitan Phoenix in four differentiated campuses of equally high aspiration, namely Tempe Campus, West Campus, Polytechnic Campus and Downtown Phoenix Campus (ASU Homepage website). A federation of strong entrepreneurial colleges, schools, departments, and interdisciplinary institutes and centres would increase academic excellence, foster creativity, and maximize the real-world impact of the problem-focused research university of the future.

Whether providing the best possible education to the students of Arizona, generating economic growth through its visionary research enterprise, or improving the quality of life and quality of place for all Arizonans, ASU is committed to building a great university in the American Southwest.

Michael M. Crow, the President of Arizona State University, in his address to the Academic Assembly on January 27, 2004 declared that the ASU had embarked on a path of building a "Comprehensive Metropolitan Research University". He then described his interpretation of the terms Comprehensive, Metropolitan, Research and University. In this study the researcher shares his interpretation of only the terms Comprehensive and University.

Crow wrote as follows:-

"The term 'comprehensive' refers to the fact that we are free to engage all subjects that we deem appropriate, meaning we are not a narrowly focused institution. 'Comprehensive' means we build from a core in the liberal arts and sciences, a core of traditional linkages with traditional academic programs. We cover a broad spectrum of human knowledge, and we, the members of the faculty, determine what we deem 'comprehensive'. Lastly, the final term is 'university' itself. At the end of the day, in spite of the forces that surround us–some of whom believe that ASU should be little more than a college–we are a university, and a university has a comprehensive mission. We will teach at all levels, and we will teach at the levels that we *deem to be important and we will produce graduates at all levels of academic accomplishment"* (Crow, 2004).

Michael M. Crow recognised that the definition of ASU as a "comprehensive metropolitan research university" was subjective when he declared the fact that they were free to engage in subjects that they, the ASU community, deemed appropriate and by claiming that the members of faculty at ASU designed academic programmes that covered a broad spectrum of human knowledge and they, therefore, defined what they deemed comprehensive. President Crow declared: -

"We are responsible for our own destiny. I will say this over and over again until the day they drag me out of here. No legislature, no body, no external group can make this university successful. That fundamental fact, in my opinion, is what separates good universities from great universities. The great universities are in charge of their own destinies and they know it. And they advance their ideas to everyone who will listen to them to acquire the resources necessary to implement their ideas" (Crow, 2004).

The South African situation where the Ministry of Education has to approve what the PQM of a comprehensive institution should look like, as it is the case with WSU, probably negates this academic freedom.

4.5.2.1.2 Trinity Washington University

Trinity Washington University (TWU), a comprehensive university in Washington, DC, offers undergraduate and graduate degrees. Trinity is one of the smallest comprehensive universities in the USA. Each year, Trinity's three schools enrol nearly 2,000 students from across the country and around the world. Nearly 3,000 teachers enrol annually in Trinity's Professional Development Workshops. Trinity's faculty includes 59 full-time faculty; 95% of the full-time faculty have earned doctorate or equivalent degrees.

Trinity offers an honours program, leadership forums, study abroad options and internships for academic credit. Academic skills are enhanced through the Academic Support and Career Services Centre, Computer Centre, Writing Centre and Maths and Science Tutorial Program. Students have access to nearly 20 000 courses through the Consortium of Universities of the Washington Metropolitan Area.

Trinity students take advantage of a variety of professional internship opportunities throughout the Washington, District of Columbia (D.C.) area. Recent internship sites include the White House, Congressional offices, Children's Defence Fund, the Washington Mystics, Black Entertainment Television, Cable News Network, The National Zoo and Department of State. Trinity offers comprehensive career planning services, internship opportunities, and Alumnae Career Network through the Academic Support and Career Services Centre.

Trinity was founded in 1897 by the Sisters of Notre Dame as a Catholic liberal arts college for women. Today, the College continues the founders' commitment to offer students of all faiths a quality academic program, a value-centred education, and a focus on the intellectual development of each student. Trinity offers a full range of undergraduate and graduate programs for students of all ages, with a special emphasis on women's education in the College of Arts and Sciences, and professional development in the co-educational School of Professional Studies and School of Education. On September 10, 2004, Trinity College became Trinity.

Trinity also educates thousands of students each year through its non-degree and affiliated programs, including Professional Development Workshops for teachers, Upward Bound and Education for Parish Service. In addition, the Pan American Symphony Orchestra is in residence at Trinity, and the Women's College Coalition's offices are on Trinity's campus (TWU, 2007).

4.5.2.2 Canadian universities

4.5.2.2.1 University of Waterloo

The University of Waterloo (UWaterloo) is one of Canada's leading comprehensive universities, with strong teaching and research programs in six faculties: Faculty of Applied Health Sciences, Faculty of Arts (with the School of Accountancy), Faculty of Engineering (with the School of Architecture), Faculty of Environmental Studies (with the School of Planning), Faculty of Mathematics (with the David R. Cheriton School of Computer Science), and Faculty of Science (with the School of Optometry and the School of Pharmacy).

Four other institutions — St. Jerome's University, Conrad Grebel University College, Renison College (with the School of Social Work), and St. Paul's United College — are federated or affiliated with the University of Waterloo. Located on the main Waterloo campus, these institutions share in the delivery and administration of academic programs and offer additional residential space for students (University of Waterloo Faculties and Colleges Website).

The UWaterloo, as outlined above, combines teaching and research arranged under Faculties and Schools within widespread fields such as those of Social Sciences, Health Sciences, Engineering, Sciences, Mathematics, etc. This defines a typical comprehensive university which, although referred to as a CU, was not created by a merger of different types of institutions of higher learning as is the case in South Africa.

4.5.3 European universities

4.5.3.1 German universities

There are basically two types of universities in Germany, namely universities and university-status institutions (such as technical universities) or the universities of applied sciences (*Fachhochschule institutions* or the colleges of art, music and film). The German technical universities originally restricted their teaching to technical and engineering disciplines but later on added studies in humanities thus becoming comprehensive higher education institutions. The institutions, however, still have their studies focussed on engineering and the physical sciences (DAAD Website).

In the Federal Republic of Germany the institutions of higher education in each region were merged into one comprehensive university, the Gesamthochschulen (GHS) in order to achieve integration in higher education (Teichler, 1988: 39). Both the *technical universities* and the *Gesamthochschulen* can be described as comprehensive institutions with the former restricting their teaching to technical and engineering disciplines having developed a wider suite of programmes that now include the arts and humanities. Their primary focus, however, continues to be on engineering and science and the offering of qualifications up to doctoral level, whereas at *Fachhochschulen,* the highest qualification is a master's degree (DoE, 2004a: 9). The GHS was the preferred type of institutional arrangement in Germany, but

since the German HE system was not reorganised in its entirety, in the end only six *Gesamthochschulen* were created (DoE, 2004a: 10).

The German comprehensive universities developed when a university, a teacher training college, a *Fachhochschulen* and, in some cases, a college of art and music were merged to form a single institution. Consequently, comprehensive universities provide students with a greater choice of qualifications and an opportunity to change their degree courses and degrees while still studying, with upward mobility within the same discipline. Furthermore it provided opportunities to transfer credits from one qualification to another without losing instructional offerings passed.

Way back in 1976 the Federal Republic of Germany passed legislation that enabled universities, polytechnics, colleges of education and other tertiary level colleges to merge to form comprehensive institutions (*Gesamthochschulen*) that are similar to the Comprehensive Universities (CUs) proposed by the Ministry of Education in South Africa. All new higher education institutions established after this 1976 legislation was passed were to take the form of a comprehensive institution (Mjoli 2003:1). However, Mjoli (2003: 1) wrote that by 1986 the Federal Republic of Germany withdrew the legislation because of numerous controversies associated with the establishment of the *Gesamthochschulen*. "Only eight of the more than 200 institutions of higher education in Germany had opted to merge to form comprehensive institutions", observed Mjoli. Out of those eight, six became *Gesamthochschulen* and they later demerged or changed their status to full universities.

Teichler (1988) realised that if one evaluates the development of comprehensive universities according to the ambitious goal of realising an overall structural reform of the higher education system, the reform did not succeed because, among other reasons, resistance from established universities became stronger as there was a widespread fear that a merger of different types of institutions would lead to a loss of reputation for the universities as well as a reduction of resources per faculty member (Teichler, 1988: 41). These CUs were successful only in so far as the original goal of reducing inequality of opportunity was concerned and in increasing the permeability of the German higher education system (Teichler, 1988: 42).

As in 2001 there were 349 higher education institutions located throughout Germany. They included universities and university-status institutions, such as the technical universities, or

the *Fachhochschule* institutions, or the colleges of art, music and film. Universities of applied sciences in Germany are seen as the comprehensive universities of the modern industrial society. There are 160 universities of applied science in Germany. Universities of applied sciences were once considered the "little sisters" of universities. But they've become serious competition over the last 30 years.

Since the Second World War, there have been considerable pressures to open up and diversify the German higher education system, producing a landscape of universities, technical universities, colleges of art and music, specialist institutions, *Fachhochschule* institutions (universities of applied sciences - equivalent to South African technikons) and *Gesamthochschulen.* Both technical universities and *gesamthochschulen* can be described as comprehensive universities. Although Germany has one of the oldest higher education systems in Europe with well organised research universities, there seemed to be a need to reform the entire system by, inter alia, amalgamating and linking the universities with *Fachhochschulen*. This raised the challenge of combining structurally different institutions typified by different types of educational programmes of different duration and content, much in line with the mergers of universities and technikons in South Africa (DoE, 2004b: 9).

4.5.3.1.1 University of Duisburg - Essen

The Universität Duisburg-Essen (UDE) is Germany's youngest university, through the merger of two so-called comprehensive universities in 2003, i.e. the Universität Duisburg and Universität Essen. The university is situated in the central and western part of the Ruhr area and both campuses were founded in 1972. About 32,000 students are now enrolled in thirteen departments. A research staff of 3,000 academics and non-academics fuel this university. The spectrum of academic disciplines covers the humanities, social, economic and political sciences, medical engineering, natural and life sciences, as well as the highly regarded art and design departments. Students from 120 different countries are enrolled at the university and provide a lively international community.

The Universität Duisburg-Essen offers 47 undergraduate programs, 64 teacher–training programs, 13 graduate, and 2 postgraduate programs with an increasing number of Bachelor's and Graduate degrees. The "International Studies in Engineering" programs are

partially taught in English and, therefore, attract students from all over the world. In the area of research Universität Duisburg-Essen has made a strategic decision to focus its resources on four major areas: Logistics and Transport, Nanosciences, Medical Biotechnology and Empirical research in Education and Pedagogy. With various projects involving basic and applied research the university has apparently made a name for itself extending far beyond national borders. Universität Duisburg-Essen has close connections with affiliated institutes, companies and institutions.

The academic enterprise is arranged under the following 14 faculties and a university clinic:- Faculty of the Humanities, Faculty of Social Studies, Faculty of Educational Studies, Faculty of Art and Design, Faculty of Economics, Mercator School of Management - Faculty of Business Administration, Faculty of Mathematics, Faculty of Physics, Faculty of Chemistry, Faculty of Biology and Geography, Faculty of Engineering, Faculty of Building Sciences and the Faculty of Medicine and University Clinic (University of Duisburg–Essen Website).

The programme and qualification mix of the University of Duisburg – Essen shows a wide variety of programmes offered and large numbers of students registered.

4.5.3.2 Scottish universities

There are 21 higher education institutions in Scotland, comprising 14 universities (including the Open University) and seven other institutions. The four universities, namely, the University of St Andrews, the University of Glasgow, the University of Aberdeen and the University of Edinburgh, known collectively as the 'four ancient Scottish universities' - were founded in the 15th and 16th centuries. Four further universities - Strathclyde, Heriot-Watt, Stirling and Dundee - were formally established as independent universities between 1964 and 1967 and four others - Napier, Paisley, Robert Gordon and Glasgow Caledonian - were granted the title of university in 1992, with a fifth, the University of Alberta, Dundee, being added during 1994. The fourteenth university is the Open University.

Although there are no clear-cut comprehensive universities in Scotland, one sees a typical example of such an institution in the merger of one higher education institution, Northern College of Education (Aberdeen and Dundee), a specialist college providing pre-service and in-service courses for the training of teachers and a range of courses in social work,

community education and leisure, with the Universities of Aberdeen and Dundee Faculties of Education in 2002.

In Scotland the author did not discuss any specific university's PQM as it was done in Germany. The main reason is that in the merger involving the Northern College of Education (Aberdeen and Dundee) highlighted above, the CU resulted from a teacher training Specialist College with social work, community education and leisure with the Faculty of Education. No technical or technikon-type nor even science, engineering and technology programmes were offered.

4.5.4 Asian universities

4.5.4.1 Indian university

4.5.4.1.1 Jawaharlal Nehru University

Founded in 1969 and named after India's first Prime Minister and a leader of India's Independence Movement, Jawaharlal Nehru University (JNU) is a comprehensive university offering studies up to the doctoral level with interdisciplinary and international programs across its nine faculties / schools and four special research centers on biotechnology, law and governance, molecular medicine and Sanskrit studies.

JNU is a leading research and training centre for the core sciences, which underlie biology and related areas. A number of research groups have contributed significantly to research and teaching programs in the areas of molecular cell biology along with interdisciplinary areas, such as bio informatics and computer sciences, environmental sciences and physical sciences. Modern medicine has benefited greatly from interdisciplinary application of all these areas and much of the recent advances can be directly attributed to the inputs obtained from traditionally non-medical areas. JNU has thus taken a leadership role in designing and implementing a comprehensive approach that would target new research programs and teaching in Molecular Medicine (JNU, 2007).

4.5.5 Australian universities

4.5.5.1 General remarks on Australian universities
As on 1 January 1999 there were 39 universities in Australia (with their degrees recognized by the Australian Qualifications Framework). Of these 39, 37 are publicly supported

primarily by the Australian Federal Government. Of the 37 publicly supported universities, all but two (the Australian National University [ANU] in Canberra, and the University of Canberra) operate under Acts of the respective States or (in the case of Northern Territory University) Territory Governments.

Thus, Australian publicly supported universities enjoy unique governance and funding arrangements: State statutes and Federal funding. There are two private universities in Australia: Bond University on the Gold Coast of southern Queensland and the University of Notre Dame Australia (a Catholic University) in Freemantle, Western Australia.

In the abstract of a research article by G. Harman (2000), he writes as follows:-

> *"For the past forty years, institutional mergers have been a major and controversial theme in the Australian higher education. Three main phases of major mergers are reviewed with particular attention being paid to reasons for merger, success factors, and longer term results. While merger experiences have often been traumatic for participants and participating institutions, on balance the longer term results have been positive, producing a university system today comprising relatively large and comprehensive institutions, well suited to compete in the new internationally competitive environment."*

Gudrun Curri (in the late 1980s) in his/her abstract wrote as follows:-

> *"The purpose of this study was to investigate the outcome of restructuring the tertiary system in New South Wales, Australia five years after its announcement in the late 1980s. It was hoped that lessons could be learnt to assist policy makers in Nova Scotia, Canada in their attempt to restructure higher education. Twenty-four senior administrators were interviewed to collect data on `why' and `how' decisions were made in response to a voluntary restructuring policy. Qualitative data analysis revealed that voluntary amalgamations and federations take place when tertiary institutions fear governments will mandate restructuring; restructuring old established institutions is more difficult; personal ambitions of leaders negotiating mergers play an important role; loose federations are likely to become more bureaucratic and less efficient and organisational change and development are poorly understood by senior administrators.*

To achieve organisational change, more than one factor must be present. Congruence between these factors is critical to achieve desired outcomes. The data inferred that there is a relationship between leadership, restructuring, managing staff relations, organisational development, external pressure for change, and organisational change. To illustrate this relationship, the `primary triad model' was created suggesting a holistic approach to achieving desired outcomes. Otherwise, organisational change may be perception rather than reality."

4.5.5.2 James Cook University

A typical comprehensive university in Australia is the James Cook University (JCU). JCU is Australia's leading tropical research university. JCU is a multi-campus university with the main sites located in the vibrant tropical Queensland cities of Townsville and Cairns. Smaller sites are located in Mount Isa, Mackay and Thursday Island. JCU courses are also delivered in partnership with education providers in Sydney and Melbourne. Offshore facilities and partnerships continue to grow.

JCU offers courses in a broad range of study areas and has a strong research focus, particularly in matters relating to life in the tropics. In a ranking of the world's top 500 universities, JCU was one of only 13 Australian universities listed (Shanghai Jiao Tong University, Academic Ranking of World Universities 2003). Over 170 undergraduate and 140 postgraduate courses are offered at JCU, spanning the Arts, Business, Creative Arts, Education, Engineering, Law, Medicine and Health Sciences, Science, Information Technology and Social Sciences.

JCU promises to provide its graduates with the qualifications and skills for entry into the global workforce. All degree programs emphasize the skills of critical thinking and problem solving, effective communication and familiarity with information technologies. JCU works with local industries and professions to ensure that courses relate to employer needs. Work placement schemes feature in many degree programs, equipping graduates with valuable practical skills (JCU, 2007).

James Cook University (JCU) has a curriculum that is arranged under the following four faculties and schools:-

- Faculty of Law, Business and Creative Arts with the following 3 schools: Law, Business & Creative Art.

- Faculty of Arts, Education of Social Sciences with the following 7 schools: Anthropology, Archaeology & Sociology, Education, Humanities, Indigenous Australian Studies, Psychology, Social Work & Community Welfare

- Faculty of Science, Engineering & Information Technology with the following 7 schools: Information Technology, Mathematical and Physical Sciences, Earth Sciences, Engineering, Marine Biology and Aquaculture, Tropical Biology, Tropical Environmental Studies and Geography

- Faculty of Medicine, Health and Molecular Sciences with the following 6 schools: Medicine, Mount Isa Centre for Rural and Remote Health, Nursing Sciences, Pharmacy and Molecular Sciences, Public Health & Tropical Medicine, Veterinary & Biomedical Sciences.

JCU has four broad Faculties housing a total of 23 Schools in various areas of specialisation as outlined above.

4.5.6 African universities

4.5.6.1 Nigerian universities

4.5.6.1.1 University of Lagos

The University of Lagos is one of Nigeria's 25 federal universities, which are overseen and accredited by the National Universities Commission. The University has so far graduated more than 77 000 students since 1962 when it was founded with only 130 students and 30 staff members.

As part of his annual welcoming address to students and staff Professor Tolu Olukayode Odugbeni, the Vice-Chancellor of the University of Lagos said that the University of Lagos founded in 1962 is made up of two campuses, the main campus at Akoka, Yaba and the College of Medicine in Idi-Araba, Surulere. He said that the UniLag having started from a modest intake of 130 students in 1962 and enrolment in the university had grown to over 39,000 with a staff complement of more than 4 300 faculty (teaching personnel) and (administrative and support) staff by 2008 (Odugbeni, 2008).

The University of Lagos offers degrees in the following Faculties / Colleges:- Faculty of Arts, Faculty of Business Administration, College of Medicine, Faculty of Education, Faculty of Engineering, Faculty of Environmental Sciences (which has 5 departments, including Estate Management, Architecture, Urban and Regional Planning, Building and Quantity Surveying), Faculty of Law, Faculty of Pharmacy, Faculty of Science, Faculty of Social Sciences and the School of Postgraduate Studies.

4.5.6.2 Ghanaian universities

Ghana has eight colleges and universities, namely Ashesi University; Central University College; Kwame Nkrumah University of Science and Technology; University of Cape Coast; University of Education,Winneba; University of Ghana; University of Mines and Technology and Valley View University.

4.5.6.2.1 Kwame Nkrumah University of Science and Technology

According to the Kwame Nkrumah University of Science and Technology (KNUST Website) the academic enterprise at in Ghana is arranged under six Colleges with Faculties falling under the colleges as follows:-

- o College of Agriculture and Natural Resources with three Faculties, namely Agriculture, Renewable Natural Resources and Forest Research Technology.
- o College of Architecture and Planning with three Faculties, namely:- Architecture and Building Technology, Planning and Land Economy.
- o College of Art and Social Sciences with five Faculties, namely:- Fine Art, Industrial Art, Law, Social Science and the Business School.
- o College of Engineering with five Faculties, namely:- Civil and Geomatic, Chemical and Materials, Electrical and Computer, Mechanical and Agricultural.
- o College of Health Sciences with three Faculties, namely:- Allied Health Sciences, School of Medical Sciences, and Pharmacy.
- o College of Science with three Faculties, namely:- Biosciences, Distance Learning, Physical Sciences.

Kwame Nkrumah University of Science and Technology (KNUST) could be classified as a comprehensive university if CUs offer a wide range of programmes. It also has an appropriate name because it offers many programmes in science and technology.

The qualifications offered at Walter Sisulu University (WSU) for Technology and Science do not look similar to those offered at KNUST although both of these are science and technology universities. It could take many years before WSU can introduce programmes in new fields of study because of her current low throughput rates in existing qualifications.

4.5.7 Conclusion

In the above discussion of the arrangement of the academic enterprise of selected international comprehensive universities, the listing of faculties, schools and departments of selected international universities was given.

An argument was attempted to classify most of these universities as comprehensive universities either in terms of programmes and qualifications offered or the extent of research activities. What stands out very clearly is that no international higher education system classifies their institutions of higher learning as "comprehensive universities" simply because they offer university-type programmes and technikon-type programmes. It appears as if it is only the South African HE system which defines CUs as all universities which offer both university-type and technikon-type programmes. The challenge here is that there are no technikons and hence no technikon-type programmes offered in any country except in South Africa and Namibia.

Lastly, the above discussion was a brief overview of the faculties, colleges and schools into which the academic enterprise of the selected international "comprehensive" universities was arranged as well as enrolment figures at such universities and this discussion was not confined to PQMs.

4.6 Discussion of existing PQMs of selected South African universities

4.6.1 Introduction

The general composition of the PQMs of two traditional universities, two universities of technology (merged former technikons) and four comprehensive universities is briefly outlined in the following sections of this chapter. The faculties into which the academic programmes are arranged are listed in some cases with the physical location of each faculty. This is followed by a brief evaluation of the PQM that is currently followed by the newly merged institution in each case.

4.6.2 Traditional universities

Both the University of Limpopo and the University of KwaZulu-Natal came into being as products of mergers of two traditional universities. The University of Limpopo and the University of KwaZulu-Natal are committed to the African continent in terms of their visions. The University of Limpopo articulates its vision as "a world-class African university, which responds to education, research and community development needs through partnerships, and knowledge generation - continuing the long tradition of empowerment" whereas the University of KwaZulu-Natal has a vision of being "the Premier University of African Scholarship" that draws inspiration from an African identity and takes seriously its responsibilities to the development of the African continent.

4.6.2.1 University of Limpopo

The University of Limpopo resulted from the merger of the University of the North (Turfloop in Polokwane) and the Medical University of Southern Africa (MEDUNSA in Garankuwa, Pretoria) at the beginning of 2005.

By July 2001 the former University of the North transformed from **eight** faculties to accommodate a more learner-centred, interdisciplinary **three** faculty system. The **three** faculties on the Turfloop Campus of the University of Limpopo were the Faculty of Humanities, the Faculty of Management Sciences and Law and the Faculty of Sciences, Health and Agriculture. Each of the three faculties was headed by an Executive Dean. Each faculty was further divided into a number of schools each of which was headed by a Director.

Previously there were approximately fifty-eight departments. The new faculty system has enabled the university to strategically realign itself to meet the challenges and the requirements of the higher education environment.

At the MEDUNSA Campus before the merger the academic structure was divided into **four** faculties, namely, the Faculty of Dentistry, the Faculty of Medicine, the Faculty of Sciences and the National School of Public Health.

After the merger the new University of Limpopo was streamlined for efficiency to have only four faculties, namely,

❖ The Faculty of Health Sciences (with the School of Dentistry, the School of Public Health, the School of Health Care Sciences, the School of Medicine and the School of Pathology);

❖ The Faculty of Sciences and Agriculture (with the School of Agriculture and Environmental Sciences, the School of Computational and Mathematical Sciences, The School of Molecular and Life Sciences and the School of Physical and Mineral Sciences);

❖ The Faculty of Humanities (with the School of Education, the School of Languages and Communication Studies and the School of Social Sciences); and lastly,

❖ The Faculty of Management and Law (with the School of Law, the School of Economics and Management and the Turfloop Graduate School of Leadership).

The University of Limpopo, as at 31 December 2005, had not submitted a unified PQM table to the DoE and the approved details were those of the two institutions involved in the merger (DoE, 2006: Section C.9). The PQM of the University of Limpopo (UL) is arranged according to one certificate, the Advanced Certificate in Education (ACE), four diplomas, three general academic first bachelor's degrees, 20 professional first bachelor's degrees, one post graduate bachelor's degree, nine honours degrees, 23 master's degrees and nine doctoral degrees (DoE, 2006: Section C.9).

