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A Historical Overview of the Development of Private Higher Education in South Africa¹

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Introduction

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This paper provides an historical overview of the private higher education sector in South Africa and points out that the development of private institutions is a result of the interplay of social, economic and political forces. As illustrated by the recent significant increase in private higher education providers in Eastern Europe following an unprecedented social, economic and political change, these external forces indelibly shape the form and size of higher education sectors. This is also evident in Africa where the general lack of private higher education providers has been linked to limited financial resources and high levels of poverty in many African countries. Indeed, since the establishment and growth of private higher education institutions is increasingly a profit-generating business venture, the shape, size and provision of private higher education is associated with the wealth of individual nations.

Until recently, there has never been a focus on the development and operations of private higher education institutions in South Africa. To date, no systematic study has been undertaken on the development and operations of private higher education institutions. This historical lack of attention to the operations of the private higher education sector is due to the fact that, (a) private post-secondary higher education has not been conspicuous and only recently attracted widespread interest; (b) The private higher education sector commands a limited infrastructure and operates in the fringes of the public higher education system; (c) Accompanying the peripheral operation of private post-secondary and higher education institutions has been the infusion of their programmes into public post-secondary and higher education institutions. Thus, private post-secondary and higher education institutions have been operating in the shadow of public institutions; (d) Recently, many private post-secondary and higher education institutions rely on public institutions for course material and infrastructure; and (e) For long, private post-secondary education institutions were regarded as inferior institutions that awarded certificates and diplomas to Blacks.

Objective

This paper sets out to present a contextual and analytical perspective on the historical development of private higher education in South Africa. It identifies historical antecedents to the present development of private higher education. As such, the paper provides a background context and framework to analyses of private higher education in South Africa.

In addition, the paper seeks to redress the imbalance of the lack of focus on the development of private higher education by tracing the growth of the private higher education sector and by examining key developments in the history of the development of higher education in South Africa. However, the understanding of private and public higher education institutions differs from one country to another. Hence, a discussion of private higher education cannot be complete without dealing with the complex issues that determine privateness or publicness of

institutions. Thus this paper, firstly, deals with complex definitional issues before tracing a historical development of the sector in South Africa.

Ambiguity in Definitions of Private/Public Higher Education

International literature on private higher education suggests that in any given country where the private higher education sector exists, it always coexists alongside a public higher education sector. Thus Geiger (1986a:7) concludes that a private sector implies the existence of a public sector. Such coexistence results in a mixed or dual system of higher education. A spin-off effect of this dualism, in terms of analysis and understanding of higher education systems, as Levy (1986a:2) points out, is that "each sector individually is best understood when seen in contrast to the other".

South Africa currently has a mixed higher education system comprising of the private and public higher education sectors. On one hand, the private higher education sector consists of institutions, mainly for-profit, that operate relatively 'independent' of state control. On the other hand, although public higher education institutions are autonomous, with respect to their internal operations and enjoy academic freedom, they are accountable to government as they rely on government subsidy for their operations. However, many public higher education institutions also engage in commercial ventures. They use their infrastructure, curriculum material and financial resources to generate income and engage in public-private partnerships that lower the costs of education. Essentially, public institutions become similar to private higher education institutions with regard to profit making motives. Thus, they are said to be engaging in the process of privatisation.

This blurring of boundaries marks a significant shift from earlier clear distinctions between public and private higher education institutions. A simple and logical approach to defining private higher education is to cluster all the institutions that operate independent of state financing or state responsibilities into a sector called the private higher education sector. However, analysts of private higher education show that the claim to functioning 'independent' of government or state is dubious and problematic, in that in many countries there is state involvement in the operation of the private higher education sector.

Thus, in Sweden every institution must act in accordance with socially defined responsibilities, so that private control in higher education, even though existing for all practical purposes, in fact requires a high degree of public-mindedness (Geiger, 1986a:6). In recognition of the importance of the social role of all higher education institutions, Section 3(3) of the current *South African Higher Education Act, No. 101 of 1997*, as amended, provides for the Minister of Education to determine the scope and range of operations of both private and public higher education institutions in the interest of the higher education system as a whole.