4.6.2.2 University of KwaZulu-Natal

The new University of KwaZulu-Natal resulted from the merger of two major educational institutions in KwaZulu-Natal province of South Africa, namely, the University of Natal and

the University of Durban-Westville. There were eight faculties into which the educational programmes were offered, namely, the Faculty of Education (programmes were offered in Edgewood, Pinetown and Pietermaritzburg campuses); the Faculty of Humanities, Development and Social Science (programmes were offered at Howard College [Durban] and [Pietermaritzburg] campuses; the Faculty of Engineering (programmes were offered at Howard College [Durban-Westville] and [Pietermaritzburg] campuses; the Faculty of Science and Agriculture (programmes were offered at the [Durban-Westville] and [Pietermaritzburg] campuses; the Faculty of Health Sciences; the Nelson R. Mandela School of Medicine; the Faculty of Law (programmes were offered at the Howard College [Durban], [Durban-Westville] and [Pietermaritzburg] campuses; and the Faculty of Management Studies (programmes were offered at the [Durban-Westville] and [Pietermaritzburg] campuses.

The PQM of the University of KwaZulu-Natal (UKZN) is arranged according to one certificate (the ACE), eleven diplomas, six general academic first bachelor's degrees, 43 professional first bachelor's degrees, 18 post graduate diploma and certificates, 22 honours degrees, 73 master's degrees and 20 doctoral degrees (DoE, 2006: Section C.8).

4.6.3 Universities of technology

The examples covered in this section as universities of technology are newly merged institutions which resulted from mergers of two or more former technikons. In the case of the Cape Peninsula University of Technology (CPUT), the merger was between Cape Technikon, (a Historically White Technikon [HWT]) and Peninsula Technikon, (a Historically Black Technikon [HBT]). In the case of Tshwane University of Technology (TUT), the merger was between Technikon Pretoria, (an HWT and two HBTs), namely, Technikon Northern Gauteng and the Technikon North West.

4.6.3.1 Cape Peninsula University of Technology

The Cape Peninsula University of Technology resulted from the merger of Cape Technikon and the Peninsula Technikon with campuses in Cape Town and Bellville. CPUT has academic programmes arranged within six faculties, namely, the Faculty of Applied Sciences; the Faculty of Business; the Faculty of Education and Social Sciences; the Faculty

of Engineering; the Faculty of Health and Wellness Sciences and the Faculty of Informatics and Design.

The CPUT has a hierarchy of qualifications that reveals that after one year a candidate is awarded a National Certificate (NC), a National Higher Certificate (NHC) after two years, a National Diploma (ND) after three years, a Baccalaureus Technologiae (B.Tech.) and Baccalaureus Educationis (B.Ed.) after four years, a Magister Technologiae (M.Tech.) and a Baccalaureus Educationis (Honours) (B.Ed. Hons) after five years, a Doctor Technologiae (D.Tech.) and a Magister Educationis (M.Ed.) after six years and lastly, a Doctor Educationis (D.Ed.) after seven years of successful studies.

4.6.3.2 Tshwane University of Technology

Tshwane University of Technology was formed by the merger of Technikon Pretoria with Technikon Northern Gauteng and Technikon North West. The academic programmes at the Tshwane University of Technology are arranged within seven faculties with the seat of each faculty indicated in brackets first, followed by campuses where specific courses are offered, namely the:-

❖ Faculty of Economics and Finance (Ga-Rankuwa, eMalahleni, Nelspruit and Polokwane Campuses);

❖ Faculty of Engineering and the Built Environment (Pretoria, Nelspruit and eMalahleni Campuses);

❖ Faculty of Humanities (Soshanguve and Polokwane Campuses);

❖ Faculty of Information and Communication Technology (Soshanguve, Nelspruit, eMalahleni and Polokwane Campuses);

❖ Faculty of Management Sciences (Pretoria Campus, Nelspruit, eMalahleni and Polokwane Campuses);

❖ Faculty of Science – incorporating Natural Sciences, Health Sciences and Agriculture (Arcadia Campus, Pretoria Central Business District (CBD) and

❖ Faculty of the Arts (Arts Campus, Pretoria CBD).

These faculties, according to the TUT website, offer a wide range of diploma and degree programmes for prospective students to choose from – more than 40 per cent leads to a doctorate and 61 per cent to a masters degree. All TUT courses are registered on the South

African National Qualification Framework (NQF) and are credit-bearing. TUT offers more than 170 degree courses for prospective students to choose from – more than 70% of which are also offered at a postgraduate level.

4.6.4 Comprehensive universities

In the case of the four comprehensive universities in South Africa, namely, NMMU, UJ, UNISA and WSU the programme and qualification mix comprises of university-type programmes as well as technikon-type programmes because these universities were created from mergers and incorporations of pre-existing universities and technikons. In the case of two other South African comprehensive universities, namely, the University of Venda (UniVen) and the University of Zululand (UNIZULU), there were no technikon-type programmes at the time of the restructuring of the South African HE system. Instead, these two universities were instructed to transform their academic enterprise by including technikon-type programmes thus becoming comprehensive universities. The PQMs of Nelson Mandela Metropolitan University, University of Johannesburg, University of South Africa and Walter Sisulu University as they were during December 2005, are briefly outlined below.

4.6.4.1 Nelson Mandela Metropolitan University

Nelson Mandela Metropolitan University (NMMU), situated in Nelson Mandela Bay, opened on 1 January 2005, the result of a merger of Port Elizabeth (PE) Technikon, University of Port Elizabeth (UPE) and the Port Elizabeth campus of Vista University. NMMU states that it brings together the best traditions of technikon and university education, and draws on more than a century of quality higher education, in a new kind of university that offers a wide range of academic, professional and technological programmes at varying entrance and exit levels.

In 2005, NMMU had more than 20 000 students and approximately 2 000 staff members, based on seven campuses or delivery sites in the Nelson Mandela Metropole and George. The sites are the former PE Technikon Main Campus, College and George (two sites) campuses; UPE's former Summerstrand and Bird Street campuses; and the Port Elizabeth campus of the former Vista University in Uitenhage Road**.**

As at the end of 2005 the academic offerings of NMMU were organized according to the following Faculties:- Arts; Business and Economic Sciences; Education; Engineering, the Built Environment and Information Technology; Health Sciences; Law; and Science. Since the Nelson Mandela Metropolitan University (NMMU), on 31 December 2005, had not submitted a unified programme and qualification mix (PQM) table to the DoE, the approved details were those of the two institutions involved in the merger (DoE, 2006: Section C.11).

The PQM of NMMU was arranged separately for the former Port Elizabeth Technikon with six undergraduate diplomas or certificates, four national certificates and national higher certificates, 49 national diplomas, two national higher diplomas, two professional first bachelor's degrees, 46 baccalaureus technologiae, one honours degree, 32 magister technologiae, two master's degrees, 19 doctor technologiae and two doctoral degrees (DoE, 2006: Section C.11). The PQM of NMMU for the former University of Port Elizabeth was arranged with 15 undergraduate diplomas or certificates, five general academic first bachelor's degrees, 26 professional first bachelor's degrees, six post graduate diplomas or certificates, one post graduate bachelor's degree, six honours degrees, 14 master's degrees and 12 doctoral degrees (DoE, 2006: Section C.11).

By 2007 the total headcount student enrolments at NMMU was 23 688 with a total undergraduate enrolment of 89% and 4% honours level (below masters degrees), 5.6% masters degrees and 1.4% doctoral students enrolments (Oosthuizen, M. & Roodt, P.: 2008).

4.6.4.2 University of Johannesburg

The University of Johannesburg which resulted from the merger of Randse Afrikaanse Universiteit, Technikon Witwatersrand and the Soweto and East Rand campuses of Vista University to become one comprehensive institution was launched officially at the beginning of 2005. The UJ had approximately 46 000 students (as at the end of 2006), spread over five campuses across the city of Johannesburg with the following nine Faculties:- Art, Design and Architecture; Economic and Financial Sciences; Education; Engineering and the Built Environment; Management; Science; Law; Humanities, and Health Sciences.

As one of the six South African comprehensive universities, the University of Johannesburg embarked on a concerted effort immediately after its merger in 2005 to develop a new Academic Programme Structure (APS) which shows that it would continue to offer distinct

technikon-type programmes and university-type programmes with some common programmes which have elements of both types. In order to perform a successful programme review, UJ developed the new APS to assure the quality of all existing programmes by the consolidation of existing programmes, checking and reducing the offering of overlapping and controlling duplication within the same campus or close proximity to existing delivery sites offering the same programmes; continuing with the alignment of related programmes that fall in different learning pathways and discontinuing or terminating programmes which no longer fit in with the new APS as well as those programmes whose sustainability and feasibility were under threat (Smit, 2005).

UJ as a CU is planning to align her programmes in order to promote:-

- A diverse range of vocational, career focussed, professional and general formative programmes;
- Student mobility along vertical and horizontal pathways;
- Accessibility with a variety of entry and exit points;
- Responsiveness to local, regional and national needs by designing appropriate programmes and research foci;
- Flexibility – strengthening relationships with community, civic, government, business and industry; and
- Student success.

By January 2005, the student racial composition was 90% Black in Technikon Witwatersrand and 60% White in Randse Afrikaanse Universiteit. At that stage 75% of students preferred to be taught in English but Professor Roux Botha, the then RAU Vice Chancellor declared that "you have to treat the language preference with respect", (Botha, 2004). One of the challenges of UJ was the management of the diverse racial component of the new institution. The other challenge highlighted by UJ two months before the merger date on 31October, 2004 was the emotional impact on people which creates stress and uncertainty, a logistical nightmare with a dual medium of instruction and merging universities (RAU and Vista) with a technikon (TWR), for the first time in South Africa. NMMU was to merge on the same date (i.e. 1 January 2005) as UJ, making the two universities the first "guinea pigs" of the creation of CUs in South Africa.

The University of Johannesburg (UJ), as at 31 December 2005, had not submitted a unified programme and qualification mix (PQM) table to the DoE. The approved details were those of the two institutions involved in the merger (DoE, 2006: Section C.7).

The PQM of the University of Johannesburg (UJ) for the former Randse Afrikaanse Universiteit (RAU) was arranged with five undergraduate diplomas or certificates, three general academic first bachelor's degrees, 10 professional first bachelor's degrees, seven post graduate diplomas or certificates, one post graduate bachelor' degree, six honours degrees, 11 master's degrees and seven doctoral degrees (DoE, 2006: Section C.7). The PQM of UJ for the former Technikon Witwatersrand (TWR) was arranged separately with 15 national certificates and national higher certificates, 66 national diplomas, five national higher diplomas, 57 baccalaureus technologiae, 39 magister technologiae, one master's degree and one doctor technologiae (DoE, 2006: Section C.7).

4.6.4.3 University of South Africa

The University of South Africa (UNISA) is a distance teaching and learning institution, which resulted from the merger of the former University of South Africa (UNISA) and the former Technikon South Africa (TSA). It is the largest comprehensive university in terms of student enrolments on the continent of Africa.

The academic enterprise of the newly merged UNISA is arranged under the following Bureaus, Centres, Colleges and Schools from certificate programmes to doctoral studies:-
- ❖ the Centre for African Renaissance Studies (CARS),
- ❖ the Institute for Science and Technology Education,
- ❖ the Graduate School of Business Leadership (SBL),
- ❖ the Centre for Sustainable Development of Agriculture and Environmental Sciences,
- ❖ the College of Agriculture and Environmental Sciences, arranged under the School of Agriculture and Life Sciences and the School of Environmental Sciences,
- ❖ the College of Economics and Management Sciences which is arranged under the School of Accounting Sciences, the School of Economic Sciences and the School of Management Sciences,
- ❖ the Bureau of Business Studies,

- ❖ the College of Human Sciences arranged according to the School of Arts, Education, Languages and Communications and the School of Humanities, Social Sciences and Theology,
- ❖ the College of Law under which there is the School of Law and the School of Criminal Justice, and lastly,
- ❖ the College of Science, Engineering & Technology under which there are three schools, namely, the School of Sciences, the School of Engineering and the School of Computing.

The University of South Africa (UNISA), as at 31 December 2005, had not submitted a unified programme and qualification mix (PQM) table to the DoE. The approved details were those of the two institutions involved in the merger (DoE, 2006: Section C.15). The PQM of UNISA was arranged separately for the former Technikon South Africa with seven national certificates and national higher certificates, 58 national diplomas, 42 baccalaureus technologiae and 20 magister technologiae degrees (DoE, 2006: Section C.15). The PQM of UNISA for the former University of South Africa was arranged with 16 undergraduate diplomas or certificates, five general academic first bachelor's degrees, 21 professional first bachelor's degrees, 17 post graduate diplomas or certificates, 14 honours degrees, 22 master's degrees and 14 doctoral degrees (DoE, 2006: Section C.15).

By 2007 the student headcount enrolment at UNISA was 263 741 compared to 226 594 in 2006, a growth of 16.39% compared to the 3.92% growth from 218 040 students enrolled in 2005 to the 226 594 in 2006 (Swanepoel, 2008). During 2007 UNISA had 88.9% students registered for undergraduate programmes, 7.5% registered for honours degrees, 2.1% registered for masters degrees and 0.4% for doctoral studies (Swanepoel, 2008).

4.6.4.4 Walter Sisulu University

Walter Sisulu University (WSU), with campuses in Buffalo City, Butterworth, Mthatha and Queenstown, was established on 1 July 2005 resulting from a merger of Border Technikon, Eastern Cape Technikon and the University of Transkei. As recently as in March 2008 WSU was operating on the PQMs that were approved for each of Border Technikon, Eastern Cape Technikon and the University of Transkei by 31 December 2005.

Although the process of designing and developing a new post merger PQM for WSU started in May 2008 by the convening of a series of Extended Dean's Forum meetings comprising the Executive Deans, Deputy Executive Deans, selected Directors of key Administrative and Support Service Departments and other senior officials, this study is not intended to facilitate that process but rather to research the challenges associated with the process of designing and developing such a PQM.

The academic programmes of WSU are arranged under four faculties, namely, the Faculty of Business, Management Sciences and Law; the Faculty of Education; the Faculty of Health Sciences and the Faculty of Science, Engineering and Technology. WSU has adopted a principle of integrated faculties i.e. faculties that have both university-type and technikon-type programmes. However, some of the faculties did not have both university-type and technikon-type programmes at the time this study was conducted. The faculties were divided into schools which, in turn, were arranged in departments which housed academic programmes.

The PQM of WSU was arranged separately for the former Border Technikon, Eastern Cape Technikon and the University of Transkei with sixteen undergraduate diplomas or certificates, nine national certificates and national higher certificates, fifty four national diplomas, two national higher diplomas, four first bachelor's degrees, eighteen professional first bachelor's degrees, twenty two baccalaureus technologiae, four post graduate diplomas or certificates, two post graduate degrees, eleven honours degrees, eleven master's degrees one doctoral degree (DoE, 2006: Section C.20).

It is worth noting that WSU was the only comprehensive university where two institutional types, a university and two former technikons (all HBIs) were merged. The academic spread of this 24 000 student university during 2007 was characterized by more than 73% of students' enrolments in certificates and diploma programmes, 24% undergraduate degree programmes and less than 3% postgraduate degree programmes at masters and doctoral level.

At the beginning of the PQM design process there was an understanding that WSU would predominantly offer undergraduate certificates, diplomas, undergraduate degrees and a limited number of postgraduate degrees in areas of need and where there is capacity to do so, thus becoming an undergraduate university that is underpinned by basic and applied research.

The size and shape of WSU as proposed by the DoE was that the headcount student enrolments would stabilize at 24 000 by 2010 (there were 24 500 in 2007) with 30% (28.1% in 2007) enrolments in Science and Engineering majors 35% (33.4% in 2007) in Business and Management majors, 25% (19.3% in 2007) in Education with special emphasis on mathematics, science, languages and continuing teacher development and 10% (19.2% in 2007) in Humanities (WSU, 2008: 6).

4.6.5 Conclusion

From a close scrutiny of the faculties into which the academic enterprise was arranged in the two traditional universities (the University of Limpopo and the University of KwaZulu-Natal), the two universities of technology (the Cape Peninsula University of Technology and the Tshwane University of Technology) and the four comprehensive universities (the Nelson Mandela Metropolitan University, the University of Johannesburg, the University of South Africa and Walter Sisulu University), it was clear that there were common areas like Science, Engineering and Technology (SET), Law, Humanities, Education and Business Sciences in their academic spread.

The PQM discussion revealed that there were very few differences between the eight South African universities, namely CPUT, NMMU, UJ, WSU, UKZN, UL, TUT and UNISA discussed above.

4.7 Conclusion of the chapter

This chapter shed some light on the factors that influence the PQM, the components of a typical PQM, the steps in the development of a PQM and then the arrangement of academic programmes in selected international universities covering the five continents, namely, Africa, America, Asia, Australia and Europe.

This chapter outlined the arrangement of the academic enterprise of eight South African universities, including two traditional universities, two universities of technology and four comprehensive universities. This discussion incorporated the outline of the components of the post-merger PQMs of these eight South African universities.

In chapter 5 the research methodology, the presentation of data and the data analysis will be outlined in detail.

CHAPTER FIVE

RESEARCH METHODOLOGY, PRESENTATION OF DATA AND DATA ANALYSIS

5.1 Introduction

This chapter gives a detailed outline of the research methodology, presentation of data and data analysis. This includes research approach and design, sampling of the participants, data collection and data analysis. This chapter also highlights the status and the objectivity of the researcher as well as the reliability and validity of the research.

5.2 Research methodology

5.2.1 Research approach and design

Educational research has over many decades used two research approaches, namely the quantitative and the qualitative research methodologies. This study has used a mixture of both methodologies in a questionnaire survey and an interview survey. By its nature the qualitative social enquiry has its intellectual roots in phenomenological sociology and qualitative research uses concepts and classifications so as to attempt to interpret human behaviour in a way that reflects not only the analyst's view but also the views of the people whose behaviour is being described (Jackson (1995) in Southwood, et.al., 2004: 1 – 11).

The researcher avoided the perception of using the quantitative approach so as to hide behind the thinking that statistical techniques can be used to authenticate the results. Kgothule (2005; 112) highlighted the opinion expressesd by Brown & Dowling (1998: 83) which claimed that there is a tendency for some researchers to employ either the quantitative or the qualitative approach to hide behind the method and ignore the crucial area of theoretical development. Kgothule (2005; 112) further referred to Brown and Dowling maintaining that using a dual approach involving both the quantitative and the qualitative research techniques may help in overcoming tendencies such as what they might refer to as naïve empiricism. The theoretical approach used in the study was the phenomenological perspective which is used more broadly to signal a commitment to understanding human phenomena in context, as they are lived, using context derived terms and categories (Terre Blanche & Durrheim (1999)

in Southwood, et.al., 2004: 1 – 11). Phenomenological descriptions of things like perception (hearing, seeing, etc.), believing, remembering, deciding, feeling, judging, etc., are possible only by turning from things to their meaning, from what is to the nature of what is (Schwandt (1997) in Southwood, et.al., 2004: 1 – 11).

5.2.1.1 Quantitative research

Quantitative research presents statistical results represented with numbers (McMillan & Schumacher, 1993: 14). Percentages and proportions derived from numerical data are characteristic of research results in which the quantitative research approach is used. Most of the analysis under section 5.3.1 below expresses percentages of university representatives that have responded to particular questions in certain ways, thus using the quantitative research methods. Kgothule (2005: 112 - 113) pointed out that quantitative research is virtually synonymous with positivist research and he backed his argument by citing Gall, Borg & Gall (1996: 28) who showed that the emphasis in this type of research was on the development of knowledge by collecting numeral data on observable behaviours of samples, and then subjecting these data to numerical analysis.

McMillan & Schumacher (1993: 14 – 15) observed that purists suggested that quantitative and qualitative research methods are based on different assumptions about the world, the research purpose, research methods, prototypical studies, the researcher's role and the importance of context in the study. Listed below are the six assumptions (McMillan & Schumacher, 1993: 14 – 15) for quantitative research methods as contrasted with the same six assumptions for the qualitative research methods in paragraph 5.2.2.2 below:-

- *Assumptions about the world* – Quantitative research is usually based on what is called a "logical positivist" philosophy, which assumes that there are social facts with a single objective reality, separated from the feelings and beliefs of individuals.
- *Research purpose* – Quantitative research seeks to establish relationships and explain causes of changes in measured social facts.
- *Research methods and process* – In quantitative studies there is an established set of procedures and steps that guide the researcher. Quantitative researchers choose methods as part of a pre-established design before data collection.
- *Prototypical studies* – The quantitative researcher employs experimental or co relational designs to reduce error, bias, and extraneous variables.

- *Researcher's role* – The ideal quantitative researcher is detached from the study to avoid bias.

- *Importance of the context of the study* – Most quantitative research attempts to establish universal context-free generalizations.

5.2.1.1.1 Characteristics of quantitative research

Kgothule (2005: 114) observed that quantitative research is usually concerned with discovering, verifying or identifying causal relationships among concepts that derive from a priority theoretical scheme. Data are collected using, inter alia, questionnaires and interview survey methods. McMillan & Schumacher (1993: 41) listed the following characteristics of the quantitative technique for data collection:-

- It uses an instrument in data collection;

- The data appears as numbers;

- It is a priori decision in data presentation;

- Data takes one form – response as determined by the instrument;

- Data are tabulated and described statistically, and

- Meaning is derived from statistical procedures employed.

5.2.1.1.2 The values of quantitative research

De Vos (2000: 242) in Kgothule (2005: 115) described three values of quantitative research as follows:-

- Because the research method used a deductive form of reasoning, it means that it enables researchers to collect data to assess preconceived models, hypotheses and theories;

- The meaning of inquiry is determined by the researcher because the researcher uses an ethic method, and

- Quantitative research is nomothetic, meaning that it aims to objectively measure the social world, to test hypotheses and to predict and control human behaviour.

Therefore, one needs to understand quantitative research methods before one uses them. The next section discusses qualitative research methods.

5.2.1.2 Qualitative research

Qualitative research presents facts in a narration with words (McMillan & Schumacher, 1993: 14). Qualitative inquiry relies on a model of explanation and holds that the search for

generalizations is misguided (Ary et al, 1996: 476). Qualitative inquirers believe that it is impossible to develop a meaningful understanding of human experience without taking into account the interplay of both the inquirers' and the participants' values and beliefs (Ary et al, 1996: 47).

McMillan & Schumacher (1993: 14 – 15) wrote that purists suggested that quantitative and qualitative research methods area based on different assumptions about the world, the research purpose, research methods, prototypical studies, the researcher's role and the importance of context in the study. The following list of assumptions (McMillan & Schumacher, 1993: 14 – 15) for the qualitative research methods are listed here and contrasted with a similar list in paragraph 5.2.2.1 above:-

- *Assumptions about the world* – Qualitative research is based more on what is called a "naturalistic-phenomenological" philosophy, which assumes that multiple realities are socially constructed through individual and collective definitions of the situation.

- *Research purpose* – Qualitative research is more concerned with understanding the social phenomenon from the participants' perspectives. Through the researchers' participation in the lives of the actors in a research role or through historical empathy with participants in past social events.

- *Research methods and process* – In qualitative studies, there is greater flexibility in both the methods and the research process. A qualitative researcher uses an emergent design and makes decisions about the data collection strategies during the study.

- *Prototypical studies* – The prototypical qualitative study of ongoing events is an ethnography which helps readers to understand the multiple constructions of reality.

- *Researcher's role* – Qualitative researchers become immersed in the situation, past and present, and the phenomenon being studied.

- *Importance of the context of the study* – The qualitative researcher believes that human actions are strongly influenced by the settings in which they occur.

5.2.1.2.1 Characteristics of qualitative research

Kgothule (2005: 114) observed that quantitative research is usually concerned with discovering, verifying or identifying causal relationships among concepts that derive from a priority theoretical scheme. Data are collected using, inter alia, questionnaires and interview survey methods. McMillan & Schumacher (1993: 41) listed the following characteristics of the qualitative technique for data collection:-

- Data is collected without an instrument;

- The data appears as words;

- It is not a priori decision in data presentation, and this depends on data collected;

- Data may take many forms – field notes, documents , interview notes or tapes; response as determined by the instrument;

- Tabulation is limited to help identify patterns; used to support qualitative meanings, and

- Meaning is derived from qualitative strategies employed.

5.2.1.2.2 The value of qualitative research

The value of qualitative research, as described by De Vos (2000:242) in Kgothule (2005: 118) is as follows:-

- The research enables the researcher to develop concepts, insights and understanding from patterns in the data because it uses an inductive form of reasoning;

- Qualitative research permits the researcher to derive meaning from the subject's perspective because it uses an emic perspective of inquiry; and

- Qualitative research is ideographic, thus it aims to understand the meaning that people attach to everyday life.

5.2.1.3 The combination of quantitative and qualitative research methodology in the survey research

This study used a combination of the quantitative and the qualitative research methods, in line with trends in educational research. Kgothule (2005: 118) defines this integrated approach as meaning that quantitative and qualitative methodologies are employed simultaneously thus one methodology compensating for the shortcomings of the other. Survey research is an appropriate means of collecting information in both quantitative and qualitative mode, according to Weisberg, Krosnick & Bowen (1996) in Kgothule (2005: 119).

The researcher used the quantitative and the qualitative methods in collecting information from eight institutional representatives, former Vice Chancellors of the three institutions that merged to form WSU and the current Executive Deans of the four faculties at WSU using questionnaires and interviews to assess the expectations and roles of key stakeholders. It should be made clear, however, that because of the small size of the sample the researcher

used an approach which favours the qualitative approach with limited use of quantitative methods. It is only in mentioning the specific percentages of university representatives who responded in a particular way to specific questions that the quantitative approach seems to have been used in this study.

This study explored the perceptions of representatives of universities on certain concepts associated with higher education transformation in South Africa as well as how processes associated with the designing and development of a PQM with special reference to comprehensive universities. Other stakeholders like executive mayors of district municipalities, the provincial MEC for education and officials in provincial and national government departments were approached using interviews in order to establish their constituency's role in the development of WSU's PQM as well as their expectations from such a process.

The qualitative, descriptive and exploratory design was a research design technique used in order to explore and describe the challenges of designing and development of the PQMs of CUs. Descriptive designs are used to provide a picture of situations as they naturally happen, and this is an essential phase in the development of knowledge (Wolcott, 2001: 111).

5.2.2 Process of research

A thorough review of literature from books, articles in journals, websites of various universities, theses and debates, seminars, conference papers etc., was carried out on items related to the problem statement and the aims of the study were approached using this information. A draft questionnaire was administered to three colleagues at Walter Sisulu University to assess the validity and reliability of the instrument, and based on their responses an improved draft questionnaire and an interview schedule was sent to the promoter and the co-promoter to secure the final approval.

The questionnaire was administered to the Vice Chancellors of eight universities, namely, the Nelson Mandela Metropolitan University, University of Johannesburg, University of South Africa, Walter Sisulu University, University of KwaZulu-Natal, University of Limpopo, Cape Peninsula University of Technology and Tshwane University of Technology. The eight universities requested, in most cases, the Academic Planners to complete such questionnaires

on behalf of the Vice Chancellor's offices mainly because the design and development of PQMs was performed by the Academic Planner's office.

Interviews were conducted with the Executive Mayors of three District Municipalities (DMs), namely, Amathole DM, Chris Hani DM and OR Tambo DM which service the areas in which the Buffalo City and Butterworth campuses, the Queenstown campus and the Mthatha campus of WSU respectively are situated. The then MEC for Education in the province of the Eastern Cape, the architect of the Provincial Growth and Development Plan (PGDP), a representative of the DoE higher education branch were also interviewed to get clarity on the extent of their involvement and their roles and expectations from the PQM design and development process. Some of the interviews were telephonic while others needed the researcher to personally meet and talk to the interviewees.

This was followed by a detailed analysis of empirical data and information collected through the questionnaires and the interviews.

5.2.3 Sampling

A sample, according to Wiersma (1995: 283), is a subset of the population to which the researcher intends to generalize the results. McMillan & Schumacher (1993: 598) describe a sample as a group of subjects from which data are collected; often representing a population. There are different kinds of samples including random sampling, stratified sampling, cluster sampling, systematic sampling, purposive sampling, comprehensive sampling, maximum variation sampling, extreme case sampling, typical case sampling and homogeneous sampling to mention just a few. Brief notes on random sampling and convenience sampling are shared in the following two paragraphs.

5.2.3.1 Random sampling

A random sample involves what is called probability sampling, which means that every member of the population has a non-zero probability of being selected for the sample. In a simple random sample this probability is the same for all population members (Wiersma,

1995: 283). Random sampling was not used in this research since the study focussed on comprehensive universities in South Africa and there are only six of those CUs two of which were as at the end of 2008 not yet offering any significant number of technikon-type academic programmes.

5.2.3.2 Convenience sampling

McMillan & Schumacher in Kgothule (2005: 123) explained convenience sampling as a group of subjects selected on the basis of being accessible or expedient. Furthermore the two traditional universities that were selected are Historically Black Universities (HBUs) and they were involved in mergers. The two universities of technology were also Historically Black Technikons (HBTs) that were involved in mergers and incorporations.

Virtually all comprehensive universities that were created as a result of mergers of traditional universities and former technikons were included in this research. Therefore, the entire population of comprehensive universities which were offering university-type and university of technology-type programmes at the time of their merger were included in the study. Similarly, all the district municipalities in whose areas of jurisdiction the four campuses of WSU are situated were surveyed through interviews of their Executive Mayors (EMs). A representative of the DoE higher education directorate, the provincial premier's office through the PGDP architect and the then Member of the Executive Council (MEC) for Education in the Eastern Cape provincial government were all intended to cover the entire stakeholder grouping that would have an interest in the design and development of the PQM of WSU as a comprehensive university.

5.2.4 Data collection

Two data collection instruments were utilized for this research, namely, questionnaires and interviews. Copies of the covering letter and research questionnaire for Vice Chancellors (VCs) etc. as well as a covering letter and an interview guide for identified stakeholders are attached hereto as annexures 3 and 4 respectively.

5.2.4.1 The questionnaire as a data collection instrument

Questionnaires were selected to obtain data and information from eight universities, two of which were traditional universities, two of which were universities of technology and four of which were comprehensive universities. The same questionnaire was sent to the three former Vice Chancellors of the three institutions that merged to form WSU. Questionnaires were also sent to the four Executive Deans currently employed by WSU.

Kanjee in Kgothule (2005: 123) defined a questionnaire as a group of written questions or statements used to gather information from respondents. A questionnaire was preferred for this sector so as to enable the researcher to directly compare the responses especially from the same type of institution. Both close-ended questions and open-ended questions were included in the questionnaire. In the case of close-ended questions, respondents had to respond to a fixed list of answers provided. The close-ended questions which favoured the quantitative approach had an advantage of drawing a standardized set of responses, thus allowing for easier quantitative data analysis. No pre-existing questionnaire was used but instead the researcher designed his own questionnaire. The researcher explored the topic of investigation and, based on the research questions, compiled the questionnaire. The research questions in paragraph 1.3.1 were used to decide on the wording of the questions listed in the questionnaire. Respondents had to underline a YES or a NO or give an explanation or a definition or a description of a concept or a term or an expression or a phenomenon, as the case may be.

It should be mentioned that an informal piloting of the questionnaire was done on three colleagues who confirmed that there were no serious interpretational problems encountered by the statements. Instead, where certain questions looked like repetitions of previous ones, it transpired that these served as triangulation to ensure that there were no conflicting responses from the same individuals.

5.2.4.2 The interview as a data collection instrument

The interviews were conducted for all the sampled stakeholders as they would give different perspectives to certain aspects of the design and development of PQMs for WSU. Three basic questions were asked in these interviews, namely.

- What were the expectations of the particular stakeholder representative from the PQM designing and developing process of WSU?
- What was the role of the stakeholder in the development of the PQM of WSU, and,
- Stakeholders were asked to elaborate on specific areas of study that they would like to see offered at WSU.

Interviews have the advantage of affording the researcher an opportunity to explain the purpose of the research and to encourage the respondent to speak honestly as responses given could neither be right nor wrong. The common terminology and acronyms used in the higher education sector normally pose a challenge to people who operate outside the sector and the opportunity to explain certain terms and commonly used acronyms is served better in interviews than where questionnaires are used. Some of the interviews were conducted telephonically. In face-to-face interviews a voice recording device was used and this helped the researcher to concentrate on the interview and to accurately transcribe the conversation in his spare time.

Where necessary the interviews were conducted using both English and IsiXhosa as some of the interviewees were more comfortable in their vernacular language, IsiXhosa.

5.3 Presentation of data and data analysis

The overall objective of this analysis of results is to look for and explain patterns in responses received. One should realize that the comments from open-ended questions were used for the qualitative approach. The analysis of this study will be based on the responses to the research questions outlined in paragraph 1.4.1.

Responses to the questionnaires from the eight university representatives (paragraph 5.3.1) are processed separately from the responses to interviews conducted with the identified

stakeholder representatives (paragraph 5.3.5 to 5.3.8). Responses to questionnaires received from two of the three former VCs of the three merged institutions (paragraph 5.3.2) are analysed separately but compared and contrasted with the analysis of the responses from the eight university representatives (paragraph 5.3.1). Furthermore, responses from the Executive Deans of the four WSU faculties are presented and analysed (paragraph 5.3.3). A comparative analysis of the responses of the eight university representatives with the responses of two of the three former VCs of the three merged institutions and responses of the Executive Deans of the four WSU faculties is given in paragrapgh 5.3.4.

5.3.1 Analysis of responses of the eight university representatives

There were eight university representatives who returned the questionnaires delivered to the Vice Chancellors or Deputy Vice Chancellors Academic Affairs, Academic Planners, Merger Managers identified by the study. A surprising 100% response rate was achieved. The analysis followed the questions listed in paragraph 1.4.1. An analysis of the responses to the same questionnaire from the three former VCs of Border Technikon, Eastern Cape Technikon and the University of Transkei will be dealt with in paragraph 5.3.2 below. An analysis of the responses from the Executive Deans of the WSU's four faculties will be dealt with in paragraph 5.3.3 below and in paragraph 5.3.4 there will be an analysis of the responses of all the university representatives in 5.3.1, 5.3.2, and 5.3 3.

The study attempted to answer the following questions:-

- *Is there a common and internationally accepted definition of the term "comprehensive university"?*

When respondents were asked whether, according to their knowledge, there was a common and internationally accepted definition of the term "comprehensive university", all eight university representatives (100%) believed that there was no common and internationally accepted definition of the term "comprehensive university"?

 When a further question was asked whether there were any further characteristics of a Comprehensive University (CU) that the respondents would like to describe, none of the seven respondents attempted to describe any additional characteristics of a CU. The eighth respondent gave the characteristic of broad access meaning articulation from one programme

to the next, career focus and technology focus and emphasis on applied and community-based research instead of basic research as the only additional characteristic of a CU.

The researcher, therefore, concludes that there was no common and internationally accepted definition of the term "comprehensive university" since this was the view of all eight university representatives.

- *How would you define the meaning of "Comprehensive University" in the South African context?*

The general definition given by the respondents revolved around defining a comprehensive university as one which offers both university-type and technikon-type qualifications. Some respondents defined a comprehensive university as one which can offer both career-focussed and classical university programmes.

All programmes offered at comprehensive universities should balance theory and experiential learning or practicals using state-of-the-art equipment. One respondent defined a comprehensive university as a university with a wide PQM, including technology programmes. Another respondent confirmed that besides comprehensive universities offering a combination of both traditional university-type programmes and technikon-type programmes, they focus on scope and types of programmes rather than on issues of research capacity.

From the above attempts by the eight respondents to this question there is reason to conclude that there is no common and generally accepted definition of this terminology in South Africa especially in the light of the fact that the Higher Education Act, Act No. 101 of 1997 (as amended) has no definition.

- *Can the terminology "comprehensive university" in the South African higher education context continue to refer to an institution of higher learning that offers both university-type and technikon-type academic programmes?*

In response to the above question, five (62.5%) of eight respondents did not agree with the notion that the terminology "comprehensive university" in the South African higher

education context can continue to refer only to an institution of higher learning that offers both university-type and technikon-type academic programmes.

Outlined below are the motivations for the NO responses:-

1. In the frequently asked questions to the Higher Education Qualifications Framework (HEQF) it is stated that all HEIs can offer all qualifications on the HEQF. So, it seems to follow that all HEIs are CUs.

2. There is a thin line between the types listed above, i.e. in some career-focussed programmes there is no compulsory experiential learning with credit values and most classical universities offer programmes in professional areas which are also career-focussed, e.g. B. Ed., LL. B. etc.

3. On closer scrutiny CUs may show that there are traditional universities that also offer technikon-type programmes or programmes that were offered by the former technikons in the past.

4. In terms of the newly released HEQF document any institution may offer combinations of university-type and technikon-type qualifications. Therefore, the niche of comprehensive universities can now be challenged by, for instance, any university of technology that wants to offer more degree programmes. The difference will then be in cases where a technikon-type programme is defined. The HEQF does not make provision for qualifications like the B.Tech., M.Tech. and Laureatus degrees anymore. One would argue that the level of offering at undergraduate or postgraduate level will determine the type of institution.

5. The new national Higher Education Qualifications Framework should span the divide.

Outlined below are the motivations for the YES responses:-

1. A comprehensive university ought to attend to the immediate and developmental needs of the community within which it operates. By its intended nature, it should respond to the socio-econo-political needs of its environment. Thus, by offering both university-type and technikon-type academic programmes, it will be executing its mandate of "comprehensiveness".

2. If the definition is expanded to include universities that offer an extensive range of programme types, this will simply cause confusion.

3. It is so rooted in the South African landscape that it is difficult to see it transcend this specific meaning without causing a lot of confusion.

Most respondents do not agree that the terminology "comprehensive universities" in the South African context will continue to refer only to institutions of higher learning that offer both university-type and technikon-type academic programmes.

- ***Is the binary divide between "universities" and "technikons" likely to be sustained in South Africa?***

In response to this question five out of eight respondents (62.5%) believed that this binary divide between "university" and "technikons" is likely to be sustained in South Africa. Some respondents made supporting arguments to the contrary such as the fact that the HEQF does not maintain this divide, and the fact that although it is in the interest of universities to maintain this binary divide, it is set to disappear unless new legislation clearly defines the role of universities of technology. The binary divide is maintained to cater for a different profile of student. One respondent, however, did not envisage a formal return to offering any former technikon programmes.

- ***What will happen to the academic profile of CUs when the binary divide disappears, if it will?***

Some of the respondents thought that the profile will remain the same depending on the tuition and research taking place at the institution. Others expressed the view that the agenda of CUs will be the same as that of traditional universities. Another view that a legacy university that was part of the initial merger would then revert to being a traditional university and a former technikon would be converted in line with the Education Department's policy framework that would be prevailing at that point in time was expressed. One respondent expressed the view that the academic profiles of CUs will have more programmes at undergraduate level (certificates, diplomas and first degrees) compared to traditional universities and universities of technology. Postgraduate degrees will be the same as shown in the recently gazetted HEQF. One respondent, however, did not understand the term "academic profile" and did not respond to this question.

The researcher concludes that since the majority (62.5%) of respondents in the previous question expressed a likelihood that the binary divide might be maintained, the university respondents believe that the academic profile of CUs will be the same as expressed in the HEQF or at least will fall in line with that of the traditional universities.

- ***For how long (years) do you think South Africa will sustain the binary divide between universities and universities of technology?***

From the respondents' comments, it seems as though the SA higher education institutions and the sampled leadership is not sure for how long South Africa will sustain the binary divide between traditional universities and universities of technology.

One can conclude that there is no clarity on how long the binary divide will be sustained by South Africa between universities and universities of technology.

- ***What is your understanding of the concept "Programme and Qualification Mix (PQM)" as it is used in South Africa?***

The general consensus was that a PQM is a list of DoE approved and funded as well as CHE accredited programmes and qualifications offered by HEIs leading to the awarding of qualifications. It indicates the type, such as, Certificates, Diploma, Bachelor's degree, etc., as well as the various levels such as undergraduate / postgraduate, and even master's and doctoral degrees.

There seems to be a fair understanding of what a PQM is if one looks at the eight differently worded but similar explanations of the concept of PQM given by the respondents.

- ***What did the process of developing the first post-merger PQM at the Cape Peninsula University of Technology (CPUT), Tshwane University of Technology (TUT), University of KwaZulu-Natal (UKZN), University of Limpopo (UL), NMMU, UJ, UNISA and WSU entail?***

One university did not respond to this entire question. The researcher is unable to comment on the reason(s) for this but he can only assume that all merged institutions underwent the process of preparing the first post merger PQM.

1. Audit process of "as is" PQMs of merging institutions

All the remaining seven universities definitely underwent the audit process of "as is" PQMs of merging institutions.

The researcher agrees that this was a fundamental step in the process and it would be surprising if any university bypassed the process of "as is".

2. All existing programmes definitely continued during the interim phase

In five of the seven universities, all existing programmes definitely continued during the interim phase. In one university, this is very likely to have happened and in another this never happened.

The researcher accepts that at five of the seven universities all existing programmes definitely continued to be offered during the interim phase. In the one case where the programmes never continued during the interim phase there could have been a compeling reason why this was the case and the researcher did not probe. In the other case where the respondent said that this is very likely to have happened one would accept that not all university employees are sure of all the facts about anything especially on academic planning activities.

3. Even during the interim phase some programmes were consolidated and phased out at some delivery sites

In three out of the seven universities some programmes were definitely consolidated and phased out at some delivery sites during the interim phase. In two universities this is very likely to have happened and in two other universities this never happened.

The researcher was surprised by the consolidation and phasing out of some programmes in three out of seven universities during the interim phase as this was contrary to an instruction from the Minister of Education. The DoE had made provision through the Merger Guidelines for students to be allowed to complete their qualifications at the delivery sites in which they were studying when the merger was announced.

4. Academics were relocated following consolidation and phasing out of programmes during the interim phase

Only one university at which academics were definitely relocated following consolidation and phasing out of programmes during the interim phase. In two universities this is very likely to have happened; in another university this seemed as though it happened; yet in one other university this might have happened. In two universities this never happened.

The researcher concluded that the wide spread of very different responses to this question indicated that there could have been issues of validity of the question itself.

5. New programmes and qualifications were proposed for the first post-merger PQM

Four of the seven universities definitely proposed new programmes and qualifications for the first post-merger PQM. In two cases this is very likely to have happened, while in another institution this never happened.

The researcher accepts that the majority (four out of seven) of universities proposed new programmes and qualifications for the first post-merger PQM.

6. New PQM was approved by the DoE within the first 30 months after the merger date (Write YES, NO or UNSURE and specify period in months)

There were three YES responses and three NO responses with one university representative NOT SURE of how to respond to the question. There seems to have been no commitment to keep to this deadline on the part of the DoE.

There seems to be a 50-50 split of YES and NO responses to this question and the researcher finds it difficult to draw any conclusions in this regard.

- **Identification of the FIVE key stakeholders involved in the preparation of the PQM in the order of priority from the most crucial to the least important.**

The respondents listed a variety of different key stakeholders who were involved in the preparation of the PQM and the order of priority from the most crucial to the least important was so different that a comparison was not only impossible but also would have been meaningless.

The stakeholders ranged from the government (local, regional, provincial and national), DoE, university council, senate, members of the executive management, Deputy Vice Chancellors (DVCs), academics, students, parents, labour unions, deans of faculties, heads of key departments such as the institutional planning unit, the Management Information Systems (MIS), quality assurance department, and programme specific advisory committees.

The conclusion from the researcher's perspective is that the management and governance styles of the various universities and the extent to which the various stakeholders are involved in the PQM development is still a decision of the various VCs and their senior management teams. No attempt has been made to make such issues comparable between the different university types and even within each of the three university types.

- ***Did the Department of Education reject your first PQM submission?***

Five out of eight respondents institution's first PQM were rejected by the DoE. One respondent did not know and another two respondents said that their first PQM was not rejected by the DoE.

One can assume that the majority of the universities had problems in preparing their first PQMs or it could be that the Ministry did not give proper guidance and support on the PQM preparation processes

- ***If the answer above is YES, did the DoE prescribe to your university what programmes you may not include in the PQM***

Although five out of eight respondents had their institution's first PQM rejected by the DoE, only three of them accompanied the YES or NO response with a comment which could serve as a reason for such a rejection. In the questionnaire there was no need to advance reasons for the rejection of the first PQM.

The comments or reasons advanced by the three respondents were:-
- The reasons for the rejection of the first PQM submission were not comprehensively communicated to the broader University Community.

- Rejection was based on the inclusion of programmes for which the institution did not have approval to offer at the time. The institution in question did not get subsidy for those students enrolled in these programmes and most of the programmes were at doctoral level.
- It was suggested that the university should move away from the named qualifications to generic qualifications and universities should discontinue offering certificate programmes (except in Education) as well as exit programmes.

The comments from these respondents support the earlier assumption that the Ministry might not have supported the HEIs on the requirements and processes of PQM development.

- **What were the key challenges in developing the first post-merger PQMs for CUs in South Africa, in general?**

The key challenges in developing the first post-merger PQMs for CUs in South Africa, in general, included the following:-
- Failure of the Department of Education and the Higher Education Act to define the term comprehensiveness, absence of an approved HEQF document with clear implementation guidelines.
- Resistance to change by the majority of academics who promoted divisions which resulted from the rivalry between former universities and former technikons.
- Challenges of fearing the resultant articulation in programmes which would result from a belief by some people that former university of technology-type programmes were inferior in content to university-type programmes.
- Very few academics were qualified in designing the programme and qualification mix and assessment criteria.
- Lack of adequate infrastructure and adequately qualified and experienced staff.
- Lack of alignment of the PQM to the needs of the immediate community, regional and national economy and government programmes like the PGDP.
- Anxiety among academic staff members whose programmes and qualifications could be eliminated from the PQM.

The researcher agrees with the various key challenges advanced by the respondents in developing the first post-merger PQMs for CUs in South Africa, in general.

- *What do you think are the three key challenges your university is/was faced with in designing her first post-merger PQM?*

Highlighted herein are a few unique cases such as in the merger of one university with two technikons where the main challenge was the ministerial prescription around the mix of diploma/technikon type programmes and traditional university programmes. The other unique responses included the closure of the Colleges of Education and the management of the phasing out of programmes during the interim phase.

In general, the responses to this question were, for the most part, similar to how the respondents answered the previous question.

- *What is the role, if any, of Higher Education Institutions (HEIs) in general, and your own university, in particular, in the Provincial Growth and Development Plan (PGDP)?*

UNISA's role was seen as national and not restricted to any province. The rest of the respondents submitted their respective contributions to their provincial PGDP which included, inter alia, doing research about the needs of the people and prioritising them, designing some service learning programmes and monitoring and evaluating service providers in their communities, participating in partnerships with local and district municipalities, training Further Education and Training (FET) college lecturers so as to enable them to deliver on the New Curriculum Statement (NCS), participating in rural development and tourism plans and creating new knowledge and improving the lives of the communities they serve.

Certain universities had to offer diploma and degree qualifications in the fields of Engineering, Management, Rural Development (including Agricultural qualifications) and Information Technology which can enhance the economic development of poorer provinces such as the Eastern Cape. The roles of universities included research collaboration to solve regional and provincial socio-economic challenges by conducting impact and evaluation studies. One respondent expressed scepticism by declaring that the role of universities in their regional PGDP was very limited.

The roles of HEIs in general, and in specific PGDPs, in particular, indicated that the HEIs understand that universities are not ivory towers anymore where they were free to do as they pleased. Instead, these universities have socio-econo-political and developmental reasons for their existence.

- ***In the development and design of a PQM of any university, please indicate according to the scale 1 – 5 the degree of importance you attach to each of the ten statements below.***

Scale	1	2	3	4	5
Degree of Importance	Not Important at all	Not so important	May be important to consider	Important	Very Important

- *Involve all stakeholders, viz. Management, Staff, Students, etc.*

Five of the eight university representatives considered the above statement as very important. Two respondents thought this statement was important and one university representative thought this statement was not so important.

The researcher can conclude that stakeholder involvement is important in the development and design of a PQM of any university since seven of the eight university representatives rated this as either very important or important.

- *Provide adequate infrastructure and physical resources.*

Five of the eight university representatives considered the above statement as very important. Two respondents thought this statement was important and one university representative thought this statement was not so important.

The researcher can conclude that the provision of adequate infrastructure and physical resources is important in the development and design of a PQM of any university since seven of the eight university representatives rated this as either very important or important.

- ***Budget for everything including price escalation.***

Only one of the eight university representatives considered the above statement as very important. Three respondents thought this statement was important and four university representatives thought this statement may be important to consider.

The researcher finds it surprising that half (four out of eight) of the university representatives doubt (choosing the response - may be important to consider) the importance of budgeting for everything including price escalation.

- ***Involve curriculum specialists from overseas universities.***

Two of the eight university representatives considered that the above statement may be important to consider. Five respondents thought this statement was not so important one university representative thought this statement was not important at all.

The researcher agrees with "not so important" response from the majority (five out of eight) of the university representatives to the involvement of curriculum specialists from overseas universities in the development and design of a PQM of any university.

- ***Include South African government, commerce and industry and relevant NGOs.***

Two of the eight university representatives considered the above statement as very important. Another two respondents thought this statement was important and four university representatives thought this statement may be important to consider.

The researcher agrees with "may be important to consider" response from half (four out of eight) of university representatives in the inclusion of the South African government, commerce and industry and relevant NGOs in the development and design of a PQM of any university.
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- ***PQM to address regional economic development needs as outlined in the PGDP.***

Two of the eight university representatives considered the above statement as very important. Six respondents regarded this statement as important.

There is a strong awareness that for all eight universities it is either very important or important that PQM must address regional economic development needs as outlined in the PGDP.

- **PQM for all universities to be comparable to the best in the world.**

Two of the eight university representatives considered the above statement as very important. Three respondents thought this statement was important and three university representatives thought this statement was not so important.

The researcher observes that there is no agreement within the sampled university sector that PQM of all universities should be comparable to the best in the world.

- **Include Monitoring and Evaluation in every PQM development.**

Five of the eight university representatives considered the above statement as very important. Two respondents thought this statement was important and one university representative thought this statement may be important to consider.

Since five of the eight university representatives are in agreement with the very important response, the researcher can conclude that the inclusion of monitoring and evaluation is very important in every PQM development.

- **The availability of adequately qualified staff and reference materials in the resource centre should precede the introduction of new academic programmes at all times.**

Five of the eight university representatives considered the above statement as very important. Only one respondent considered this statement as important, another one respondent considered this statement as not so important and yet another one respondent considered this statement as not important at all.

The researcher can conclude that the majority (five out of eight respondents) of respondents believed that the availability of adequately qualified staff and reference materials in the resource centre should precede the introduction of new academic programmes at all times was very important.