Beyond the criterion of socially defined responsibilities, however, the use of finance as a criterion to determine the privateness or publicness of an institution is vague. For example, internationally, in Belgium and the Netherlands, the private higher education systems are wholly state funded and characterised by "deep" state involvement in the internal affairs of

universities. Indeed, according to Geiger (1986a: 216) private universities in these countries, particularly in Belgium, "find their budgets completely committed to ongoing obligations", that are attached to state funding. By contrast, in Brazil, Chile and Japan the private sector receives 10% of their funding from their respective governments. Yet in the extreme, in Mexico and the Philippines, the private higher education sectors are self-reliant (James, 1991; Levy, 1986a and Geiger, 1986a). A similar anomaly exists with respect to tuition fees as students enrolled in private institutions in some countries receive financial support from the state or state-funded organisations.

The above examples illustrate that private-public distinctions differ from nation to nation and that no neat distinction can really be maintained. Thus, while private higher education institutions in South Africa are not as yet subject to similar controls or receive state funding, private-public partnerships between higher education institutions implicitly mean that the state and public institutions cushion the development of the private higher education sector as the state heavily subsidises public education. These ambiguities have, amongst other, lead Levy (1986b: 170) to conclude that: "no behavioral criterion or set of criteria consistently distinguishes institutions legally designated private from institutions legally designated public".

Studies on private higher education nonetheless use several variables to highlight the privateness or publicness of institutions. These include sources of revenue, mission, orientation, function, legal and official definitions, clientele, quality of learning, type of governance, and form of control (see Geiger, 1986b and 1988 and Levy 1986b and c). Following on examples discussed above, a study conducted by Geiger (1986b) shows that the private and public higher education sectors in Belgium are both wholly state funded. In the Netherlands, the government imposes equal control over both the public and private sectors. In Sweden the private higher education sector addresses socially defined responsibilities.

Using these three criteria, funding (finance), control and function, the following discussion shows that the development of the private higher education sector in South Africa has evolved through various phases. This, firstly, involved efforts to define the function and operation of the first private higher institution through state legislation. Secondly, increasing state attention was directed to the legal and official definition of the higher education sector and the clientele served by private providers. Thirdly, increasing state attention is currently being given to mission, orientation, quality of learning and governance.

This paper uses legislation to periodise the historical development of private higher education in South Africa. It also uses the three criteria (funding, control and function) to show the shifting nature of higher education between the private and public sectors

Outline and Periodisation

Not much is known about the origins and development of private higher education institutions in South Africa. Information on this history is scattered within texts on public higher education, which is often taken to be synonymous with the whole higher education system. The available few South African writings on the private higher education sector focus on current

developments. These articles highlight claims of recent growth in student enrolments and are largely speculative (see Smit, 1998). Their overwhelming focus is on journalistic accounts (Snyckers, 1999 and Vergnani, 2000)ⁱⁱⁱ. Thus, legislation and/or public policy provides a starting point for analysis of the establishment and growth of sector in South Africa. Legislation is one of the major determining factors of the degree of "privateness" or "publicness" of higher education institutions. Therefore, it is through examination of South African legislation of higher education that a periodisation is developed in this paper. As such, this discussion, on the basis of major changes in legislation, periodises historical development of private higher education and the higher education system as whole into four. The four historical periods are briefly outlined as follows:

- (1) The period from the founding of the South African College in 1829 as the first private institution of higher learning, at the time, to the establishment of the first group of public universities in 1917. This period is characterised by the mushrooming of University Colleges that offered Arts and medicine-linked post-secondary education and gradual changes in the control and operation of private institutions that lead to them becoming semi-state institutions. During this period, economic forces and the development of the mining industry from 1880 onwards highlighted the need for the establishment of new vocational institutions such as the Kimberley School of Mines in 1896 and of new fields of study. This period presents a classic illustration of the establishment and development of individual institutions from post-secondary to higher education and from private to public institutions.
- (2) The period from the establishment of the first group of public universities to the eve of the official commencement of apartheid legislation (1918 – 1947). The earlier date marks the transformation of some university colleges into fully-fledged universities that set their own examinations, unlike in the previous period where the University of the Cape of Good Hope (UCGH) was the examining university for affiliated University Colleges. The latter date marks the shift to preserving the established universities for Whites and the initiation of ethnically segmented black universities (see Table 1). This process was started by the development of the first Native University College, later the University College of Fort Hare. During this period, steps were taken towards demarcating the boundaries of higher education.
- (3) The period of formal apartheid (1948-1990), which was characterised by legislation that served such apartheid government interests and aspirations as contained in the *Extension of University Education Act, No. 45, of 1959*. Fundamentally, the Act established university colleges for Blacks (Africans, Coloureds and Indians) and severely circumscribed Black enrolment at universities designated for Whites. During this period all university colleges founded in the previous period either transformed into fully-fledged universities or ceased to exist, as was the case with the Huguenot College which closed down in 1950 (Table 1). An increase in the number of for-profit institutions (referred to in the Correspondence Colleges Act as institutions "for gain") further contributed to the first signs of formal government recognition of the existence of private post-secondary education, in the form of the *Correspondence Colleges Act, No. 59 of 1965*.