- *All universities must provide programmes within all academic fields in the CESM categories reaching the highest possible level.*

Two of the eight university representatives considered that the above statement may be important to consider. Three respondents thought this statement was not so important and another three university representatives thought this statement was not important at all.

The researcher concludes that since no respondent considered this question as very important or important, the respondents attached very little or no importance to this question.

5.3.2 Analysis of responses of the former Vice Chancellors of Border Technikon, Eastern Cape Technikon and the University of Transkei

The researcher received responses from two of the three former Vice Chancellors (VCs) of Border Technikon (BT), Eastern Cape Technikon (ECT) and the University of Transkei (UNITRA). Since the three VCs served together as the top three interim executive management members in charge of WSU during the pre-merger and the interim phase during which the development of the interim council, the interim senate and the consolidation of all the activities of the interim period for two and a half years (1 July 2005 up to 31 December 2007) comprised some of the key activities, the two respondents who returned their questionnaires, at least in the opinion of the researcher, were representative of the views of all three VCs including the one respondent who did not return his questionnaire. For confidentiality, the identity of the two former VCs whose responses are discussed below would not be disclosed. This analysis followed the questions listed in paragraph 1.4.1 and it should be handled in comparison with the analysis in paragraph 5.3.1 above.

The study attempted to answer the following questions:-

- *Is there a common and internationally accepted definition of the term "comprehensive university"?*

In line with all the eight university representatives who returned their questionnaires, these two former VCs believed that there was no common and internationally accepted definition of the term "comprehensive university"?

When the question was rephrased to ask whether there were any further characteristics of a Comprehensive University (CU) that the respondents would like to describe, these two former VCs listed the following:-

- It should allow for easier articulation between university and technikon programmes and for better opportunities for mutual enrichment between the two streams.

- It should also be easier for such an institution to give more holistic education and therefore to produce a more rounded graduate.

- It should also be easier for the graduates of such institutions to find jobs and to perform well in those jobs.

- Having visited Germany, Australia, the United States of America (USA), England, China and Hong Kong, the best and closest examples to comprehensive universities are the University of Northern Territory, Australia and the Land Grant Universities in the USA.

In the case of the eight university representatives in paragraph 5.3.1 above, none of the seven respondents attempted to describe any additional characteristics of a CU. The eighth respondent gave the characteristic of broad access meaning articulation from one programme to the next, career focus and technology focus and emphasis on applied and community-based research instead of basic research as the only additional characteristic of a CU.

- *How would you define the meaning of "Comprehensive University" in the South African context?*

The two former VCs gave similar definitions of a "comprehensive university" as an institution that offers both university and (former) technikon programmes or a merger between a technikon and a university.

This was in line with attempts by some of the eight respondents to this question who defined a comprehensive university as one which offers both technikon-type and university-type qualifications. Some respondents defined a comprehensive university as one which can offer both career-focussed and classical university programmes.

There were variations to the responses from university representatives some of whom showed that there is reason to conclude that there is no definition of this terminology in South Africa especially in the light of the fact that the Higher Education Act, Act No. 101 of 1997 (as amended) has no definition.

- *Can the terminology "comprehensive university" in the South African higher education context continue to ONLY refer to an institution of higher learning that offers both university-type and technikon-type academic programmes?*

Both former VCs responded with a YES and the motivations were:-
  - The one former VC commented that:-

    "Terminology is a matter of choice. So, if the SA Government prefers to use the terminology "Comprehensive University" to refer only to institutions that offer both technikon and university education, there is no reason why the terminology cannot continue to be used in that way. Presumably, the Government will also strictly prevent institutions from offering a kind of education that is not consistent with their classification. This will also help to ensure that the terminology "Comprehensive University" continues to apply to a specific kind of education."

  - The other former VC commented thus:-

    "It should only refer to institutions that offer both programmes. The Act (HE Act No. 101 of 1997) gives the Minister the power to classify an institution; therefore, it can in the future refer to other combinations."

- *Is the binary divide between "university" and "university of technology" likely to be sustained in South Africa?*

There was a YES response to this question from both former VCs and this strengthened the YES responses from five out of the eight university representatives.

- *What will happen to the academic profile of CUs when the binary divide disappears, if it does?*

One former VC believed that Government seemed to be very convinced that the three kinds of institutions were necessary. It would therefore probably ensure that there was no "programme drift" by any institution. This, in turn, would ensure the continued existence of CUs. The other former VC believed that there will be an academic drift towards more university-type profiles.

The views expressed by the respondents from the other eight universities were very different on this question.

- *For how long (years) do you think South Africa will sustain the binary divide between universities and universities of technology?*

One of the former VCs believed that the binary divide between universities and universities of technology would be sustained in South Africa for as long as the Government enforced it. It would probably be for at least 15 to 20 years. There was a need for both university-type and technikon-type education in SA, and there was no reason why some institutions might not be allowed to offer both types in one institution. This might be more cost-effective in some cases.

The other former VC believed that since it has taken us (the post apartheid government) 14 years to get to this stage of development, it may take another 14 years to create or reconfigure the (HE) system.

From the comments of the other eight respondents it seemed as though the SA higher education institutions and the sampled leadership was not sure for how long South Africa would sustain the binary divide between universities and universities of technology. One could conclude that as long as the government thought that the country's development needs for skills existed that could be provided by the different types of institutions; the binary divide would be maintained.

- *What is your understanding of the concept "Programme and Qualification Mix (PQM)" as it is used in South Africa?*

According to one of the former VCs, the concept of PQM means the group of programmes that a particular institution is allowed to offer and the levels at which it is allowed to offer those programmes. It is synonymous with the concept previously referred to as "size and shape." The other former VC defined the concept of a PQM as the mix of instructional programmes offered by an institution that supports the achievement of an institution's mission.

- *What did the process of developing the first post-merger PQM at the Cape Peninsula University of Technology (CPUT), Tshwane University of Technology (TUT), University of KwaZulu-Natal (UKZN), University of Limpopo (UL), NMMU, UJ, UNISA and WSU entail?*

  1. *Audit process of "as is" PQMs of merging institutions*

Both former VCs confirmed that WSU definitely underwent the audit process of "as is" PQMs of merging institutions and this was in line with all the seven university representatives who responded to this question. One university representative did not respond to this question.

  2. *All existing programmes definitely continued during the interim phase*

Both former VCs confirmed that at WSU all existing programmes definitely continued during the interim phase and this was in line with five of the seven universities which answered this question.

  3. *Even during the interim phase some programmes were consolidated and phased out at some delivery sites*

One of the former VCs confirmed that this never happened at WSU whereas the other former VC confirmed that this might have happened at WSU. The first former VC had a response that was in line with only two of the seven universities where this never happened. The only possible reason for these two former VCs to differ on this question might be the fact that programmes offered at the Bisho delivery site were discontinued and consolidated at the Potsdam delivery site. The other former VC might have overlooked this fact. The researcher is aware of this situation since he was the Merger Manager for the former Border Technikon under which both Bisho and Potsdam fell.

  4. *Academics were relocated following consolidation and phasing out of programmes during the interim phase*

Both former VCs confirmed that this never happened at WSU and that was in line with only two of the seven universities where this never happened. The wide spread of very different responses to this question might testify to the stability of WSU during the interim phase of the merger and the fact that there would be no need to relocate staff since no programmes were phased out. It might also indicate that there were issues of validity of the question itself.

5. *New programmes and qualifications were proposed for the first post-merger PQM*

Both former VCs confirmed that new programmes and qualifications were definitely proposed for the first post-merger PQM and this was in line with four of the seven universities who responded to this question.

6. *New PQM was approved by the DoE within the first 30 months after the merger date (Write YES, NO or UNSURE and specify period in months)*

One former VC responded with a **NO** thus falling in line with three out of the seven university representatives who responded to this question. The other former VC said **YES and cannot remember**. Since both former VCs left WSU towards the end of 2006 (only 18 months after the merger date) they are not likely to respond appropriately to this question hence the variance in their responses is understandable.

- *FIVE key stakeholders involved in the preparation of the PQM in the order of priority from the most crucial to the least important.*

One former VC listed departments/schools, faculties, senate, council (for approval) and student representatives in that order of importance. The other former VC listed academic departments, senate, faculties, students and employers (professional associations), arranged from the most important to the least important. The similarity of the list and order of importance from the two former VCs is strikingly significant. There was no clear chronological and consistent arrangement and ordering of the stakeholders from the rest of the universities in the study.

- *Did the Department of Education reject your first PQM submission?*

In line with the five universities whose first PQMs were rejected by the DoE, the two former VCs confirmed that WSU's first PQM was also rejected by the DoE.

- *If the answer above is YES, did the DoE prescribe to your university what programmes you may not include in the PQM*

Both former VCs just confirmed that the DoE prescribed to WSU what programmes it might not include in its PQM. The question above did not require respondents to give the reasons advanced by the DoE for such a rejection.

- *What were the key challenges in developing the first post-merger PQMs for CUs in South Africa, in general?*

Oe former VC listed the following challenges:-

- To provide for continuity and articulation between technikon and university programmes;
- To decide where to offer what, i.e. how to make optimum and cost-effective use of the various facilities; and
- To try to simultaneously satisfy the preferences of the various stakeholders, e.g. DoE, community, students, labour unions, etc. while not compromising quality and cost-effectiveness.

The other former VC listed the following challenges:-

- Defining the new mission of the merged institution;
- Getting the university academics to understand and appreciate the unique characteristics of technikon programmes; and
- Balancing the FTEs with the increase in delivery sites.

These responses were in line with the responses of the eight university representatives to the same question in paragraph 5.3.1 above.

- *What do you think are the three key challenges your university is/was faced with in designing her first post-merger PQM?*

One former VC responded to this question by indicating that the answers are the same as for the above question.

The other former VC listed the following key challenges:-

- Deciding on which programmes must stop taking in first year students and at which delivery sites; and
- Managing the internal dynamics of personal preferences of individual departments and faculties for particular delivery sites, etc., as opposed to aligning the PQM with the new mission.

- *What is the role, if any, of Higher Education Institutions (HEIs) in general, and your own university, in particular, in the Provincial Growth and Development Plan (PGDP)?*

One former VC listed the following roles of HEIs in the PGDP of the Eastern Cape:-
- HEIs should first and foremost address the needs of the province in which they are located; and
- This is of course synonymous with addressing the needs of the people of the province in terms of preparing students for jobs that will be of benefit to them as well as to the province.

The specific role of WSU in the PGDP of the Eastern Cape province according to the former VC above was to study this document and see what contribution it could make towards fulfilling the socio-economic needs referred to in the document, e.g. preparing relevant human resources and helping in community outreach projects and programmes.

The other former VC listed the following roles of HEIs in the PGDP of the Eastern Cape:-
- HEIs should be involved in the drafting of the PGDP;
- HEIs must make use of the PGDP in their own planning process; and
- The Land Grant system in the USA is a very good example to follow.

The other former VC acknowledged that his former institution was invited to some of the (PGDP) workshops and some staff and officials attended such workshops on invitation. Comments were called for but he was not sure of the level of response from WSU or the pre-merger institutions including his own.

- *In the development and design of a PQM of any university, please indicate according to the scale 1 – 5 the degree of importance you attach to each of the ten statements below.*

Scale	1	2	3	4	5
Degree of Importance	Not Important at all	Not so important	May be important to consider	Important	Very Important

- *Involve all stakeholders, viz. Management, Staff, Students, etc.*

One former VC considered this statement as "very important" in line with five of the eight university representatives. The other former VC considered this statement as "may be important to consider".

- *Provide adequate infrastructure and physical resources.*

One former VC considered this statement as "very important" in line with five of the eight university representatives. The other former VC considered this statement as "important".

- *Budget for everything including price escalation.*

One former VC considered this statement as "very important". This was in contrast to the trend of the eight universities where only one of the eight university representatives considered the above statement as "very important". The other former VC considered this statement as "may be important to consider".

- *Involve curriculum specialists from overseas universities.*

One former VC considered this statement as "may be important to consider" in line with two of the eight universities. The other former VC considered this statement as "not so important". It is worth noting that this former VC's response was in line with five of the eight university respondents who thought that this statement was "not so important".

- *Include South African government, commerce and industry and relevant NGOs.*

One of the former VCs considered this statement as "important" in line with two of the eight university representatives. The other former VC considered this statement as "very important". Four of the eight university representatives thought this statement "may be important to consider". The variance in the responses to this question shows that there are divergent views on the inclusion of the SA government, commerce and industry as well as NGOs in the development and design of a PQM of any university. This is a serious threat to inclusivity and involvement of these key stakeholders and role players in this important exercise.

- *PQM to address regional economic development needs as outlined in the PGDP.*

The one former VC considered this statement as "very important" in line with only two of the eight university representatives. The other former VC considered this statement as "important" and this is in line with six of the eight university respondents who also regarded this statement as "important".

- *PQM for all universities to be comparable to the best in the world.*

Both former VCs considered this statement as "important" in line with three university respondents.

- *Include Monitoring and Evaluation in every PQM development.*

One of the former VCs considered this statement as "very important" in line with five of the eight university representatives. The other former VC considered this statement as "important".

- *The availability of adequately qualified staff and reference materials in the resource centre should precede the introduction of new academic programmes at all times.*

One of the former VCs considered this statement as "very important" in line with five of the eight university representatives. The other former VC considered this statement as "important".

- *All universities must provide programmes within all academic fields in the CESM categories reaching the highest possible level.*

Both former VCs considered this statement as "not important at all" in line with three of the eight university representatives. Another three respondents thought this statement was "not so important.

5.3.3 Analysis of responses of the Executive Deans of Walter Sisulu University

The research was extended on request from the promoters to include the responses of the Executive Deans (EDs) of the four faculties of WSU to the questionnaires delivered to the Vice Chancellors or Deputy Vice Chancellors Academic Affairs, Academic Planners, Merger

Managers of the eight universities identified by the study. All four EDs responded by completing the questionnaires. This response constituted a 100% response rate and this is very important for the authentication of the results and the analysis. Three of the questionnaires were completed by individuals who have been at WSU for many years and the fourth ED only joined WSU in May 2008 but he completed his questionnaire himself to the best of his ability. The questions that reflected the processes that took place during the pre-merger phase and the interim phase will be responded to differently by this Executive Dean since he was not there during these periods of the merger.

The analysis follows the questions listed in paragraph 1.4.1. The analysis of responses to the same questionnaire from the three former VCs of Border Technikon, Eastern Cape Technikon and the University of Transkei was dealt with in paragraph 5.3.2 above.

- ***Is there a common definition of the term "comprehensive university" that can be applied to higher education institutions in South Africa, the rest of Africa and the continents of America, Asia, Australia and Europe?***

When respondents were asked whether, according to their knowledge, there was a common and internationally accepted definition of the term "comprehensive university", three of the four Executive Deans (75%) believed that there was no common and internationally accepted definition of the term "comprehensive university"?

When a further question was asked whether there were any further characteristics of a Comprehensive University (CU) that the respondents would like to describe, one of the four EDs mentioned the offering of both technikon-type and degree programmes, the second ED listed four characteristics, namely, career-focused programmes, skills-oriented studies, academic content knowledge-focused programmes and work-based learning as some of the characteristics of CUs they would like to describe. The third ED said that, in addition he would like to think of comprehensive universities as universities that offer the wide spectrum of qualifications detailed in question 1.2 in a wide range of fields, from engineering to fine art, from commerce to religion and from education to politics. The fourth ED did not attempt to describe any additional characteristics of a CU.

The researcher, therefore, concluded that there was no common and internationally accepted definition of the term "comprehensive university" since 75% of the respondents are in

agreement. Out of the eight university representatives there was a 100% agreement that there was no common and internationally accepted definition of the term "comprehensive university".

- **How would you define the meaning of "Comprehensive University" in the South African context?**

Two of the four EDs defined the meaning of a "Comprehensive University" as a combination of former technikons and traditional universities and as comprising features of a traditional university with its rigorous academic content and a technikon-type institution with skills and career-oriented programmes. The other two EDs described a CU as a university which offers a wide PQM comprising a wide range of qualifications and programmes from certificates, diplomas, degrees like bachelor's, honours, masters and doctoral qualifications as well as short courses.

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- **Can the terminology "comprehensive university" in the South African higher education context continue to <u>only</u> refer to an institution of higher learning that offers both university-type and technikon-type academic programmes?**

In response to the above question, three (75%) of the four respondents did not agree with the notion that the terminology "comprehensive university" in the South African higher education context can continue to only refer to an institution of higher learning that offers both university-type and technikon-type academic programmes.

Outlined below are the motivations for the NO responses:-

1. It is possible to infuse the career-oriented and skills-based learning programmes into the normal traditional university programmes without making reference to them. Furthermore, the term "comprehensive" can be broadly used to refer to a totality of university academic offerings.

2. This ED proposed that we should move away from technikon-type and university-type programmes. Programmes should be defined as certificate, diploma, first degree, honours, masters and doctorates. There are also advanced diplomas for those that qualify for them.

3. In so far as it relates to how they are currently evolving, i.e. where they come from it is quite apt. However it cannot remain definitive. The definition itself

must evolve and take on new dimensions determined mainly by comprehensive universities themselves and by the community of South African universities at large.

Outlined below is the motivation for the YES responses:-

1. As far as I am aware, this is what we have been made to believe.

*Although most respondents agree that in South Africa comprehensive universities **are currently** institutions that offer both university-type programmes and technikon-type programmes, there is no guarantee that **this will continue to refer to** institutions of higher learning that offer both university-type and technikon-type academic programmes.*

- *Is the binary divide between "universities" and "technikons" likely to be sustained in South Africa?*

In response to this question three out of four respondents (75%) believed that this binary divide between "universities" and "universities of technology" is **not** likely to be sustained in South Africa.

- *What will happen to the academic profile of CUs when the binary divide disappears, if it will?*

One ED believed that the academic profile of CUs may remain a mixture of all types of programmes. The second ED believed that since the CUs are universities there is no binary divide if one chooses not to have it especially with the phasing out of the B. Tech. degree. The third ED believed that this binary divide is mainly maintained by tradition and history. He further said that as the nation starts and continues to make its own and new history and moves away from the history that is considered to be derived from foreign cultures and imposed upon the nation, universities will embrace new mandates, missions and visions that are based on common national and indeed global imperatives and thus universities will carve new niche areas for themselves and these will help them occupy unique spaces within a landscape that will be common to all universities. The fourth ED did not respond to this question.

The researcher concludes that since there is a likelihood that the binary divide might disappear, the common expectation from three of the four EDs is that once the binary divide disappears the academic profile of CUs will be the same as that of traditional universities.

- ***For how long (years) do you think South Africa will sustain the binary divide between universities and universities of technology?***

From the four ED's comments, it seems as though the SA higher education institutions are not sure of how long South Africa will sustain the binary divide between universities and universities of technology. One of them believed that there is no need to even talk about it whilst the other ED just wrote "for a long time". The third ED wrote that there is no certainty as it depends on how the education landscape changes or remains the same especially with the 2009 general elections and the fourth ED mentioned 10 – 15 years.

- ***What is your understanding of the concept "Programme and Qualification Mix (PQM)" as it is used in South Africa?***

The first ED believed that a PQM is the sum total of qualifications a university is allowed to offer. He defined a programme as a combination of subjects leading to a qualification.

The second ED understood a PQM as a coherently and well-coordinated packaging of learning fields or subject matter such that clusters of related programmes gave rise to a well-defined or clearly-defined size and shape of a university.

The third ED believed that a PQM is a group of programmes offered together with related qualifications according to the approved Higher Education Qualifications Framework.

The fourth ED understood the concept of a Programme and Qualification Mix (PQM) as a term derived from business where the scope of products and services on offer are termed the product mix. It was particularly used to afford the connotations of strategic mixing for optimal revenue. In the context of the HEI landscape, therefore, the connotation was that of strategic mixing of programmes leading to qualifications that are on offer for optimisation of the institution's mandate, the vision and mission.

There seems to be a fair understanding of what a PQM is if one looks at the four differently worded but similar explanations of the concept of PQM given by the EDs.

- ***What did the process of developing the first post-merger PQM at WSU entail?***

The four Executive Deans (EDs) are all from WSU and their responses are expected to be similar in this question. However the analysis of results outlined below might show slight differences. Where there are significant differences, the researcher will highlight such discrepancies.

1. Audit process of "as is" PQMs of merging institutions

Three of the four EDs confirmed that WSU definitely underwent the audit process of "as is" PQMs of its merging institutions. However the fourth ED said that this audit of the "as is" PQMs "might have happened". This is understandable because this particular Executive Dean (ED) joined WSU in May 2008 long after this process was finalized. This will be the case in 2 and 3 below.

The researcher agrees that this was a fundamental step in the process and it would be surprising if any of three WSU's EDs out of the four confirmed otherwise.

2. All existing programmes definitely continued during the interim phase

Three of the four EDs confirmed that at WSU all existing programmes definitely continued during the interim phase. The fourth ED reported that this "seemed as though it happened".

3. Even during the interim phase some programmes were consolidated and phased out at some delivery sites

Two of the three EDs confirmed that even during the interim phase some programmes were definitely consolidated and phased out at some delivery sites. One ED reported that this seemed as though it happened. However the fourth ED said that this consolidation and phasing out of some programmes at some delivery sites "might have happened".

The researcher was not surprised by the consolidation and phasing out of some programmes as reported by two of the four EDs during the interim phase because indeed this happened in the case of Bisho where the delivery site was closed and all programmes were relocated from Bisho to Potsdam delivery site. Notwithstanding the fact that the merger guidelines made

provision for students to be allowed to complete their qualifications at the delivery sites in which they were studying when the merger was announced, the former Border Technikon allowed the consolidation and phasing out of certain programmes at Bisho.

4. Academics were relocated following consolidation and phasing out of programmes during the interim phase

Only one ED confirmed that this might have happened. The three EDs reported that this never happened. *This response is in line with the reality at WSU and there is no confirmation of any position in the eight universities which brings a possibility of validity of the question itself.*

5. New programmes and qualifications were proposed for the first post-merger PQM

All four EDs confirmed that definitely new programmes and qualifications were proposed for the first post-merger PQM.

The researcher is convinced that WSU definitely proposed new programmes and qualifications for the first post-merger PQM.

6. The new PQM was approved by the DoE within the first 30 months after the merger date (Write YES, NO or UNSURE and specify period in months)

There was one YES response and three NO responses to this question.

The researcher has established that the new PQM of WSU has not been approved by the DoE even in November 2008 and this is 40 months after the merger which took place in July 2005. The YES response seems to be misguided.

- **Identification of the FIVE key stakeholders involved in the preparation of the PQM in the order of priority from the most crucial to the least important.**

The three EDs listed the following key stakeholders involved in the preparation of the PQM in the order of priority from the most crucial to the least important.

One ED listed Academic Staff, Commerce and Industry, Facilities Management, Senior Management and Finance Department.

The second ED listed Academic Staff, Support Staff, Management, Students and External Stakeholders.

The third ED listed Academic Staff, Planning Department, Management, the Province through the PGDP and Students.

The fourth ED listed Departments, Schools and Faculty.

The researcher observed that in three of the four EDs the highest priority stakeholder involved in the preparation of WSU's PQM was the Academic Staff. In two cases students are mentioned as fourth and fifth priority respectively. Management is mentioned by three of the four Executive Deans (EDs) but at different priority areas. The fourth ED did not mention students nor did he mention management in his list of three key stakeholders.

- ***Did the Department of Education reject your first PQM submission?***

All four EDs confirmed that the first PQM of WSU was rejected by the DoE.

- ***If the answer above is YES, did the DoE prescribe to your university what programmes you may not include in the PQM?***

All four EDs gave a YES response to this question and in one case this was accompanied by a comment which could serve as a reason for such a rejection. In the questionnaire there was no need to advance reasons for the rejection of the first PQM.

The comment or reason advanced by one of the four EDs was that:-

- No new programmes were allowed to be introduced so as to streamline existing programmes.

- ***What were the key challenges in developing the first post-merger PQMs for CUs in South Africa, in general?***

The key challenges in developing the first post-merger PQMs for CUs in South Africa, in general, according to the four EDs included the following:-

- Resistance to change, holding on to old programmes and fear of losing jobs;
- Harmonisation issues, external interference (by the DoE) and resistance to change;
- Consolidation of existing programmes, re-curriculation and determination of programmes to be discontinued and new programmes to be introduced; and,
- Needs analysis research, staffing and human resources and funding and infrastructure.

The researcher agrees with the various key challenges advanced by the EDs in developing the first post-merger PQMs for CUs in South Africa, in general.

- ***What do you think are the three key challenges your university is/was faced with in designing her first post-merger PQM?***

Only one of the EDs added more key challenges WSU was faced with in addition to the general challenges listed under the above question for CUs in South Africa. These additional challenges were listed as:-

- too many new programmes,
- no viability tests, and
- no planning and costing.

In the case of the other three EDs, the responses to this question were similar to how the respondents answered the previous question.

- ***What is the role, if any, of Higher Education Institutions (HEIs) in general, and your own university, in particular, in the Provincial Growth and Development Plan (PGDP)?***

The role of WSU, according to one of the EDs, is crucial in supporting development and is critical as a resource. It also has potential in offering training, skills development, capacity building. The second ED mentions human resources development. The third ED sees WSU's role as that of being involved and in working out areas where the university could give input. The fourth ED mentioned that the capacity of HEIs to conduct research and the research they conduct clearly has an important role in influencing the PGDP. In addition, the fourth ED says, some aspects of the programmes may be contracted to the HEIs for roll out and implementation.

The specific role of WSU according to one ED is the same as in general. The second ED believes that WSU can provide consultancy services. The third ED mentioned that WSU could be the centre for human resources and facilities and the fourth ED said that WSU would play advisory roles to many local and district municipalities and provide both research and implementation agency services to some PGDP activities.

- *In the development and design of a PQM of any university, please indicate according to the scale 1 – 5 the degree of importance you attach to each of the ten statements below.*

Scale	1	2	3	4	5
Degree of Importance	Not Important at all	Not so important	May be important to consider	Important	Very Important

- *Involve all stakeholders, viz. Management, Staff, Students, etc.*

All four EDs considered the above statement as very important.

The researcher can conclude that stakeholder involvement is very important in the development and design of a PQM of any university, including WSU.

- *Provide adequate infrastructure and physical resources.*

All four EDs considered the above statement as very important.

The researcher can conclude that the provision of adequate infrastructure and physical resources is very important in the development and design of a PQM of any university, including WSU.

- *Budget for everything including price escalation.*

Three (75%) of the four EDs thought this statement was very important and one ED thought this statement was important.

- *Involve curriculum specialists from overseas universities.*

Two (50%) of the four EDs considered that the above statement was not important at all whereas another two EDs (50%) thought that the above statement may be important to consider.

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- *Include South African government, commerce and industry and relevant NGOs.*

The responses to this question were very different with two EDs (50%) in the "very important" category and one respondent in each of the categories of response under, "important" and "may be important to consider".

- *PQM to address regional economic development needs as outlined in the PGDP.*

All four EDs considered the above statement as very important.

There is a strong awareness that for WSU it is very important that the PQM must address regional economic development needs as outlined in the PGDP.

- *PQM for all universities to be comparable to the best in the world.*

Two (50%) of the four EDs considered the above statement as may be important to consider. One ED thought this statement was very important. Another ED thought that this statement was not important at all.

- *Include Monitoring and Evaluation in every PQM development.*

Two (50%) of the four EDs considered the above statement as very important. The third ED thought this statement was important. The fourth ED considered this statement as may be important to consider.

The researcher can conclude that the inclusion of monitoring and evaluation is very important in every PQM development, including WSU.

- *The availability of adequately qualified staff and reference materials in the resource centre should precede the introduction of new academic programmes at all times.*

Two (50%) of the four EDs considered the above statement as very important. One ED considered this statement as important. Only one ED considered this statement as may be important to consider.

The researcher can conclude that the availability of adequately qualified staff and reference materials in the resource centre should precede the introduction of new academic programmes at all times is important in every PQM development, including WSU.

- ***All universities must provide programmes within all academic fields in the CESM categories reaching the highest possible level.***

Two (50%) of the four EDs considered the above statement as not so important. The third ED thought the above statement may be important to consider. The fourth ED considered this statement as not important at all.

5.3.4 Analysis of responses from paragraphs 5.3.1, 5.3.2 and 5.3.3 above

This section analyses and compares the responses of the eight university representatives from UKZN, UL, CPUT, TUT, NMMU, UJ, UNISA and WSU with those of the three former VCs of Border Technikon (BT), Eastern Cape Technikon (ECT) and the University of Transkei (UNITRA) and the four Executive Deans of the four Faculties of WSU on each of the questions in the questionnaire.

- ***Is there a common and internationally accepted definition of the term "comprehensive university"?***

In response to whether, according to their knowledge, there was a common and internationally accepted definition of the term "comprehensive university", all eight university representatives (100%) believed that there was none. In line with all the eight university representatives who returned their questionnaires, these two former VCs believed that there was no common and internationally accepted definition of the term "comprehensive university". Three of the four Executive Deans (75%) believed that there was no common and internationally accepted definition of the term "comprehensive university".

The researcher, therefore, concludes that there was no common and internationally accepted definition of the term "comprehensive university" since thirteen of the fourteen respondents are in agreement.

- *How would you define the meaning of "Comprehensive University" in the South African context?*

Most of the eight university representatives defined a comprehensive university as one which offers both technikon-type and university-type qualifications. Some respondents defined a comprehensive university as one which can offer both career-focussed and classical university programmes. There were variations to the responses from university representatives which indicated that there is reason to conclude that there is no common and generally accepted definition of this terminology in South Africa especially in the light of the fact that the Higher Education Act, Act No. 101 of 1997 (as amended) has no definition.

The two former VCs gave similar definitions of a "comprehensive university" as an institution that offers both university and (former) technikon programmes or a merger between a technikon and a university.

Two of the four EDs defined the meaning of a "Comprehensive University" in a manner that was different from the other two EDs which supports the fact that there is no common and generally accepted definition of this terminology in South Africa.

- *Can the terminology "comprehensive university" in the South African higher education context continue to refer only to an institution of higher learning that offers both university-type and technikon-type academic programmes?*

In response to the above question, five (62.5%) of eight respondents did not agree with the notion that the terminology "comprehensive university" in the South African higher education context can continue to refer only to an institution of higher learning that offers both university-type and technikon-type academic programmes. Both former VCs agreed with this notion. Seventy five percent of the four respondents did not agree with the notion that the terminology "comprehensive university" in the South African higher education context can continue to refer only to an institution of higher learning that offers both university-type and technikon-type academic programmes.

Since eight out of the fourteen respondents did not agree with the notion that the terminology "comprehensive university" in the South African higher education context can continue to refer only to an institution of higher learning that offers both university-type and technikon-

type academic programmes, the researcher is inclined to believe that other considerations other than the offering of both university-type and technikon-type academic programmes define a "comprehensive university".

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- **Is the binary divide between "universities" and "technikons" likely to be sustained in South Africa?**

*In response to this question five out of eight respondents (62.5%) believed that this binary divide between "universities" and "technikons" is likely to be sustained in South Africa. There was a YES response to this question from both former VCs and this strengthened the YES responses from university representatives. In response to this question three out of four respondents (75%) believed that this binary divide between "universities" and "technikons" is **not** likely to be sustained in South Africa.*

The researcher noted that eight out of fourteen respondents believing that the binary divide between "universities" and "technikons" is likely to be sustained in South Africa.

- **What will happen to the academic profile of CUs when the binary divide disappears, if it will?**

Some of the eight university representatives thought that the profile will remain the same depending on the tuition and research taking place at the institution. Others expressed the view that the agenda of CUs will be the same as that of traditional universities. Another view that a legacy university that was part of the initial merger would then revert to being a traditional university and a former technikon would be converted in line with the Education Department's policy framework that would be prevailing at that point in time was expressed. One respondent expressed the view that the academic profiles of CUs will have more programmes at undergraduate level (certificates, diplomas and first degrees) compared to traditional universities and universities of technology. Postgraduate degrees will be the same as shown in the recently gazetted HEQF. One respondent, however, did not understand the term "academic profile" and did not respond to this question.

One former VC believed that Government seemed to be very convinced that the three kinds of institutions were necessary. It would therefore probably ensure that there was no "programme drift" by any institution. This, in turn, would ensure the continued existence of

CUs. The other former VC believed that there will be an academic drift towards more university-type profiles.

The researcher concludes that since the majority (62.5%) of the eight university representatives in the previous question expressed a likelihood that the binary divide might be maintained, the university respondents (including three of the four EDs) believe that the academic profile of CUs will be the same as expressed in the HEQF or at least will fall in line with that of the traditional universities.

- ***For how long (years) do you think South Africa will sustain the binary divide between universities and universities of technology?***

From the eight university representatives' comments, it seems as though the SA higher education institutions were not sure for how long South Africa will sustain the binary divide between traditional universities and universities of technology.

One of the former VCs believed that the binary divide between universities and universities of technology will be sustained in South Africa for as long as the Government enforced it, probably for at least 15 to 20 years. The other former VC believed that since it has taken us (the post apartheid government) 14 years to get to this stage of development, it may take another 14 years to create or reconfigure the (HE) system.

One could conclude that as long as the government thought that the country's development needs for skills existed that could be provided by the different types of institutions; the binary divide would be maintained. From the four ED's comments, it seems as though the SA higher education institutions are not sure of how long South Africa will sustain the binary divide between universities and universities of technology.

- ***What is your understanding of the concept "Programme and Qualification Mix (PQM)" as it is used in South Africa?***

The general consensus was that a PQM is a list of DoE approved and funded as well as CHE accredited programmes and qualifications offered by HEIs leading to the awarding of qualifications. It indicates the type, such as, Certificates, Diploma, Bachelor's degree, etc.,

as well as the various levels such as undergraduate / postgraduate, and even master's and doctoral degrees.

According to one of the former VCs, the concept of PQM means the group of programmes that a particular institution is allowed to offer and the levels at which it is allowed to offer those programmes. It is synonymous with the concept previously referred to as "size and shape." The other former VC defined the concept of a PQM as the mix of instructional programmes offered by an institution that supports the achievement of an institution's mission.

The first ED believed that a PQM is the sum total of qualifications a university is allowed to offer. He defined a programme as a combination of subjects leading to a qualification. The second ED understood a PQM as a coherently and well-coordinated packaging of learning fields or subject matter such that clusters of related programmes gave rise to a well-defined or clearly-defined size and shape of a university. The third ED believed that a PQM is a group of programmes offered together with related qualifications according to the approved Higher Education Qualifications Framework. The fourth ED understood the concept of a Programme and Qualification Mix (PQM) as a term derived from business where the scope of products and services on offer are termed the product mix. It was particularly used to afford the connotations of strategic mixing for optimal revenue. In the context of the HEI landscape, therefore, the connotation was that of strategic mixing of programmes leading to qualifications that are on offer for optimisation of the institution's mandate, the vision and mission.

There seems to be a fair understanding of what a PQM is if one looks at the eight differently worded but similar explanations of the concept of PQM given by the representatives. These There seems to be a fair understanding of what a PQM is if one looks at the four differently worded but similar explanations of the concept of PQM given by the former VCs and the four EDs.

- *What did the process of developing the first post-merger PQM at the Cape Peninsula University of Technology (CPUT), Tshwane University of Technology (TUT), University of KwaZulu-Natal (UKZN), University of Limpopo (UL), NMMU, UJ, UNISA and WSU entail?*

    1. *Audit process of "as is" PQMs of merging institutions*

One respondent did not answer the entire question. All the remaining seven universities definitely underwent the audit process of "as is" PQMs of merging institutions.

Both former VCs confirmed that WSU definitely underwent the audit process of "as is" PQMs of merging institutions and this was in line with all the seven university representatives who responded to this question.

Three of the four EDs confirmed that WSU definitely underwent the audit process of "as is" PQMs of its merging institutions. However the fourth ED said that this audit of the "as is" PQMs "might have happened". This is understandable because this particular Executive Dean (ED) joined WSU in May 2008 long after this process was finalized.

The researcher agrees that this was a fundamental step in the process and it would be surprising if any of fourteen university representatives confirmed otherwise.

    2. *All existing programmes definitely continued during the interim phase*

In five of the seven universities, all existing programmes definitely continued during the interim phase. In one university, this is very likely to have happened and in another this never happened.

The researcher accepts that at five of the seven universities all existing programmes definitely continued to be offered during the interim phase. In the one case where the programmes never continued during the interim phase there could have been a compeling reason why this was the case and the researcher did not probe. In the other case where the respondent said that this is very likely to have happened one would accept that not all university employees are sure of all the facts about anything especially on academic planning activities.

Both former VCs confirmed that at WSU all existing programmes definitely continued during the interim phase and this was in line with five of the seven universities which answered this question. Three of the four EDs confirmed that at WSU all existing programmes definitely continued during the interim phase. The fourth ED reported that this "seemed as though it

happened". This is understandable because this particular Executive Dean (ED) joined WSU in May 2008 long after this process was finalized.

The researcher is confident that since ten of the thirteen respondents confirmed that all existing programmes definitely continued during the interim phase, this was indeed the case.

3. Even during the interim phase some programmes were consolidated and phased out at some delivery sites

The researcher was surprised by the consolidation and phasing out of some programmes in three out of seven universities during the interim phase as this was contrary to an instruction from the Minister of Education which made provision through the Merger Guidelines for students to be allowed to complete their qualifications at the delivery sites in which they were studying when the merger was announced.

One of the former VCs confirmed that this never happened at WSU whereas the other former VC confirmed that this might have happened at WSU. The first former VC had a response that was in line with only two of the seven universities where this never happened. The only possible reason for these two former VCs to differ on this question might be the fact that programmes offered at the Bisho delivery site were discontinued and consolidated at the Potsdam delivery site. The other former VC might have overlooked this fact. The researcher is aware of this situation since he was the Merger Manager for the former Border Technikon under which both Bisho and Potsdam fell.

Two of the three EDs confirmed that even during the interim phase some programmes were definitely consolidated and phased out at some delivery sites. One ED reported that this seemed as though it happened. However the fourth ED said that this consolidation and phasing out of some programmes at some delivery sites "might have happened".

The researcher was not surprised by the consolidation and phasing out of some programmes as reported by two of the four EDs during the interim phase because indeed this happened in the case of Bisho where the delivery site was closed and all programmes were relocated from Bisho to Potsdam delivery site. Notwithstanding the fact that the merger guidelines made provision for students to be allowed to complete their qualifications at the delivery sites in

which they were studying when the merger was announced, the former Border Technikon allowed the consolidation and phasing out of certain programmes at Bisho.

4. *Academics were relocated following consolidation and phasing out of programmes during the interim phase*

Only one university at which academics were definitely relocated following consolidation and phasing out of programmes during the interim phase. In two universities this is very likely to have happened; in another university this seemed as though it happened; yet in one other university this might have happened. In two universities this never happened.

The researcher concluded that the wide spread of very different responses to this question indicated that there could have been issues of validity of the question itself.

Both former VCs confirmed that this never happened at WSU. Only one ED confirmed that this might have happened. The three EDs reported that this never happened. This response is in line with the reality at WSU and there is no confirmation of any position in the eight universities which brings a possibility of validity of the question itself.

5. *New programmes and qualifications were proposed for the first post-merger PQM*

Four of the seven universities definitely proposed new programmes and qualifications for the first post-merger PQM. In two cases this is very likely to have happened, while in another institution this never happened.

Both former VCs confirmed that new programmes and qualifications were definitely proposed for the first post-merger PQM.

All four EDs confirmed that definitely new programmes and qualifications were proposed for the first post-merger PQM.

The researcher accepts that the majority (four out of seven) of universities proposed new programmes and qualifications for the first post-merger PQM. The researcher is convinced that WSU definitely proposed new programmes and qualifications for the first post-merger PQM since not only did the two former VCs confirm this but also all EDs were in agreement.

*6. **The new PQM was approved by the DoE within the first 30 months after the merger date (Write YES, NO or UNSURE and specify period in months)***

There were three YES responses and three NO responses with one university representative NOT SURE of how to respond to the question. There is no explanation from the researcher for this 50-50 split of YES-NO responses to this question.

*The one former VC responded with a **NO** thus falling in line with three out of the seven university representatives who responded to this question. The other former VC said **YES and cannot remember**. Since both former VCs left WSU towards the end of 2006 (only 18 months after the merger date) they are not likely to respond appropriately to this question hence the variance in their responses is understandable. There was one YES response and three NO responses to this question from the four EDs.*

The researcher has established that the new PQM of WSU has not been approved by the DoE even in November 2008 and this is 40 months after the merger which took place in July 2005. The one YES response from the four EDs seems to be misguided.

- *Identification of the FIVE key stakeholders involved in the preparation of the PQM in the order of priority from the most crucial to the least important.*

The assumption from the researcher's perspective is that the management and governance styles of the various universities and the extent to which the various stakeholders are involved in the PQM development is still a decision of the various VCs and their senior management teams. No attempt has been made to make such issues comparable between the different university types and even within each of the three university types.

The one former VC listed departments/schools, faculties, senate, council (for approval) and student representatives in that order of importance. The other former VC listed academic departments, senate, faculties, students and employers (professional associations), arranged from the most important to the least important. The similarity of the list and order of importance from the two former VCs is strikingly significant. There was no clear chronological and consistent arrangement and ordering of the stakeholders from the rest of the universities in the study.

The researcher observed that in three of the four EDs the highest priority stakeholder involved in the preparation of WSU's PQM was the Academic Staff. In two cases students are mentioned as fourth and fifth priority respectively. Management is mentioned by three of the four Executive Deans (EDs) but at different priority areas. The fourth ED did not mention students nor did he mention management in his list of three key stakeholders.

- ***Did the Department of Education reject your first PQM submission?***

Five out of eight university respondents' first PQMs were rejected by the DoE. One respondent did not know and another two respondents said that their first PQM was not rejected by the DoE.

In line with the five universities whose first PQMs were rejected by the DoE, the two former VCs confirmed that WSU's first PQM was also rejected by the DoE. All four EDs confirmed that the first PQM of WSU was rejected by the DoE.

The researcher observed that eleven out of fourteen respondents had their first PQM submissions rejected by the DoE.

- ***If the answer above is YES, did the DoE prescribe to your university what programmes you may not include in the PQM?***

Although five out of eight respondents had their institution's first PQM rejected by the DoE, only three of them accompanied the YES or NO response with a comment which could serve as a reason for such a rejection. In the questionnaire there was no need to advance reasons for the rejection of the first PQM.

The comments from these respondents support the earlier assumption that the Ministry might not have supported the HEIs on the requirements and processes of PQM development.

Both former VCs just confirmed that the DoE prescribed to WSU what programmes it might not include in its PQM. All four EDs gave a YES response to this question and in one case this was accompanied by a comment which could serve as a reason for such a rejection.

- ***What were the key challenges in developing the first post-merger PQMs for CUs in South Africa, in general?***

The researcher agrees with the various key challenges advanced by the eight university representatives, the two former VCs and the four EDs in developing the first post-merger PQMs for CUs in South Africa, in general, which included the following:-

- *Failure of the Department of Education and the Higher Education Act to define the term comprehensiveness, absence of an approved HEQF document with clear implementation guidelines.*

- *Resistance to change by the majority of academics who promoted divisions which resulted from the rivalry between former universities and former technikons.*

- *Challenges of fearing the resultant articulation in programmes which would result from a belief by some people that former university of technology-type programmes were inferior in content to university-type programmes.*

- *Very few academics were qualified in designing the programme and qualification mix and assessment criteria.*

- *Lack of adequate infrastructure and adequately qualified and experienced staff.*

- *Lack of alignment of the PQM to the needs of the immediate community, regional and national economy and government programmes like the PGDP.*

- *Anxiety among academic staff members whose programmes and qualifications could be eliminated from the PQM.*

- *To provide for continuity and articulation between technikon and university programmes;*

- *To decide where to offer what, i.e. how to make optimum and cost-effective use of the various facilities; and*

- *To try to simultaneously satisfy the preferences of the various stakeholders, e.g. DoE, community, students, labour unions, etc. while not compromising quality and cost-effectiveness.*

- *Defining the new mission of the merged institution;*

- *Getting the university academics to understand and appreciate the unique characteristics of technikon programmes; and*

- *Balancing the FTEs with the increase in delivery sites.*

- *Resistance to change, holding on to old programmes and fear of losing jobs;*

- *Harmonisation issues, external interference (by the DoE) and resistance to change;*

- *Consolidation of existing programmes, re-curriculation and determination of programmes to be discontinued and new programmes to be introduced; and,*
- *Needs analysis research, staffing and human resources and funding and infrastructure.*

- **What do you think are the three key challenges your university is/was faced with in designing her first post-merger PQM?**

In general, the responses to this question by the eight university representatives, the two former VCs and three of the four EDs were, for the most part, similar to how the respondents answered the previous question.

- **What is the role, if any, of Higher Education Institutions (HEIs) in general, and your own university, in particular, in the Provincial Growth and Development Plan (PGDP)?**

UNISA's role was seen as national and not restricted to any province. The roles of HEIs in general, and in specific PGDPs, in particular, indicated that the HEIs understand that universities are not ivory towers anymore where they were free to do as they pleased. Instead, these universities have socio-econo-political and developmental reasons for their existence. The two former VCs listed three specific roles of their former institutions in the PGDP of the Eastern Cape Province. The roles of WSU, according to the four EDs were varied.

- **In the development and design of a PQM of any university, please indicate according to the scale 1 – 5 the degree of importance you attach to each of the ten statements below.**

Scale	**1**	**2**	**3**	**4**	**5**
Degree of Importance	**Not Important at all**	**Not so important**	**May be important to consider**	**Important**	**Very Important**

- ***Involve all stakeholders, viz. Management, Staff, Students, etc.***

The researcher can conclude that stakeholder involvement is important in the development and design of a PQM of any university, including WSU, since seven of the eight university representatives rated this as either very important or important. One former VC considered this statement as "very important" in line with five of the eight university representatives. The other former VC considered this statement as "may be important to consider". All four EDs considered the above statement as very important.

- ***Provide adequate infrastructure and physical resources.***

The researcher can conclude that the provision of adequate infrastructure and physical resources is important in the development and design of a PQM of any university since seven of the eight university representatives rated this as either very important or important. One former VC considered this statement as "very important". The other former VC considered this statement as "important". All four EDs considered the above statement as very important.

The researcher can conclude that the provision of adequate infrastructure and physical resources is very important in the development and design of a PQM of any university, including WSU.

- ***Budget for everything including price escalation.***

The researcher finds it surprising that half (four out of eight) of university representatives doubt (choosing the response - may be important to consider) the importance of budgeting for everything including price escalation.

One former VC considered this statement as "very important". This was in contrast to the trend of the eight universities where only one of the eight university representatives considered the above statement as "very important". The other former VC considered this statement as "may be important to consider".

Three (75%) of the four EDs thought this statement was very important and one ED thought this statement was important.

-   ***Involve curriculum specialists from overseas universities.***

The researcher agrees with "not so important" response from the majority (five out of eight) of the university representatives to the involvement of curriculum specialists from overseas universities in the development and design of a PQM of any university.

One former VC considered this statement as "may be important to consider" in line with two of the eight universities. The other former VC considered this statement as "not so important". It is worth noting that this former VC's response was in line with five of the eight university respondents who thought that this statement was "not so important".

Two (50%) of the four EDs considered that the above statement was not important at all whereas another two EDs (50%) thought that the above statement may be important to consider.

-   ***Include South African government, commerce and industry and relevant NGOs.***

The researcher agrees with "may be important to consider" response from half (four out of eight) of university representatives in the inclusion of the South African government, commerce and industry and relevant NGOs in the development and design of a PQM of any university.

One of the former VCs considered this statement as "important" in line with two of the eight university representatives. The other former VC considered this statement as "very important". The responses to this question were very different with two EDs (50%) in the "very important" category and one respondent in each of the categories of response under, "important" and "may be important to consider".

The variance in the responses to this question shows that there are divergent views on the inclusion of the SA government, commerce and industry as well as NGOs in the development and design of a PQM of any university. This is a serious threat to inclusivity and involvement of these key stakeholders and role players in this important exercise.

-   ***PQM to address regional economic development needs as outlined in the PGDP.***

Two of the eight university representatives considered the above statement as very important. Six respondents regarded this statement as important. The one former VC considered this

statement as "very important" in line with only two of the eight university representatives. The other former VC considered this statement as "important" and this is in line with six of the eight university respondents who also regarded this statement as "important". All four EDs considered the above statement as very important.

There is a strong awareness that for all eight universities it is either very important or important that PQM must address regional economic development needs as outlined in the PGDP. There is a strong awareness that for WSU it is very important that the PQM must address regional economic development needs as outlined in the PGDP.

- ***PQM for all universities to be comparable to the best in the world.***

Two of the eight university representatives considered the above statement as very important. Three respondents thought this statement was important and three university representatives thought this statement was not so important.

Both former VCs considered this statement as "important" in line with three university respondents.

Two (50%) of the four EDs considered the above statement as may be important to consider. One ED thought this statement was very important. Another ED thought that this statement was not important at all.

The researcher is satisfied that there is no agreement within the sampled university sector that PQM of all universities should be comparable to the best in the world.

- ***Include Monitoring and Evaluation in every PQM development.***

Five of the eight university representatives considered the above statement as very important. Two respondents thought this statement was important and one university representative thought this statement may be important to consider.

One of the former VCs considered this statement as "very important" in line with five of the eight university representatives. The other former VC considered this statement as "important".

Two (50%) of the four EDs considered the above statement as very important. The third ED thought this statement was important. The fourth ED considered this statement as may be important to consider.

The researcher can conclude that the inclusion of monitoring and evaluation is very important in every PQM development, including WSU since twelve of the fourteen respondents gave either "very important" or "important" as a response.

- ***The availability of adequately qualified staff and reference materials in the resource centre should precede the introduction of new academic programmes at all times.***

Five of the eight university representatives considered the above statement as very important. Only one respondent considered this statement as important, another one respondent considered this statement as not so important and yet another one respondent considered this statement as not important at all.

One of the former VCs considered this statement as "very important" in line with five of the eight university representatives. The other former VC considered this statement as "important".

Two (50%) of the four EDs considered the above statement as very important. One ED considered this statement as important. Only one ED considered this statement as may be important to consider.