- (4) The contemporary period covers the past 10 years, or so, during which a considerable growth in the number of local private higher education institutions alongside the public sector has occurred and claims of high student enrolments have been made. Salient features of this period include increasing concern with quality control issues and an increase in private investment in higher education and of the number of institutions listed on the Johannesburg Stock Exchange. Also significant, is an increase in the number of transnational institutions. Possible reasons for these changes include increasing state concern about its exorbitant investment in higher education; state efforts to reduce its spending on higher education and state efforts to promote equity and social development under the umbrella of transformation of the education system.

Collectively, the general features within these time periods provide some indication that the private higher education sector is developing in South Africa. While this is also evident from extensive marketing campaigns, this fairly recent development obscures the deep historical imprints that private institutions made in laying the basis for a thriving public sector. To account for the foregoing developments, below, is an overview of private and public higher education sectors in South Africa. These historical periods will be used to develop a history of private higher education in South Africa. Thus, the discussion below first highlights the gradual shift from private provision of post secondary education to provision by the state, during the first period. Second, it draws attention to the general drift in private provision from offering post secondary correspondence courses to entering cost sharing and cost saving public private partnerships in the higher education sector.

Evolution of Private-Public Higher Education in South Africa

From Post-Secondary to Higher Education University Colleges – 1829 to 1917

The roots of higher education in South Africa date back to 1829 with the founding of the South African College in Cape Town as a private college with its own board of Directors and individual "shareholders". Associated with the need to limit educational costs incurred by sending students to study in Europe, the initiative arose out of an increased "need for more advanced study" (Behr and MacMillan, 1966), and provided the first institution in South Africa that offered education leading to matriculation and post-secondary qualifications. Beginning with 115 pupils, the staff included a professor in each of the following fields: English and Classic Literature; Dutch-Classic Literature; Modern Languages; Physical Sciences, and Mathematics

However, despite starting out as a proprietary institution that mainly offered pre-university or secondary education, its privateness was short-lived. Soon, three issues combined to shift the private nature of the South African College to a semi-private institution. First, the provincial government from 1834 provided a financial "grant-in-aid" towards salaries. Second, the Governor of the Cape pledged an annual financial contribution and third, the institution was transformed in 1837 into a public college via *Ordinance, No. 11 of 1837*. The Ordinance provided for the Governor of the Cape to nominate "free Pupils" (non-fee paying) for admission and paved the way for the participation in governance issues by the Governor of the Cape. Specifically, from 1837 the Governor of the Cape appointed two members to a body of

seventeen that constituted the Council of Directors "Shareholders" elected the other fifteen members.

While the grant-in-aid and appointment of two members into the council of directors by the Governor indicates initial nominal external involvement in private higher education, by 1878 the Governor of the Cape nominated all twenty members who constituted the Board of Directors. Thus, the College lost its "semi-private character" and became a public institution (Metrowich, 1929). These nominees were thereafter appointed in equal number by the Governor of the Cape and the Convocation (Graduates of the University and holders of the Science and Literature Certificates of the Board of Public Examiners). This development followed on the introduction of the University Incorporation Act in terms of which the University of the Cape of Good Hope (UCGH) was established in 1873 and the Royal Charter provisions in 1877 that enabled UCGH to set its own examinations. In consequence, it suggests that the expansion of higher education activities required government support and intervention and illustrates government willingness to control the higher education landscape.

The stages of development of the South African College between 1829 to its incorporation by the UCGH in 1877 serves as a prototype for the University Colleges that were established afterwards. The University Colleges established during this period started as private initiatives and a few years later the government would make a financial intervention accompanied by participation in their governance and eventually took them over from private individuals or churches. The University Colleges would then become semi-autonomous in the sense that they developed their own syllabuses and the University of the Cape of Good Hope, of which they were constituent colleges, conducted their examinations. Complicating this pattern further is the fact that higher education institutions did not go through these phases at the same time since they were founded at different times.