The researcher can conclude that the majority (five out of eight respondents) of respondents believed that the availability of adequately qualified staff and reference materials in the resource centre should precede the introduction of new academic programmes at all times was very important.

The researcher can conclude that the availability of adequately qualified staff and reference materials in the resource centre should precede the introduction of new academic programmes at all times is important in every PQM development, including WSU.

- ***All universities must provide programmes within all academic fields in the CESM categories reaching the highest possible level.***

Both former VCs considered this statement as "not important at all". Two (50%) of the four EDs considered the above statement as not so important. The third ED thought the above statement may be important to consider. The fourth ED considered this statement as not important at all.

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The researcher concludes that since no respondent considered this question as very important or important, the respondents attached very little or no importance to this question.

Comparing the responses of the two former VCs on the importance attached to the ten questions under the development and design of a PQM of any university, the researcher has observed that with the exception of the two questions one of which was on the "Involvement all stakeholders …" and the other one on "Budget for everything including escalation" where there was a significant difference between the two former VCs of two institutions from BT, ECT and UNITRA in terms of their responses, all responses to six of the ten questions were very close to each other. For an example, where one of the former VCs responded with "very important", the other responded with "important" and vice versa. In one case where one former VC responded with "may be important to consider, the other former VC responded with "not so important". In two questions on "PQM for all universities to be comparable to the best in the world" and "All universities must provide programmes within all academic fields in the CESM categories reaching the highest possible level", the two former VCs had identical responses of "important" and "not important at all" respectively.

5.3.5 Analysis of the interviews with executive mayors

The Executive Mayors of the three District Municipalities within whose jurisdiction the four WSU campuses fell were interviewed during the months of June and July 2008. Two of the three Executive Mayors were interviewed telephonically following the guidelines document attached hereto as Annexure 4.

5.3.5.1 Executive Mayor of OR Tambo District Municipality

The main campus of Walter Sisulu University is situated at Nelson Mandela Drive in Mthatha within the King Sabatha Dalindyebo Local Municipality, under the OR Tambo District Municipality servicing the Nelson Mandela Academic Hospital with its specialist professors in various fields of medicine and allied health professions and an abundance of medical students. The Mthatha Campus houses two of the four faculties of WSU, namely, the Faculty of Education and the Faculty of Health Sciences. The OR Tambo District Municipality (ORTDM) covers a wide area of the eastern half of the Eastern Cape Province

carrying the responsibility of rendering all services to the districts of Mthatha, Libode, Port St Johns, Ngqeleni, Mqanduli, Flagstaff, Lusikisiki, Bizana and Elliotdale.

The Executive Mayor of ORTDM, hereinafter referred to as the mayor, was interviewed on Sunday, 29 June 2008 at a wild coast holiday resort known as Hole-in-the-wall, near Mqanduli, in the Eastern Cape Province of South Africa. She had just finished participating as a guest speaker at youth day celebrations organized by the ORTDM. In response the expectations of the ORTDM from the process of designing and developing the PQM of WSU, the mayor highlighted the following areas:-

- Promotion of tourism by training more university students as tour guides and bed and breakfast managers.
- Improvement of infrastructure maintenance by training more civil engineering technicians and surveyors is the function of WSU.
- The training by WSU of more builders, plumbers, electricians, etcetera, and provision of incentives that will encourage them to work in rural areas.
- The monitoring and evaluation of major projects under the municipalities can best be handled by trained staff provided by WSU.
- The Mhlontlo Municipality has links with WSU which resulted from the outreach programme of the executive mayor of the ORTDM in which the mayor of Mhlontlo municipality commissioned WSU to do research on how best their municipality could be developed in areas like Rural Development, Information Technology, Small Medium and Micro Enterprises (SMMEs) and Engineering.

WSU could assist Mhlontlo municipality within this current linkage by managing projects where short courses and workshops would build capacity for everybody in the municipality. As a contribution to the national HR development strategy, in terms of this linkage with Mhlontlo municipality, WSU would train the municipality's HR staff (Njoli, 2008: 11).

The mayor believed that ORTDM has the following roles in the development of WSU's PQM:-

- The key competencies which are required by the municipalities under the ORTDM, in order to deliver key services to their communities, should be developed by the ORTDM and made available to the university i.e. WSU.

- Each local municipality under the ORTDM must forge formal links through signing MOUs or MOAs with WSU so as to influence the design of the university's PQM.

The mayor of ORTDM would like to see WSU offering the following areas:-

- More graduates produced to take care of road infrastructure maintenance technicians.
- Establishment of a Faculty of Agriculture to take care of milk and milk product industries as well as chicken and egg producing industries, high quality cattle breeding projects and crop production especially along the north eastern seaboard of the Eastern Cape province.

5.3.5.2 Executive Mayor of Amathole District Municipality

Besides one existing agreement between Mnquma Local Municipality in Butterworth and WSU (signed on 20 November 2007), there was no formal Memorandum of Understanding (MOU) or Memorandum of Agreement (MOA) with any other local municipality and WSU.

The Executive Mayor of Amathole District Municipality (ADM), hereinafter referred to as the mayor, was interviewed telephonically by the researcher on Tuesday, 15 July 2008. In response to the question on the expectations of the ADM from the process of designing and developing the PQM of WSU, the mayor of ADM highlighted the following areas:-

- WSU should inform the ADM about the process of designing and development of its PQM so that the needs of the District Municipality can be addressed.
- The two universities that operate within the area of jurisdiction of ADM, namely, WSU and the University of Fort Hare (UFH), should co-operate and complement each other instead of compete with each other, with UFH specializing in Agriculture programmes and WSU concentrating on practical technicians training for provision of relevant service delivery expertise. Areas that need such expertise are provision of clean water and sanitation as well as adequate housing.
- The offering of technikon-type programmes should be retained since the district municipality specifically needs these programmes for service delivery.
- Monitoring and evaluation of programmes and projects under the District Growth and Development Plan (DGDP) should be part of what WSU commits to do for ADM.

- Although research and analysis of water falls under the Department of Water Affairs and Forestry (DWAF) the ADM needed WSU to provide scientists for testing safe and clean drinking water sources and environmental friendly waste management.
- Training for nurses and paramedics to run municipal medical centres should be provided by WSU.
- Computer technology as well as knowledge of financial management should be supported by programmes offered by WSU.
- All institutions of higher learning have a critical role in providing the elements that facilitate the growth of the economy dovetailing to provision of skills and knowledge in agricultural products, pharmaceutical industries and motor manufacturing industries.

The mayor of ADM could not identify any specific role(s) of his district municipality in the development of WSU's PQM. The mayor of ADM would like to see WSU offering the following areas:-
- More civil, electrical and mechanical engineering technicians
- More medical, paramedical and nursing courses to enable the ADM to run the health centres efficiently.
- Establishing more partnerships and formal MOUs and MOAs with the District Municipality and local municipalities along the lines of the existing MOU with Mnquma Municipality in Butterworth.

5.3.5.3 Executive Mayor of Chris Hani District Municipality

The telephonic interview with the Executive Mayor of Chris Hani District Municipality (CHDM), hereinafter referred to as the mayor, was conducted on Wednesday, 2 July 2008 in an atmosphere of co-operation and interest displayed by both the researcher and the interviewee.

In response to the question on the expectations of the CHDM from the process of designing and developing WSU's PQM the mayor highlighted the following:-
- That the process should respond to the developmental needs of this District Municipality which was mainly a rural farming area that was relatively dry with no higher education institutions;

- That the CHDM needed WSU to assist in reversing the skills transfer to other district municipalities and to other provinces;
- That it was essential that unskilled people would be trained in scarce skills to address the economic development needs of the district municipality;
- That staff be trained in tourism, agro-industries and small scale farming;
- That programmes aimed at poverty eradication in terms of the PGDP 2004 – 2014 be addressed;
- That the huge backlog in providing basic services like drinking water, sanitation, housing and road infrastructure be addressed;
- That provision for trained personnel to maintain the existing infrastructure be addressed;
- That technikon-type programmes be retained to address scarce skills training and not to replace these skills with university-type programmes;
- That WSU assists the District Municipality to provide the abovementioned skills.

The mayor of CHDM could not identify any specific role(s) of his district municipality in the development of WSU's PQM. However, in the light of the planned relocation of the small Queenstown campus to the premises of the former Masibulele College of Education, the mayor expressed a hope that many new programmes would be offered emanating from closer co-operation between WSU and the CHDM and this would assist the PQM development process through forming partnerships for mutual benefit.

The mayor of CHDM would like to see WSU offering the following areas:-
- Entrepreneurship studies to help graduates to create their own jobs;
- Studies that would instill enthusiasm for economic development within the Chris Hani District Municipality area of jurisdiction.

5.3.6 Analysis of the interview with a DoE official

The process of development and designing of the PQM for WSU was still underway and it was directly assisted by the intervention of a task team from the DoE. The DoE expected WSU to honour the commitment it made to the DoE when its IOP was submitted for approval by the Minister of Education. There were specific commitments like containing the 2010 headcount enrolments not to exceed 24 000 students with "at least 73% of the 2010

headcount enrolments must be in undergraduate diplomas and 24% in undergraduate degrees. At most, 3% of enrolments may be in postgraduate qualifications"[10] (see paragraph 1.2).

The DoE official in the Higher Education Management and Support Division who is responsible for Higher Education Management Information Systems (HEMIS) of the national Department of Education, Mrs. Jean Skene, confirmed in an interview that there is no prescription of specific programmes that WSU or any other university (that includes CUs and UoTs) may or may not offer. Clearly for HEIs to be allowed to offer higher qualifications there should be a clear improvement in the graduation rate and throughput rates of the existing lower qualification. Universities are discouraged from introducing new programmes in new CESM categories where they have not been active without a marked improvement in the throughput rates of existing programmes.

In response to the question on expectations of the DoE from the process of designing and developing WSU's PQM, the DoE representative responded by highlighting the following areas:-

- Programmes designed should be in line with the enrolment targets proposed by the DoE.
- University-type programmes and university of technology-type programmes are to co-exist in harmony at WSU and in addressing the balance between these types there should be a shift towards becoming a true university of science and technology.
- The PQM designing process should be sensitive to the development needs of the eastern part of the Eastern Cape and thus addressing the HR and technology and innovation needs of the region for which WSU is responsible.
- Post graduate programmes to be introduced only in cases where there is a pressing need and where the throughput rate has been maintained at a high level for a number of years.
- Co-operation and not competition to be encouraged amongst WSU, neighbouring HEIs like Rhodes University and the University of Fort Hare as well as FET colleges operating in the same region.
- WSU to engage mainly in action research to solve development focused problems.

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[10] Letter from the Ministry of Education to the WSU Vice Chancellor dated 14 March 2007 entitled "Enrolment Plans and Infrastructure and Efficiency Funding Allocations".

- WSU to develop their PQM in conjunction with the provincial Department of Education and the provincial PGDP implementation programme.

The role of the national DoE in the development of the PQM of WSU included the following areas:-

- Using the National Plan for Higher Education and the Funding Framework as steering mechanisms for the higher education sector to move towards a particular direction so that it became a planned system that addressed the regional, provincial and national socio-economic development and human resources needs of South Africa and the African continent.

- The DoE guides the process of designing and development of WSU (and the rest of the South African HEIs) by developing and monitoring the adherence of institutions to the provisions of the Guidelines to mergers and incorporations (DoE, 2003).

- The requirement to have the Institutional Operating Plan approved by the Ministry of Education and the need to have the PQM as part of the IOP ensured that the DoE controlled the HE system.

The national DoE representative could not be comfortable with a situation where it prescribed what programmes were supposed to be offered at WSU.

5.3.7 Analysis of the interview with the Eastern Cape Member of the Executive Council (MEC) for Education

The interview with the Eastern Cape provincial Member of the Executive Council (MEC) for Education, Mr. Johnny Makgato, took place in Mthatha on Friday, 27 June 2008 whilst he was out of his office. The MEC responded to the question on what he expected from the process of designing and developing the PQM of WSU by outlining the following key areas:-
The PQM designing and development process should -

- Never repeat the mistakes of the past, where blacks were illiterate or where they were educated in general subjects that could not be used to develop the economy of their areas.

- Emulate the wisdom of white Afrikaners who found themselves under pressure after the two world wars and who trained their sons and daughters in scarce skills in order to rapidly develop and improve their economy.

- Encourage the opening of more technical schools in order to train boiler makers, plumbers, electricians, etc.

- Consider the perception that technikons enroll students who do not have the tools to perform well at university as wrong and uninformed.

- Take into consideration the fact that the theoretical portion of what is learnt in Further Education and Training (FET) colleges should be intensified at universities hence there should be no competition between the HE and the FET sector but they should complement each other.

- Ensure that it embraces the introduction of high technology and global competitiveness as the world is getting technologically advanced.

- Commit NMMU and WSU as the two comprehensive universities in the Eastern Cape to develop PQMs that are relevant to the human resources and economic developmental needs of their immediate areas, the areas within their regions and the whole of South Africa.

- Be relevant to the economic revival of Mthatha, Butterworth and Fort Jackson industrial areas so that each campus and each delivery site is relevant to surrounding areas.

- Respond to the rural nature of the province and by using appropriate technology address the needs of the entire province through partnerships with the provincial department of education, the relevant FET colleges and the neighbouring district municipalities.

- Assist government by addressing the disjuncture of experienced people who do not have relevant academic qualifications through proper application of the Recognition of Prior Learning (RPL) policies.

- Involve big business by offering bursaries and through their participation in advisory boards so as to influence the content and depth of what is learnt in each instructional offering.

- Ensure that HEIs, in general and WSU, in particular prepare their academics for the first intake of new students in 2009 that will be coming to universities with a new approach to teaching, learning and assessment based on the New Curriculum Statement (NCS).

- Understand that curriculum design, by its very nature and PQM design at WSU require that those involved should be responsive, proactive but not reactive to human resources needs of the country or the province.

There were crucial extracts from the interview with the MEC for Education which are quoted below and which form a basis for the policy framework of how the provincial Education Ministry perceives the HE sector, in general and WSU in particular:-

The MEC said, "*When the introduction of technikons which were running side by side with university education took place, the perception of people was that people who go to technikons are people who don't have the necessary tools to perform at university level. To my mind people could not have been so wrong because these are two streams. Side by side with this development was the emergence of Further Education and Training (FET) Colleges. Eh!! Although the FET Colleges are doing theoretical work, I think it is a short coming in terms of the intensification of practical skills acquisition.*" He also said, "*In the PQM you have to look at this practical side. This PQM should be relevant to the area (region) in which it is as well as the whole of South Africa. WSU should look at areas like Butterworth, Mthatha and Fort Jackson, where there is Border Technikon nearby and since these areas were business hubs during the homeland dispensation when businesses were not competitive, WSU should encourage the revival of competitive businesses in these areas. What is the relevance of WSU's PQM vis-à-vis where these campuses are situated? Well, one should continue to ask that question. WSU's PQM should also respond to the rural nature of the province of the Eastern Cape. You cannot talk of agriculture in the old way. Among other things, you have to respond technologically to the challenges that are there. That is my take on it*".

There was no specific role of the MEC for Education in the development of the PQM for WSU. The MEC reminded the researcher that he had a complimentary role with the national Minister of Education in ensuring that the students who enter the higher education sector have been thoroughly prepared in the school system and the FET colleges and have a potential to succeed in their university education.

Besides the abovementioned long list of expectations of the MEC from the PQM design and development process at WSU, the MEC could not elaborate on any additional specific areas of study that he would like to see offered at WSU.

The Premier of the Eastern Cape Province was replaced by the ruling African National Congress (ANC) and this was followed by the replacement of the MEC for Education soon after he was interviewed by the researcher.

5.3.8 Analysis of the interview with the EC architect of the PGDP

Besides the interview conducted by the researcher on Friday, 27 June 2008 there has been many engagements between WSU and the architect of the PGDP and in most of these presentations the researcher was a participant. As the researcher was a participant in the development of the WSU's Strategic Plan some of the expectations of the PGDP were included in the Draft Institutional Strategic Plan of WSU for the period 2008 – 2017 dated 20 November 2007:-

> *"The political and socio-economic context of the Province of the Eastern Cape in which WSU is situated is characterized by a high rural population and a high rate of unemployment and WSU can play an important role in monitoring and evaluating key projects under the Provincial Growth and Development Plan (PGDP 2004 – 2014). The PGDP seeks to address key developmental challenges like poverty, unemployment, unequal income distribution, etc. through the key objectives like:-*
>
> - *A systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming.*
> - *Agrarian transformation and strengthening of household food security, and*
> - *Consolidation, development and diversification of the manufacturing base and tourism potential."(WSU, 2007b: 11).*

The architect of the Eastern Cape PGDP, Mr. Andrew Murray, who happened to be a current member of WSU's Council, was interviewed telephonically on Friday, 27 June 2008, in response to the question on the expectations of his office in WSU's process of designing and development of its PQM, highlighted the following areas:-

> *"Since at the heart of the PGDP there is uneven development between the eastern part of the Eastern Cape with 70% of the province's population and with only 15% of the productive output of the province and the western part of the Eastern Cape*

with only 30% of the population and 85% of the productive output, WSU has an obligation to address the human resources and socio-economic developmental needs of the eastern part of the Eastern Cape through provision of appropriate and relevant education and skills acquisition. Through agrarian transformation and provision of relevant programmes in farming, agriculture and tourism, WSU can address the rural nature of the eastern part of the Eastern Cape."

The interviewee endorsed the presentation he made to a group of members of middle and senior management of WSU. Outlined below are the key areas that Mr. Andrew Murray (Murray, 2005) identified and shared with his WSU audience, as key roles of WSU in the provincial development in line with the PGDP:-

- Health care, health systems, epidemiology, and HIV and AIDS as basis to grow Mthatha as health capital (close linkages with pharmaceuticals at Rhodes)
- Rural development and natural/environmental resource management
- Water resource/Catchment management (Mzimvubu)
- Education (teacher training and strengthening of Adult Basic Education and Training - ABET)
- Public management (focus on local government)
- Infrastructure and Extended Public Works Programme (EPWP)
- Industrial diversification (focused R&D and training for existing and new growth sectors)
- Economic development and management (agri-business, timber and furniture industries, co-operatives etc)
- Development of cultural industries
- Institutional anchoring in the region

The Eastern Cape Premier's office supported the involvement and inclusion of the PGDP by WSU in the process of developing its PQM. The areas where Mr. Murray (2005) proposed that WSU should give more detailed focus as they were aligned to the PGDP were:-

- ❖ There is a need to retain rural development focus, and

❖ It was premature to take a decision on closing Butterworth[11] because the national industrial policy and provincial industrial development plan had not yet been completed (regional incentives linked to rural industrialization).

In concluding the interview, Mr. Murray as the architect of the PGDP, outlined the key roles of WSU as research, developing innovation through technology, monitoring and evaluation, addressing the provincial rural development agenda, training staff in scarce skills and all this planning to be done in partnership with District Municipalities.

5.4 The status, role and objectivity of the researcher

At the time of the completion of this study, the researcher was fifty five years old. Having served as Director: Strategic Planning at Eastern Cape Technikon (ECT) and Border Technikon (BT) between 1995 and 2007, the researcher moved into a new position as Director: Quality Assurance in WSU from the beginning of 2008. The experience and exposure of the researcher to the Council of BT and ECT, Senate of BT, ECT and WSU, preparation of documents and running of the merger office of BT, the role he played in preparing WSU's Institutional Operating Plan (IOP) and Institutional Strategic Plan (ISP), helped him to handle this thesis.

The researcher asked for permission from the WSU Pro-Vice Chancellor: Academic Affairs to conduct the research using institutional information. The permission was granted (cf. Annexure 2). The researcher considered objectivity as vital and tried to base his comments on reliable, checked and controlled knowledge that was undistorted by personal bias. The researcher tried by all means possible, to be sensitive to the nature of the topic studied. Participants were assured that their individual responses would be treated confidentially.

5.5 Reliability and validity of the data

Reliability is the dependability of a measurement instrument, that is, the extent to which the instrument yields the same results on repeated trials (Terre Blanche & Durrheim, 1999). Reliability, according to Bell (2002: 103) is the extent to which a test or procedure produces

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[11] A Working Group of the Minister of Education which was led by Dr. Mamphela Ramphele had recently suggested the closure of Butterworth Campuses of WSU due to issues of viability and sustainability. This was never considered as serious enough to be implemented.

similar results under constant conditions on all occasions. For an analysis of educational research to have any meaning the data used therein must be reliable.

Since data and information extracted by the questionnaires and interviews in this study was based on personal impressions of individuals at a particular phase of the post-merger era, the data tended not to be so reliable. The fact that the post-merger higher education institutions were probed on a process which was understood to have been guided (DoE, 2003) through the same period and the pre-testing of the survey instrument have probably most improved the reliability of the research.

Validity refers to the extent to which a measurement reflects a concept (Jackson (1995) in Southwood, 2004: 1 - 11). When a measure accurately reflects the concept it is intended to measure, then it is valid. To say that findings of social scientific investigations are (or must be) valid is to argue that the findings are in fact (or must be) true and certain. There are two types of threats to validity, namely, external threats and internal threats. In this study the possible elements of threats to external validity (such as the threats to population selection) that could be present were the fact that the researcher selected Executive Mayors of District Municipalities who as political heads may not have been as knowledgeable as their administrative heads, the Municipal Managers.

One example of a threat to internal validity is a threat of history which can be described as the unplanned and extraneous events that can occur during the survey and which can affect the results. The researcher did not observe any threats to internal validity like threat of history or threat to selection.

5.6 Trustworthiness of the researcher

The researcher explained all the methodologies that were employed, the research design process, and in the covering letter of both the questionnaires and guidelines to interview schedule he was open in providing details. What also assisted him was the fact that he had worked for WSU's legacy institutions (BT, ECT, pre-merger phase WSU and interim phase WSU) for a combined period of more than fifteen years in relatively senior positions that are relevant to this study and this assisted him in being seen as trustworthy.

5.7 Ethical considerations

It is worth noting that issues of confidentiality and trustworthiness have been taken care of by the researcher. There were no risks to which the participants were exposed. Only one participant requested not to respond to the questionnaire but even in that one case he did not prevent his institution from participating in the research. In the case of district municipalities, there was enthusiasm and excitement at the aims of the study since this would enable the District Municipalities to have an influence in the PQM design and development processes of WSU.

The personal integrity of the researcher ensured that the rights and welfare of participants were adequately protected. Unfortunately when the Eastern Cape provincial MEC for Education and the Executive Mayors of the three District Municipalities were interviewed and their responses analyzed the researcher could not ensure that the identity of the individuals would remain anonymous and in these cases the researcher could identify the individual respondents. No controversial questions or personal responses that could compromise the individuals interviewed were included in this research hence it can be ascertained that confidentiality, trustworthiness and personal integrity prevailed.

5.8 Summary and conclusion

All eight universities which received questionnaires returned completed responses and a 100% response especially from VCs or DVCs or Academic Planners on a sensitive topic like this one was not expected and came as a pleasant surprise to the researcher. Two of the three former VCs of the three institutions that merged to form WSU responded to the questionnaire and that was enough to compare with the other eight institutional responses. All four Executive Deans of WSU responded enthusiastically to the questionnaire which was delivered to them at the end of October 2008. This was another 100% response rate at a time when the study was being wound up.

The six respondents who were interviewed constituted a 100% of the stakeholders who were identified and approached for such interviews. This was another surprise because here one is talking about an MEC for a provincial Department of Education, Executive Mayors of three vast District Municipalities who were all extremely busy.

In the case of two of the three executive mayors where it was logistically impossible to get a face-to-face interview, telephonic interviews were facilitated and these served the same purpose that would have been served by a face-to-face interview. Furthermore, the MEC agreed to an interview to be conducted in a private Bed & Breakfast in Mthatha some 280 kilometres away from his office. This showed the extent to which the interviewees were interested in being part of this study.

The results of the survey questionnaires and interviews were not brought together into a meaningful set of conclusions since the survey questionnaire was intended to explore the challenges of the process of designing a new post-merger PQM by university authorities and the interviews were meant for the stakeholders to identify their expectations from the process of PQM design and development as well as their roles in PQM development of universities.

In chapter six specific challenges of the designing and development of first post-merger PQM for WSU as a comprehensive university is covered. The key institutional challenges of WSU are followed by a proposal for a model for the designing of a PQM for WSU as a South Africa comprehensive university and a proposed general model for the development of PQMs of South African comprehensive universities.

CHAPTER SIX

CHALLENGES OF DEVELOPING PQMS FOR SOUTH AFRICAN COMPREHENSIVE UNIVERSITIES

6.1 Introduction

This chapter will highlight challenges of developing PQMs for South African comprehensive universities. This is followed by key institutional challenges that could hamper WSU from designing and developing the best post-merger PQM. This is informed by the responses from the questionnaires submitted by the eight university representatives, responses from two of the three former VCs of the institutions that merged to form WSU and responses from the Executive Deans of WSU's four faculties as discussed in chapter 5 of this thesis.

6.2 Challenges facing the development of PQMs in South African comprehensive universities

The key challenges in developing the first post-merger PQMs for CUs in South Africa, in general, can be classified under the following areas:-

6.2.1 Non-availability of definitions of relevant terminology

Because the submission of the first post merger PQM was required before the finalization of the Higher Education Qualifications Framework (HEQF) terms like a Comprehensive University lacked a universally acceptable and understood meaning in South Africa and in other countries in the continent of Africa as well as in other continents. The absence of an approved HEQF document with clear implementation guidelines resulted from the failure of the DoE through the provisions of the Higher Education Act to define the terms like comprehensiveness and a Programme and Qualification Mix (PQM).

6.2.2 Uncertainty about the future sustainability of the "binary divide"

Although the National Plan for Higher Education "argues for the maintenance, at least in the short-to-medium term, of the binary divide but with looser boundaries" (DoE, 2001a: 57-58), there is no guarantee that this binary divide will be maintained which will most probably threaten the very existence of CUs as an institutional type in the South African higher

education sector. The National Commission on Higher Education (NCHE, 1996) report recommended that in the formation of a single higher education system, the binary division between university and technikon education would be closed.

Stumpf (2001: 218-219) noted that as South Africa was seeking to establish a single, co-ordinated HE system there were doubts as to whether the binary divide between universities and technikons can and should still be maintained in its present rigid format. With more previously separate fields of knowledge being combined, an increase in inter-disciplinary studies and institutions seeking to become more responsive to the changing needs of society and the increasing permeability between previously separate emphases on science and technology, pure and applied research, Stumpf (2001: 218-219) concluded that such a binary divide distinction would not be sustainable.

If this is so, then the maintenance of institutional diversity through concerted programme diversity would result in the "sameness" of all South African Higher Education Institutions (HEIs). The CUs and universities of technology would fade away as new post-merger institutional types.

6.2.3 Non-adherence to guidelines for mergers and incorporations

The merging institutions used the guidelines for mergers and incorporations from the DoE and this necessitated adherence to the provisions of the guideline which included the following areas:-

6.2.3.1 Continuation of existing programmes for pipeline students

Some merged universities during the interim phase, whilst busy with their consolidation efforts, phased out some academic programmes in some delivery sites. This is contrary to the requirement that protects pipeline students against the closure and relocation of their studies mid stream. All universities should have continued all their existing academic programmes during the interim phase but not all university respondents responded as such.

Some universities reported that academics were relocated following consolidation and phasing out of programmes during the interim phase. This is also a challenge to academics that have to relocate with their own children to areas which may not have adequate facilities like schools and clinics.

6.2.3.2 No new programmes and qualifications to be proposed for the first post merger PQM

The DoE discouraged the newly merged HEIs from introducing new academic programmes in their first post merger PQM. The argument advanced by the DoE was that these merged institutions needed to consolidate in the CESM categories where they have been active, significantly improve their throughput rates and not to introduce new programmes in areas where the merging institutions have not been active before the merger. These universities continued to introduce more new academic programmes whilst the newly merged were operating under the stringent restrictions.

This restriction was unfair to the merging institutions and favoured the big Historically Advantaged Universities like the University of Witwatersrand, University of Cape Town, University of Pretoria, Stellenbosch University, University of Pretoria, to mention but a few which were not involved in mergers.

6.2.3.3 Recognition of key stakeholders on the PQM

While most universities recognised variations that included government (Local, Regional, Provincial and National), DoE, University Council, Senate, Members of the Executive Management, DVCs, Parents, Labour Unions, Deans of Faculties, Heads of Key Departments such as the Institutional Planning Unit, The Management Information Systems (MIS), Quality Assurance Department, and Programme Specific Advisory Committees. Management, Students, Academic Staff, etc., there was no consistency on the first five key stakeholders involved in the preparation of the PQMs,

On the contrary, the responses of the four Executive Deans of WSU showed consistency in including, inter alia, Management, Students, Council and Academic Staff as key stakeholders. The challenge observed by the researcher seems to suggest that the consultation process depended on the style of management of each university and this could have led to a lack of buy-in of the PQM design and development processes. The assumption from the researcher's perspective is that the management and governance styles of the various universities and the extent to which the various stakeholders are involved in the PQM development is still a decision of the various VCs and their senior management teams. No attempt has been made to make such issues comparable between the different university types and even within each of the three university types.

6.2.4 Importance attached to key statements

The study attempted to assess the impact of the following statements ranking them by using the Liekert scale from very important (5), important (4), may be important to consider (3), Not so important (2), and not important at all (1). Some of the responses of university representatives posed a challenge to the PQM design and development processes.

6.2.4.1 Involvement of all stakeholders

Although five of the eight university representatives considered the above statement as very important, two respondents thought this statement was important; it is worrying to observe that one university representative thought this statement was not so important. Transformation in higher education requires that all stakeholders should be involved especially in issues like the PQM.

6.2.4.2 Provision of adequate infrastructure and physical resources

Although five of the eight university representatives considered the above statement as "very important" and two respondents thought this statement was "important", the researcher believes that the one university representative who thought that this statement was "not so important" posed a big challenge because it is not likely to relegate the provision of adequate infrastructure and physical resources to a "not so important" level.

6.2.4.3 Budgeting for everything including escalation

It is a challenge to note that only one of the eight university representatives considered the above statement as very important. The researcher finds it surprising that the majority (five out of eight) of university representatives doubt (choosing the response - may be important to consider) the importance of budgeting for everything including price escalation.

6.2.4.4 Inclusion of South African government, commerce and industry and relevant NGOs

It is an unsatisfactory situation to have only 50% of the eight universities in the study attaching any importance to the inclusion of the South African government, commerce and industry and NGOs in the PQM processes as these sectors are crucial as employers of the graduates.

6.2.4.5 PQM for all universities to be comparable to the best in the world

Even though only two of the eight university representatives considered the above statement as very important and three respondents thought this statement was important, it is worrying

that up to five out of eight university representatives consider a world class university standard of a PQM. The researcher believes that the PQM should be customised to address South African and at best continental challenges especially since almost all of them are African universities. There is a strong awareness that for all eight universities it is either very important or important that PQM must address regional economic development needs as outlined in the PGDP.

6.2.4.6 Availability of adequately qualified staff and reference materials in the resource centre

There is the shortage of adequately qualified and experienced staff to prepare the universities for the first intake from the students who will be writing matric in 2008 based on the New Curriculum Statement (NCS). The high school system will no longer produce graduates from the old matriculation syllabus after 2007. The first group that will follow the New Curriculum Statement (NCS) will complete matriculation in 2008. This means that South African universities would admit the first group of NCS graduates at the beginning of 2009. The universities would have to adapt their teaching methods or modes of delivery to give effective tuition to the new 2009 student intake and first time entry students in subsequent years.

As the DoE was preparing the schools to migrate from the old finally examined matriculation to the Outcomes Based Education (OBE) and Continuous Assessment (CASS) approach of the NCS, the universities should prepare themselves for a smooth transition to accommodate these changes in their teaching methods and assessment practices. This would have to be done by training a core group of specialists in assessment techniques and also training all teaching personnel in relevant teaching techniques that are in line with the NCS. Five of the eight university representatives considered the above statement as very important. Only one respondent considered this statement as important, while another respondent considered this statement as not so important and yet another one respondent considered this statement as not important at all. The challenge is the shortage of adequately qualified staff, especially curriculum specialists and teaching and learning material to respond to new post merger and PQM requirements.

6.2.4.7 Shortage of specialists in curriculum development

In the case of the University of Zululand (UNIZULU) and the University of Venda (UniVen) the challenge of creating a non-existent technikon-type curriculum by changing the mission

statement to include career focussed education is a bigger challenge than at other comprehensive universities where technikon-type programmes existed before the merger. Both UNIZULU and UniVen, as historically disadvantaged institutions, lacked the curriculum development specialists even before the instruction to reconfigure their mission to offer technikon-type programmes.

In some Historically Disadvantaged Institutions (HDIs) there is a general shortage of curriculum specialists to design and develop new programmes and qualification in line with new mission statements. Most academic programmes offered at former Historically Disadvantaged Technikons (HDTs) were "borrowed" from "convenor" technikons precisely because of this shortage of specialists in curriculum development.

6.2.5 Philosophical differences between university and technikon education

The philosophy of technikon education and the ethos of career focussed and technologically based education which is vastly different to what the traditional university philosophy of generating new knowledge for the sake and pleasure of stimulating the intellectual capabilities of scholars is a big challenge to put together with the aim of achieving harmony and equilibrium.

6.2.6 Distinction between "contact" and "distance" mode of delivery

Since the distinction between "contact" and "distance" mode of delivery was becoming obsolete (Stumpf, 2001: 219), there was a threat to the continued existence of dedicated distance education institutions like UNISA unless a protectionist approach was adopted preventing all contact HEIs from offering any distance tuition. The challenge then became how to adequately control the private providers and universities based abroad as well as the role of e-learning. CUs which were designed to offer career focussed programmes for specific regions that needed specific reconstruction and development related interventions by government would be disadvantaged by an influx of distance education institutions of higher learning in their student catchment areas.

6.3 Key institutional challenges facing WSU

6.3.1 Curriculum and academic programme related challenges

The programmes and qualifications to be offered by WSU would cover both university-type and university of technology-type programmes as it was designed to be a comprehensive university. This posed a big challenge for curriculum designers for university of technology-type programmes who were used to offer programmes that were designed by convenor technikons other than themselves.

The comprehensiveness of WSU posed a special challenge because the ethos and philosophy of university education sometimes conflicted with the ethos and philosophy of university of technology (former technikon) education.

WSU needed competent and experienced curriculum specialists as well as an adequately resourced academic planning unit that would be in a position to scan the environment in such a way that it could propose the best combination of programmes and qualification that would adequately address the socio-economic and human resources needs of not only the area of the Eastern Cape province of South Africa in which the university is situated but also the country as whole and the SADC region of Africa.

6.3.2 Resource related challenges

There are three main challenges that fall under the above category, namely, human resources, financial resources and physical infrastructural resources challenges.

6.3.2.1 Human resources challenges

The Mthatha, Butterworth and Queenstown campuses of WSU had difficulties in attracting and retaining adequately qualified and experienced staff because of a shortage of accommodation and other facilities like schools in those areas. There was a challenge of very few academic staff with master's degrees and even fewer staff with doctoral qualifications especially at the former BT and ECT campuses. The capacity of the newly merged WSU to design new academic programmes which would be in line with the new mission statement was lacking. There was also a strong perception that the quality of graduates from HDIs was inherently low.

Even if WSU could double its staff that are sent to South African universities and elsewhere to acquire higher degrees, there was very little that could be done by the university to retain such personnel after completion of their degrees.

6.3.2.2 Financial resources challenges

The three HDIs which merged to form WSU were at the brink of financial and infrastructure collapse at the time of the merger (July 2005). There was a need for maximum utilisation of existing financial resources, a commitment to a culture of strategic budgeting, conscious and targeted fundraising efforts which included, inter alia, the building and strengthening of the WSU Foundation and the exploration of third stream income funding sources.

6.3.2.3 Physical infrastructural resources challenges

The former Border Technikon main campus at Potsdam was built for less than one thousand students with less than 500 students in residences and the former Eastern Cape Technikon was also designed to accommodate less than three thousand students with less than one thousand of them in residences. At the time of merger (July 2005) the state of buildings and other physical infrastructure at the former UNITRA campus in Mthatha (which is the new Head Office of WSU) was at an embarrassing state of disrepair.

6.3.3 Management capacity related challenges

The management of WSU could not be visible on all its campuses and delivery sites because of vast distances between them. There were cases where there were academic programmes offered without the basic academic leadership like Executive Deans, Directors of Schools and Programme Coordinators (PCOs) within close proximity (minimum of 100 kilometres) to such delivery sites. The long distances through some of the most treacherous roads between the delivery sites of WSU scattered among its four campuses in Butterworth, Buffalo City, Mthatha and Queenstown, pose a real threat of accidents and a lot of time spent travelling for meetings.

Unequal exposure of students to the same academic and out-of-class activities including library and computer laboratories was a source of uneasiness and these resulted in a challenge of frequent student unrest. Student residences were in short supply and where

private providers were able to assist, the prices were not the same and this fuelled more student unrest.

There were real challenges of multi campus management where in most of the nine delivery sites (some more than 200 kms from the nearest site) there were no senior administration or support service personnel hence there was a threat of unequal service delivery at remote campuses and delivery sites. This posed a serious quality threat. Some of the members of executive management in Mthatha had their line managers scattered in Butterworth (120 kms away) and East London (more than 230 kms away) and the day-to-day management and control was a big challenge.

6.3.4 Access and success related challenges

The pool of students which were available for WSU was from the traditional rural schools. The former model C schools were sending their students to institutions such as Rhodes University, University of Cape Town and the Cape Peninsula University of Technology with a growing number preferring the University of the Free State and the University of Pretoria.

The student enrolments at the former UNITRA had slumped from more than 7 000 headcount students in 2000 to about 2 000 students by 2002. The good thing that happened was that during the same period student enrolments at the two merging former technikons were growing very steeply. At Eastern Cape Technikon this was increased further by the closure of the former Transkei College of Education and the transfer of academics, students and the infrastructure of the college to the former ECT.

However, most of the students which WSU was able to attract to her academic programmes were under prepared for university education. This resulted in academics having to spend most of their time teaching instead of referring students to self study and searching for information on their own. This resulted in the unacceptably high failure rate and very low throughput and low graduation rates. This then resulted in the inability of WSU to improve her income through offering higher degrees in master's degrees and doctoral qualifications.

6.4 Challenges of WSU in its quest to design its PQM as a comprehensive university

6.4.1 Government delays to provide a legislative framework

The inability of the South African government through the DoE and the Higher Education Act (Act No. 101 of 1997), as amended to define the term "comprehensive university" posed a challenge to the designing of the PQM of WSU as a CU. Many individuals were left to create their own versions of the concept of CUs. Some believed that a PQM of a CU in general, and that of WSU, in particular, should offer many certificates and diplomas up to 1st degree level qualifications, leaving the offering of honours level, master's and doctoral degrees to traditional universities.

The delay in getting an approved HEQF gazetted posed a big challenge for WSU since articulation towards the postgraduate level programmes was difficult. It was clear that the NATED documents 150 and 151 for technikons and Report 116 for universities were not sufficient. The CHE had not been able to provide clear implementation plans for the HEQF by June 2008. Articulation between former technikon and former university programmes had always faced challenges of attitudes resulting from some people insisting that former technikon-type programmes were inferior in content, depth and quality to traditional university-type programmes.

6.4.2 Shortage of specialists in curriculum development

WSU had very few academics that were qualified to design academic programmes and designers of assessment criteria were in short supply. Furthermore very few academic staff had master's degrees and even fewer staff had doctoral qualifications and the research output was very low at WSU during this study.

The two former technikons (BT and ECT) which merged with UNITRA to form WSU lacked the capacity to design their own programmes. They relied on convenor technikons for almost all their programmes, study guides and related credit calculations. The pool of competent and experienced curriculum specialists and research academics at the former UNITRA was drastically reduced when its future was threatened by a possible closure in 2002.

Since the PQM should address what the mission statement of the university specified and since it had to meet the needs of the immediate community, local and national economic development and human resources priorities, there were fears and anxiety among academic staff members that their programmes and qualifications could be eliminated from the PQM. Whilst overlap and unnecessary duplication of programmes should be avoided or minimized at all costs, the PQM of WSU had to reach out to all the communities of the university's catchment areas of about six million people.

A common system of calculating credits, study hours, etc., should be developed and the development of a proper HEMIS system and data integrity that would enable WSU authorities to control student numbers and steer the shape of the academic programmes offered at WSU towards the direction which the Minister of Education desired would then be achieved.

6.4.3 Uncertainty about the future sustainability of the "binary divide"

There was a serious uncertainty about the sustainability of the current binary divide between technikon-type and university-type programmes. The thinking was that all South African universities would offer both traditional university-type programmes and former technikon-type programmes thus becoming CUs. If that happened, and it was very likely it would happen, the term "comprehensive university" would disappear and all CUs, UoTs and traditional universities would just be universities offering all programmes at all levels (e.g. certificates, higher certificates, diplomas, advanced diploma, professional degrees, master's and doctoral degrees).

6.4.4 Failure to retain adequately experienced staff from interim to post-merger phase

Institutional memory and policy design and implementation strategies informed by many years of debates on what informed the mission statement, the vision, the core values, the goals, objectives and strategies was lost forever when most of the former VCs, DVCs, Academic Registrars, Directors / Registrars of Finance, Directors of Student Affairs etc. were replaced by new officials when substantive appointments were made at the end of the interim period of the merger. In fact, the ushering in of the new post merger Executive Management wiped off the entire top eight Interim Executive Management (IEM) positions of WSU.

6.4.5 Shortage of staff in quality management directorate

There were no adequate quality assurance policies, procedures, mechanisms and processes to control the standards of learning and teaching at the three institutions that merged to form WSU. However, there were pockets of excellence in quality management during the interim phase, the implementation of which was delayed by the resignation of the Interim Director: Quality Assurance and the six long months it took WSU to replace him. Another six months lapsed between the advertisement of three Quality Assurance Officers' positions and the actual filling of the posts due to WSU's human resources bureaucratic bottlenecks. A unit with eleven positions was operating with only four staff members and, with the additional burden of preparing for the HEQC Institutional Audits in 2011, the staff shortage challenges could result in lack of delivery.

In addition to the preparations for the 2011 HEQC Institutional Audits (IAs), there was real pressure for the scantily staffed Quality Management Directorate (QMD) at WSU to deliver on internal reviews of at least two programmes each year, the improvement plans for the LL. B., the M.Ed., B.Ed., Post Graduate Certificate in Education (P.G.C.E.) and the Advanced Certificate in Education (ACE), the Engineering Council of South Africa (ECSA) reviews of the National Diplomas in Engineering: Civil and Electrical as well as new national reviews to be announced by the DoE.

6.4.6 Financial resources constraints

The three legacy institutions that formed WSU were all HDIs and they had financial resources problems. The deliver sites of WSU were scattered in urban and rural areas in Mthatha, Buffalo City (including East London, Berlin, Bisho and King Williams Town), Butterworth, and Queenstown and attracting and retaining adequately qualified and experienced academics to teach in rural campuses and delivery sites was a big challenge for WSU, especially as a CU.

The remuneration portion of the WSU budget should never exceed 50% (as at the end of 2007 this figure was more than 65%) of the total budget because the core business in any HEI, which is teaching, learning, research and community engagement, should be allocated a

significant amount of financial resources if the academic enterprise is to deliver quality education for learners.

6.4.7 Failure to prevent and control the high staff turnover

There was insecurity and discomfort caused by the reduction of the original eleven faculties that were inherited by the three merging institutions to only six faculties, namely, the Faculty of Science and Engineering (FSE), the Faculty of Applied Technology (FAT), the Faculty of Education (FED), the Faculty of Health Sciences (FHS), the Faculty of Humanities and Social Sciences (FHSS) and the Faculty of Business, Management Sciences and Law (FBML) which were in existence at WSU at the beginning of the Interim Period. These six faculties were further reduced to only four faculties, namely, the Faculty of Business, Management and Law, the Faculty of Education, Faculty of Health Sciences and the Faculty of Science, Engineering and Technology (FSET) by the middle of 2008.

The discomfort was caused by the loss of having had eleven positions of Deans to only needing four Executive Deans and the disbanding or unbundling of the Faculty of Applied Technology and the Faculty of Humanities and Social Sciences. The Departments of Social Work and Psychology were still being torn between being assigned to either the Faculty of Health Sciences or the Faculty of Education since the entire FHSS was made a School under the FED.

6.5 PQM models for South African comprehensive universities

6.5.1 Proposing a general model for PQMs of South African comprehensive universities

6.5.1.1 Introduction

The key point of departure in developing a general PQM model for South African CUs is to realize and recognize that there is neither a universally accepted definition of the concept of a "comprehensive university", nor is there agreement of whether the binary divide between university-type and university of technology-type programmes will continue to exist in South Africa. In paragraph 6.5.1.2 below only the elements of the general PQM model for CUs are listed.

6.5.1.2 The proposed PQM model for South African CUs

- All first post merger PQMs should not be equal to the sum of the programmes and qualifications offered at the former merged institutions that formed the new institution.

- The academic plans which will cascade to plans for Schools and Departments will have to be informed by the Institutional Strategic Plan (ISP) as part of an effort to achieve comprehensive, integrated planning throughout the institution.

- Quality improvement in all systems, services and course content is crucial for all PQMs developed.

- All PQMs not to exceed approved enrolments up to 2010.

- Continue to consult with the DoE, CHE / HEQC and SAQA in so far as external requirements for external processes are concerned.

- When the DoE is assessing applications the following will have to be taken account of:-
  - Mission compliance in all new programmes and testing and aligning existing programmes to be mission compliant;
  - Regional and national economic and human resource needs;
  - Improved graduation and throughput rate;
  - PQMs of neighbouring HEIs;
  - Past enrolment trends in lower qualifications will determine ability to introduce higher qualifications;
  - Employability of current graduates;
  - Compliance with the new HEQF;
  - Institutional capacity in terms of
    - Staff availability and qualifications.
    - Appropriate staff – student ratios.

- Comprehensiveness should be reflected in the new post merger PQMs, by:-
  - Offering a range of qualifications and programmes in both the career focused and the traditional university knowledge based spheres;
  - Offering higher certificate, diploma, professional degree and higher degree programmes at masters and doctoral levels with a focus to develop new knowledge, to improve existing knowledge and to do action research to solve development and other social problems.

6.5.2 Proposing a model for the PQM of WSU as a comprehensive university

6.5.2.1 Introduction

The proposed model of a PQM for WSU as a comprehensive university is a first attempt at addressing the complicated mergers of three institutions with two former technikons and one university with campuses that have vast distances between them are merged.

6.5.2.2 The proposed WSU PQM model

WSU in its quest to develop her first post merger PQM will have to remember that WSU's programmes should not be equal to the programmes and qualifications offered at the former BT plus those offered at the former ECT plus those offered at the former UNITRA. The current PQMs in most South African HEIs were determined by adding the approved PQMs of the merged institutions that formed the new institution.

The Academic Plans which will cascade to plans for Schools and Departments will have to be informed by the Institutional Strategic Plan (ISP) as part of an effort to achieve comprehensive, integrated planning throughout the institution.

The comprehensiveness of WSU to feature clearly in her PQM by:-

- offering a range of qualifications and programmes in both the career focused and the traditional university knowledge based spheres; and,
- offering higher certificate, diploma, professional degree and higher degree programmes at masters and doctoral levels with a focus to develop new knowledge, to improve existing knowledge and to do action research to solve development and other social problems.

Quality improvement in all systems, services and course content is crucial for WSU's PQM development and design.

WSU's PQM has to keep the characteristic of being a developmental and an African university, to demonstrate that it is a technological, scientific, innovative and responsive CU and not to exceed the approved headcount enrolments of 24 000 by the year 2010. WSU has to continue to consult with the DoE, CHE / HEQC and SAQA in so far as external requirements for external processes are concerned.

When the DoE is assessing applications the following will have to be taken account of:-

- Mission compliance in all new programmes and testing and aligning existing programmes to be mission compliant;
- Regional and national economic and human resource needs;
- Institutional capacity in terms of :-
  - Staff availability and qualifications,
  - Appropriate staff – student ratios,
  - Improved graduation and throughput rate,
  - PQMs of neighbouring HEIs,
  - Past enrolment trends in lower qualifications will determine ability to introduce higher qualifications,
  - Employability of current graduates, and,
  - Compliance with the new HEQF.

A PQM Design Model for WSU as a Comprehensive University

The researcher is proposing the following ten basic steps in the process of the designing and development of a PQM for Walter Sisulu University as a comprehensive university.

Step 1 Consolidation of existing programmes

Consolidation of existing programmes and qualification profiles of merging institutions. This consolidated PQM forms the basis of the new PQM.

Step 2 Development of a new academic framework by the newly merged institution

This could be done by, inter alia,

- Making a decision to withdraw or not to withdraw from programme cells in which one or more of the merged institutions were active; and,
- Moving into new programme cells in which none of the merging institutions were active.
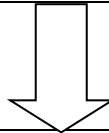
Step 3 Consolidation of programmes by delivery sites

All programmes to be allocated to specific delivery sites so that Executive Deans, Directors of Schools and Programme Coordinators can operate from the same location.

Decisions are made on phasing out academic programmes, majors or fields of specialization, etc.
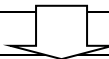
Step 4 Subject all programmes to mission compliance tests

Conduct institution-wide mission compliance tests on all existing academic programmes and qualifications.

For merged institutions, the new mission statement determines which academic programmes will be offered or not and at which delivery sites.

Step 5 Determine which new programmes to be offered

Determine which existing programmes to continue to be offered and which new programmes to be introduced.
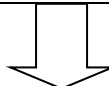
Step 6 Determine which programmes to be offered at a higher levels

Determine which bachelor's degrees to be offered at honours level, which honours to be offered at masters level and which masters degrees to be offered at doctoral level.

This always depends on the availability of adequately qualified and experienced staff, study materials (books, journals, etc.), physical infrastructure (classrooms, lecture theatres, laboratories and workshops or seminar rooms) as well as computer software.
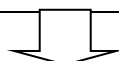
Step 7 Embrace university's unique character

University to keep its unique character of being an African, developmental, comprehensive university which is technological, scientific, innovative and responsive.
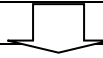
Step 8 Legal compliance of educational provisioning

All processes to be in line with the South African Constitution, Act 200 of 1996, the Higher Education Act, Act No. 101 of 1997 as amended, the provisions under the Council on Higher Education (CHE), the Higher Education Quality Committee (HEQC) and the Higher Education Qualifications Framework (HEQF).

Step 9 Ensure stakeholder involvement

Ensure that all these processes involve all stakeholders including Council; Senate; Institutional Forum; Staff Labour Unions; Parents; Funders/Donors; Employer Organizations; Regional, National, Provincial, Local (including district and local municipalities) government and the Student Representative Council (SRC) in order to ensure buy-in and support.

Step 10 Infuse quality in all these processes

Infuse quality promotion, quality assurance, quality improvement in all activities and processes of PQM design and development.

The researcher is proposing the same ten general steps in the process of the designing and development of a PQM of any comprehensive university. The only difference between the development of a PQM of any comprehensive university and that of Walter Sisulu University (WSU) is in Step 7 under WSU which refers to the embracing of the university's unique character. Usually this unique characteristic is found in the vision, mission, goals, objectives, core values, logo, motto and any unique slogan by which such a university wants to be associated with.

A PQM Design Model for WSU as a Comprehensive University

The researcher proposes the following schematic representation of the Model of the PQM design process of WSU as a comprehensive university.

Wide choice of careers. Binary divide in academic programmes to continue to exist. Commitment that ALL WSU academic programmes must include experiential learning. WSU as a CU to offer both university-type and technikon-type programmes ranging from certificate to diploma, degree up to masters and doctoral qualifications. All courses to be relevant to regional human resources and socio-economic development needs. Transfering education, skills, attitudes and values to transform students to responsible adults. Quality education producing a well-rounded employable graduate with entrepreneurial skills.

Quality assurance to be infused in all programmes and all students to have access to highly educated and experienced staff as well as adequate teaching and learning equipment and materials.	Student centred approach Globally competitive workers and entrepreneurs. All academic programmes to be accessible to all students with a potential to succeed. Highest quality standards. Easy articulation. Preparation of responsible well-rounded graduates.	Infusion of cross cutting skills and health programmes (including HIV/AIDS knowledge for all students). Funding available to all students based on their intellectual ability to succeed.

Graduates to be marketable to the domestic market as well as being marketable to the international community (Globalization). The graduates to be self employed entrepreneurs.

The PQM Model proposed for WSU as a Comprehensive University (CU) suggests that:-

1. The binary divide between university-type programmes and technikon-type programmes should be maintained for many years to come; otherwise the CUs will cease to exist.

2. The programmes offered must range from certificate, diploma, undergraduate degrees, postgraduate diplomas, masters and doctoral studies in both university-type and technikon-type programmes.

3. Some academic programmes should be hybrids of traditional university-type and technikon-type programmes embracing the philosophy of university education as well as that of technikon education.

4. All academic programmes at WSU to have a strong component of experiential training.

5. Infusion of cross-cutting skills: - WSU will infuse in its programmes modules that provide cross-cutting soft skills. These skills will include computer literacy, communication skills in the language of instruction, entrepreneurial skills, mathematical literacy, and introduction to research skills at undergraduate level and HIV / AIDS knowledge (WSU, 2008: 12).

6. WSU must produce graduates who are disciplined, well-rounded young adults who possess the highest possible moral standards representing the values of excellence, integrity and wisdom by which the late Walter Sisulu lived.

7. Quality assurance to be infused in the teaching, learning and research activities of all academic activities at WSU.

8. Equity of access and success to be at the core of university education provision at WSU.

9. Three main beneficiaries of WSU graduates, include,

    9.1 The global and international job market, the most popular areas being Australia, England and the Middle East for nurses and teachers;

    9.2 The South African public and private sector through government and municipal employees; and,

    9.3 The South African economy through entrepreneurs who are not job seekers but creators of jobs for themselves and others.

10. All WSU graduates to be employable within six months after graduating (in the area for which they have been educated, skilled and trained).

11. All WSU students should have easy articulation to other programmes across any faculty and the binary divide.

12. Funding to be made available to all students who have the potential to succeed. Brilliant and dedicated students to be offered bursaries and scholarships.

6.6 Conclusion

This chapter highlighted challenges of developing PQMs for South African comprehensive universities. This was followed by an analysis of key institutional challenges that could hamper WSU from designing and developing the best post-merger PQM. This was informed by the responses from the questionnaires submitted by the eight university representatives, two of the former VCs of the three institutions that merged to form WSU as well as the Executive Deans of WSU's four faculties, as discussed in chapter 5 of this thesis. The order and content of the questions posed by the questionnaires was followed in identifying the key challenges of the process of designing and developing the first post merger PQMs of comprehensive universities in South Africa.

The seventh (and last) chapter of this study deals with conclusions, recommendations and suggestions of areas of further study

CHAPTER SEVEN

CONCLUSIONS AND RECOMMENDATIONS

7.1 Conclusions

Chapter 1 (paragraph 1.8) recognised that the unique terminology used in higher education posed many challenges since, for example, "comprehensive universities" and "programme and qualification mix" were not understood to mean the same concepts in different universities even within the same countries and continents.

In Chapter 4 (paragraph 4.5.7) under the discussion of the arrangement of the academic enterprise of selected international comprehensive universities, the listing of faculties, schools and departments of selected international universities, an argument was attempted to classify most of these universities as comprehensive universities either in terms of programmes and qualifications offered or the extent of research activities. What stands out very clearly is that no international higher education system classifies their institutions of higher learning as "comprehensive universities" simply because they offer university-type programmes and technikon-type programmes. It appeared as if it is only the South African HE system which defines CUs as universities which offer both university-type and technikon-type programmes. The challenge here is that there are no technikons and hence no technikon-type programmes offered in any country except in South Africa and Namibia.

In the section (paragraph 4.6.5) that discussed South African universities a close scrutiny of the faculties into which the academic enterprise was arranged in the two traditional universities (the University of Limpopo and the University of KwaZulu-Natal), the two universities of technology (the Cape Peninsula University of Technology and the Tshwane University of Technology) and the four comprehensive universities (the Nelson Mandela Metropolitan University, the University of Johannesburg, the University of South Africa and Walter Sisulu University), it was clear that there were common areas like Science, Engineering and Technology (SET), Law, Humanities, Education and Business Sciences in their academic spread.

The PQM discussion revealed that there were very few differences among the eight South African universities, namely CPUT, NMMU, UJ, WSU, UKZN, UL, TUT and UNISA discussed above.

In Chapter 5 (paragraph 5.8) it was observed that all eight universities which received questionnaires returned completed responses and a 100% response especially from VCs or DVCs or Academic Planners on a sensitive topic like this one was not expected and came as a pleasant surprise to the researcher. Two of the three former VCs of the three institutions that merged to form WSU responded to the questionnaire and that was enough to compare with the other eight institutional responses. All four Executive Deans of WSU responded enthusiastically to the questionnaire which was delivered to them at the end of October 2008. This was another 100% response rate at a time when the study was being wound up.

The six respondents who were interviewed constituted a 100% of the stakeholders who were identified and approached for such interviews. This was another surprise because here one is talking about an MEC for a provincial Department of Education, Executive Mayors of three vast District Municipalities who were all extremely busy.

The study revealed (cf. paragraph 6.6) that all eight universities (100%) believed that there was no common and internationally accepted definition of the term "comprehensive university". The study also revealed that the majority [five out of eight (62.5%) respondents in this study] do not agree with the notion that the terminology "comprehensive university" in the South African higher education context can continue to refer only to an institution of higher learning that offers both university-type and technikon-type academic programmes. Therefore, there is no international higher education system which classifies their institutions of higher learning as CUs simply because they offer both university-type and technikon-type programmes.

There is very little hope that South Africa will sustain the binary divide between university of technology and traditional university programmes for longer than a few years especially in the light of the non-existence of technikon qualifications like B. Tech. in the new HEQF. The HEQF also bestows freedom to all universities to offer any type of academic programme which could mean that in the not too distant future all universities will be comprehensive

universities if CUs are defined simply as universities that offer both university-type and technikon-type programmes.

There was a fair agreement on the definition of a "Programme and Qualification Mix". There was a common understanding of the steps to be taken in the preparation of the first post-merger PQM. The same stakeholders were consulted in the development processes of the first post-merger PQM. The challenges of designing and developing the first post merger PQM for WSU are systemic and they cannot be solved overnight since the DoE and the CHE and its HEQC and the SAQA are also grappling with the challenge of human resource capacity being the key system wide challenge.

7.2 Recommendations

- It is recommended that the DoE and the CHE engage with the university sector in finding a definition that will commonly be used to describe and define the concept "comprehensive universities'. The attempts by the eight universities at describing and defining the concept can be used as a basis to brainstorm the definition and description of this concept.

- Since no international higher education system classifies their institutions of higher learning as "comprehensive universities" simply because they offer university-type programmes and technikon-type programmes <u>and</u> since there will in future be no technikons or technikon-type programmes it is recommended that all universities be classified as comprehensive universities, capable of offering any programme to any level as long as such a university has the capacity to offer quality programmes.

- Since the binary divide between university-type and technikon-type programmes is not sustainable in the near future, it is recommended that all universities offer programmes and qualifications that address the socio-economic needs of their provinces, regions and district or local authorities with a special attention to the SADC region and NEPAD educational and human resources needs. The implementation, monitoring and evaluation of the PGDP should be driven by the universities through their PQMs.

- It is recommended that the mergers of HDIs with other HDIs as in the case of the University of Limpopo and WSU be reconsidered as their situation contradicts the rationale for the mergers and incorporations which was mainly to combine adequately

resourced and academically strong HAIs with HDIs, to form stronger and more viable institutions of higher learning (cf. paragraph 3.3).

- Where the distances between the campuses of the same university are more than 100 kilometres an alternative arrangement should be considered because these distances (prominent in the case of University of Limpopo and WSU) are risky in terms of road accidents and are a management challenge. It is also not easy to offer students the same experience in terms of infrastructure and library and computer facilities as those in the larger and more urban campuses.

- Lastly, the South African government should reinstate the re-dress funding so that the quality of education offered at HDIs be uplifted to a level where they will be comparable to their HAI counterparts especially in terms of the infrastructure and incentives for relocating to "rural campuses" as it is the case with "rural allowances" for doctors, nurses and other health professionals in the Department of Health.

7.3 Areas of further study

Further studies are to be embarked upon to define the term "comprehensive university" in a manner that will mean the same thing whether one is referring to the South African higher education system or the HE system in other continents. The Higher Education Act (HEA), Act No. 101 of 1997, as amended, should also define this terminology.

Future research on PQM design will need to take into account the impact of the HEQF on the PQM profile of CUs. An improvement of the proposed model for the PQM of WSU as a CU needs consideration by future researchers. Alternatively, new models for designing and developing PQMs for CUs should be developed by future researchers in this field using modern sophisticated computer software.

The possibility of a continued existence or disappearance of the binary divide between technikon-type career focussed programmes and traditional university-type programmes need attention by future researchers in this field of studies.

Lastly, the re-engineering of the Higher Education (HE) sector to address the vicious cycle of low quality of graduates, inadequate infrastructure and shortage of skilled and highly

qualified staff at historically disadvantaged institutions resulting in low throughput rates should be addressed by, inter alia, a conscious financial intervention of the South African government to level the playing field in the HE sector once and for all.

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Table 6: Details of qualifications and majors of new institution

ANNEXURES

Annexure 1 Letter of approval of the study

P. O. Box 384,
Gonubie
5256
6th December 2006

Professor Q.T. Mjoli (Pro- Vice Chancellor Academic)
Walter Sisulu University
Private Bag X3182
Butterworth
4960

Dear Professor Mjoli,

PERMISSION TO CONDUCT RESEARCH ON WSU FOR PH. D. STUDIES- M.A. DANDALA

I hereby request your office to grant me a formal written permission to use knowledge and information gathered in the execution of my duties at Walter Sisulu University and its constituent former institutions to conduct a study towards the Ph. D. degree at the University of the Free State. I am already registered for such studies and I intend completing the degree by the end of 2007.

The title of my thesis is "Challenges of designing a Programme and Qualification Mix (PQM) at South African Comprehensive Universities (with special reference to Walter Sisulu University)." I have already submitted my first three chapters for scrutiny by my supervisor and co-supervisor. I will spend three months of 2007 as a full time resident student at the University of the Free State in an attempt to finish my studies as planned.

As you already know, it is common practice to ask for formal approval to conduct such a study using general information on processes from the relevant university being studied. It is hoped that the recommendations of this empirical study will throw more light on, inter alia, what comprehensive universities are, what PQM can be suggested by WSU to the DoE and what PQM model, if any, can be proposed for South African Comprehensive Universities.

Your prompt written response will be appreciated.

Regards,

Andile Dandala

cc   Prof A.M. Mdebuka
cc   Prof K. Mfenyana

Approved provided that no confidential information is divulged.

06/12/06.

PROF. Q.T. MJOLI

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Annexure 2 Covering letter and the questionnaire to the VCs etc.

QUESTIONNAIRES TO:

1. Vice Chancellors or Deputy Vice Chancellors (Academic), Academic Planners, current/former Merger Managers of Selected (a) Comprehensive Universities, namely, NMMU, UJ, UNISA and WSU; (b) Universities of Technology, namely, CPUT, TUT ; and (c) Traditional Universities, namely, UL and UKZN.

2. Former VCs of Border Technikon, Eastern Cape Technikon and the University of Transkei, the three institutions which merged on 1 July 2005 to form WSU.

Dear Sir / Madam

RESEARCH STUDY ON THE CHALLENGES OF DESIGNING A NEW PROGRAMME

AND QUALIFICATION MIX (PQM) FOR A COMPREHENSIVE UNIVERSITY (CU) IN

SOUTH AFRICA

I am currently studying towards the Ph. D. Degree in Higher Education Studies at the University of the Free State (UFS) in Bloemfontein and my research topic is "The Challenges of designing a New Programme and Qualification Mix (PQM) for a Comprehensive University in South Africa." This necessitates an in-depth inquiry into the processes that accompanied the development of the first post-merger PQMs of the four CUs in South Africa and a comparison of that process in two of each of the other types of universities in South Africa, namely, Traditional Universities and Universities of Technology (former technikons).

The researcher also needs to thoroughly explore the expectations of key stakeholders involved in such a PQM. Information from these stakeholders will be obtained through interviews with the Executive Mayors of Chris Hani, OR Tambo and Amathole District Municipalities, the Eastern Cape MEC for Education and the architect of the Provincial Growth and Development Plan (PGDP) in the Office of the Eastern Cape Provincial Premier.

The primary aims of this study are:

❖ To define the terms "comprehensive university", "programme mix and qualification mix".
❖ To outline the components of different PQMs of South African and international universities.

- ❖ To explain the processes of developing the first post-merger PQMs for four of the six South African comprehensive universities, namely, Nelson Mandela Metropolitan University, University of Johannesburg, University of South Africa and Walter Sisulu University.
- ❖ To outline the general composition of PQMs of selected international comprehensive universities in the continents of Africa, Asia, America, Australia and Europe.
- ❖ To outline the general composition of PQMs of two South African traditional universities, two South African universities of technology as well as four South African comprehensive universities. In some cases the faculties into which the academic programmes are arranged are listed with the physical location of each faculty. This is followed by a brief evaluation of the PQM that is currently followed by the newly merged institution in each case.
- ❖ To debate the impact of the possible disappearance of the binary divide between universities and technikons, on the continued existence of comprehensive universities as an institutional type in South Africa.
- ❖ To identify and analyze the key challenges of developing the first post-merger PQMs for South African comprehensive universities.
- ❖ To identify and analyze the specific challenges of designing the first post-merger PQM for Walter Sisulu University.

You are, therefore, kindly requested to assist me with the necessary information by completing the attached questionnaire and to return it to me by e-mail or fax at your earliest convenience - preferably within five days of reading the e-mail. The responses of individuals and representatives of institutions and organizations will be treated with the strictest confidence and the findings of this study will be communicated to you.

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Your co-operation in this academic study will be highly appreciated.

Yours sincerely

Andile Dandala

E-mail address adandala@wsu.ac.za

Cell Number 083 281 0563

Fax Number 043 708 5435

QUESTIONNAIRE

Kindly indicate with a cross (**X**) where applicable.

1.1 According to your knowledge, is there a common and internationally accepted definition of the term "Comprehensive University?" (Please underline)   **YES / NO**

1.2 How would you define the meaning of "Comprehensive University" in the South African context?

1.3 Are there any further characteristics of a Comprehensive University (CU) that you would like to describe?

1.4 Can the terminology "Comprehensive University" in the South African Higher Education context continue to **only** refer to institutions that offer both Technikon-type and university-type academic programmes?   **YES / NO**

Briefly motivate your response.

1.5 What is your understanding of the concept "Programme and Qualification Mix (PQM)" as it is used in South Africa?

2. BINARY DIVIDE BETWEEN UNIVERSITIES AND UNIVERSITIES OF TECHNOLOGY

2.1 Is the binary divide between "universities" and "universities of technology" likely to be sustained in South Africa?   **YES / NO**

2.2 What will happen to the academic profile of CUs when the binary divide disappears, if it does?

2.3 For how long (years) do you think South Africa will sustain the binary divide between universities and technikons?

3. KEY AREAS TO CONSIDER IN DESIGNING A NEW PQM

3.1 In the development and design of a PQM of any university, please indicate according to the scale 1 – 5 the degree of importance you attach to each of the ten statements below.

Scale	1	2	3	4	5
Degree of Importance	**Not Important at all**	**Not so important**	**May be important to consider**	**Important**	**Very Important**

Statement	Degree of Importance (select 1 or 2 or 3 or 4 or 5)
Involve all stakeholders, viz. Management, Staff, Students, etc.	
Provide adequate infrastructure and physical resources.	
Budget for everything including price escalation.	
Involve curriculum specialists from overseas universities.	
Include South African government, commerce and industry and relevant NGOs.	
PQM to address regional economic development needs as outlined in the PGDP.	
PQM for all universities to be comparable to the best in the world.	
Include Monitoring and Evaluation in every PQM development.	
The availability of adequately qualified staff and reference materials in the resource centre should precede the introduction of new academic programmes at all times.	
All universities must provide programmes within all academic fields in the CESM categories reaching the highest possible level.	

4. PROCESS OF DEVELOPMENT AND DESIGNING OF THE FIRST POST-MERGER PQM

4.1 Use one of the numbers 1, 2, 3, 4, or 5 according to the scale below in the appropriate cells, to indicate whether these steps were taken in the institution. Each institutional representative has to respond only to its own processes.

1	This never happened
2	This might have happened
3	This seemed as though it happened
4	This is very likely to have happened
5	This definitely happened

	CPUT	TUT	UKZN	UL	NMMU	UNISA	UJ	WSU
Audit of "as is" PQMs of merging institutions								
During Interim Phase all existing programmes continued.								
Even during the Interim Phase some programmes were consolidated and phased out at some delivery sites								
Academics were relocated following consolidation and phasing out of programmes during the interim phase.								
New programmes and qualifications were proposed for the first post-merger PQM								
New PQM was approved by the DoE within the first 30 months after the merger date (Write YES or NO and specify period in months)								

4.2 Please list FIVE key stakeholders involved in the preparation of your institution's PQM in the order of priority from the most crucial to the least important.

4.3 Did the Department of Education reject your first PQM submission?

YES / NO

4.4 If the answer above is YES, did the DoE prescribe to your university what programmes you may not include in the PQM?

YES / NO

5. CHALLENGES OF PQM DEVELOPMENT IN COMPREHENSIVE UNIVERSITIES (All eight universities to please respond to this question)

5.1. List three key challenges in developing the first post-merger PQMs for **comprehensive universities** in South Africa.

5.2. What do you think are the three key challenges **your** university is/was faced with in designing her first post-merger PQM?

6. ROLE OF HIGHER EDUCATION INSTITUTIONS (HEIs) IN PROVINCIAL GROWTH AND DEVELOPMENT PLANS (PGDPs)

What is the role, if any, of Higher Education Institutions (HEIs) in general, and your own university, in particular, in the PGDP?
6.1 General role of HEIs in PGDPs.

6.2 Specific role of your university in the PGDP of your own province.

THANK YOU VERY MUCH! YOUR INPUT IS HIGHLY APPRECIATED.

Annexure 3 Covering letter and an interview guide for various stakeholders

P. O. Box 384,

Gonubie

5256

20 March 2008

INTERVIEW GUIDE TO:

Executive Mayors of Chris Hani, OR Tambo and Amathole District Municipalities.

Office of the Eastern Cape Provincial Premier.

Office of the Eastern Cape MEC for Education.

Higher Education Directorate of the national Department of Education
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Dear Sir / Madam,

RESEARCH STUDY ON CHALLENGES OF DESIGNING THE PROGRAMME AND

QUALIFICATION MIX (PQM) FOR A COMPREHENSIVE UNIVERSITY (CU) IN

SOUTH AFRICA

I am currently studying towards the Ph. D. Degree in Higher Education Studies at the University of the Free State (UFS) in Bloemfontein and my research topic is "The Challenges of designing a New Programme and Qualification Mix (PQM) for a Comprehensive University in South Africa." This necessitates an in-depth inquiry into the processes that accompanied the development of the first post-merger PQMs of the four CUs in South Africa and a comparison of that process in two of each of the other types of universities in South Africa, namely, Traditional Universities and Universities of Technology (former technikons). Responses from this part of the research will be obtained through questionnaires to specific individuals holding key positions at the eight Higher Education Institutions as well as the former Vice Chancellors of Border Technikon (BT), Eastern Cape Technikon (ECT) and the University of Transkei (UNITRA), the three institutions which merged on 1 July 2005 to form Walter Sisulu University.

The researcher also needs to thoroughly explore the expectations of key stakeholders with regards to such a PQM. Information from these stakeholders will be obtained through interviews of the Executive Mayors of Chris Hani, OR Tambo and Amathole District

Municipalities, the Eastern Cape MEC for Education**,** the architect of the PGDP in the Office of the Eastern Cape Provincial Premier as well as one or two officials of the Higher Education Directorate of the national Department of Education (DoE).

The primary aims of this study are:

❖ To define the terms "comprehensive university", "programme mix and qualification mix".
❖ To outline the components of different PQMs of South African and international universities.
❖ To explain the processes of developing the first post-merger PQMs for four of the six South African comprehensive universities, namely, Nelson Mandela Metropolitan University, University of Johannesburg, University of South Africa and Walter Sisulu University.
❖ To outline the general composition of PQMs of selected international comprehensive universities in the continents of Africa, Asia, America, Australia and Europe.
❖ To outline the general composition of PQMs of two South African traditional universities, two South African universities of technology as well as four South African comprehensive universities. In some cases the faculties into which the academic programmes are arranged are listed with the physical location of each faculty. This is followed by a brief evaluation of the PQM that is currently followed by the newly merged institution in each case.
❖ To debate the impact of the possible disappearance of the binary divide between universities and technikons, on the continued existence of comprehensive universities as an institutional type in South Africa.
❖ To identify and analyze the key challenges of developing the first post-merger PQMs for South African comprehensive universities.
❖ To identify and analyze the specific challenges of designing the first post-merger PQM for Walter Sisulu University.

You are, therefore, kindly requested to assist me with the necessary information by allowing me to have a short personal and confidential interview based on the following "Interview Guide" during the week of 24 – 28 March 2008. The responses of individuals and representatives of institutions and organizations will be treated with the strictest confidence and the findings of this study will be communicated to you at my earliest convenience.

Your co-operation in this academic study will be highly appreciated.

Yours sincerely

Andile Dandala

E-mail address adandala@wsu.ac.za

Cell Number 083 281 0563

Fax Number 043 708 5435

INTERVIEW GUIDE FOR THE PREMIER'S OFFICE REPRESENTATIVE, EXECUTIVE MAYORS OF THE AMATHOLE, CHRIS HANI AND O. R. TAMBO DISTRICT MUNICIPALITIES, THE DOE REPRESENTATIVE(S) AS WELL AS THE EASTERN CAPE PROVINCIAL MEC FOR EDUCATION.

1. Expectations of the Department of Education and the Eastern Cape provincial stakeholders from the WSU PQM designing and development process.

1.1 The "PGDP" expects the "PQM" designing and development process of WSU to:-

1.2 The Eastern Cape "MEC" for Education expects the "PQM" designing and development process of WSU to:-

1.3 The District Municipalities of Amathole, Chris Hani and
O. R. Tambo expect the PQM designing and development process of WSU to:-

1.4 The national Department of Education (DoE) expects the "PQM" designing and development process of WSU to:-

2. The Role of the DoE and the Eastern Cape Stakeholders in the Development of the PQM.

2.1 The Office of the Provincial Premier's role through the PGDP has the following role in the development of the PQM of WSU

2.2 The Eastern Cape "MEC" for Education has the following role in the development of the "PQM" for WSU.

2.3 The District Municipalities of Amathole, Chris Hani and O. R. Tambo have the following role in the development of the PQM of WSU.

2.4 The national Department of Education (DoE) has the following role in the development of the "PQM" for WSU.

3. Please elaborate on specific areas of study that you would like to see offered at WSU.

THANK YOU VERY MUCH! YOUR INPUT IS HIGHLY APPRECIATED.