As shown in Table 1, by 1873 several university colleges existed. Principally established by religious institutions, a common feature among almost all of these university colleges was that they "combined secondary work with courses of post-secondary nature and prepared many young men for study in European universities" (Behr and MacMillan, 1966:206) and the supply of civil servants. They also assumed responsibility for vocational training and for the training of religious leaders as The Church of England and Dutch Reformed Church established a number of other Colleges that had similar features to those of South African College. Indeed, the Dutch Reformed Church established the first industrial school in South Africa in 1895 at Uitenhage (MacMillan, 1970: 35). This occurred in line with the establishment of technical and vocational institutions to provide skills training to poor whites to address their social plight (see Malherbe, 1977).

From its inception, UCGH served as an examining institution. That is, teaching took place at the constituent colleges while the examination was conducted by the university. This is the only connection that the constituent colleges had with the university. The University was modelled on the system at the University of London (Malherbe, 1925; Metrowitch, 1929 and Behr and MacMillan, 1966).

In 1918, South African College and Victoria College converted into fully-fledged University of Cape Town (UCT) and University of Stellenbosch respectively, and paved the way for the establishment of other universities in South Africa.

Table 1: The Origins and Fate of The First Universities in South Africa

Name of College	Founders	Year Est./ Founded	Year Incorporated	Year Granted University Status	Current Status
South African College	Private Initiative	1829	1837	1918	University of Cape Town
Diocesan College	Church of England	1848		Subsumed by the University of Cape Town in 1911	
St. Andrew's College (Rhodes University College)	Church of England	1856	1916	1951	Rhodes University
Stellenbosch Gymnasium then Stellenbosch College and later Victoria College	Dutch Reformed Church Theologians with the support of individuals	1866	1881	1918	University of Stellenbosch
Theological School of Burgersdorp	Dutch Reformed Church	1869	1921	1951	University of Potchefstroom for Christian Higher Education
Huguenot Seminary (Wellington)	Dutch Reformed Church	1874	1916	Became part of Theology Faculty at the University of Stellenbosch	
Technical Institute (Transvaal University College which also took over from Kimberly School of Mines)	Witwatersrand Council of Education (an independent body)	1903	1916	1921 and 1930	University of Witwatersrand (1921) and University of Pretoria (1930)
Pietermaritzburg High School (1863), then University College and later Natal University College	Natal Government	1909	1916	1949	University of Natal
South African Native College (later, University College of Fort Hare)	Missionaries (and other individuals)	1916	1923	1970	University of Fort Hare

Sources: Malherbe (1925), Metrowich (1929), Behr & MacMillan (1966) and Van Wyk De Vries Commission of Inquiry Report (1974)

From Pioneer Universities to Apartheid Education – 1918 to 1947

A first attempt to define higher education came almost a century after the establishment of the South African College, in the *Financial Relations Act, No.5 of 1922*. It was then applied retrospectively to commence with the South Africa Act of 1909. According to the Financial Relations Act of 1922, higher education included education provided:

- (a) at university colleges incorporated by law;
- (b) at the South African Native College (later, Fort Hare University see Table 1);
- (c) at technical institutions (including schools of art, music, commerce, technology, agriculture, mining, and domestic science) as the Minister of Education may declare to be places of higher education;
- (d) such part of the education provided by other technical institutions as the Minister of Education may, after consultation with the provincial administration concerned, declare to be higher education

Six years later, the Van der Horst Commission appointed to inquire into the definition and delimitation of the functions of the universities and of technical colleges recommended in its report of 1928 that higher education should mean nothing but “university education”. A later amendment to the Act, the *Financial Relations Act No. 38 of 1945*, reveals that this was partly aimed at streamlining qualifications, closely defining the sectors in which university graduates would work in and to more closely link graduate output to market needs. For example, one clause annexed to the definition describes higher education as involving “Education provided for the training of secondary teachers” (see Behr and MacMillan, 1966:11).

Some 10 years later higher education was redefined, to include a wider set of institutions, in the following terms:

The definition of higher education as set out in Section 17 of the Financial Relations Act and Amendment Act of 1945 is replaced by a new section in the 1955 Act which includes the following institutions. The universities, schools of art, music, agriculture, mining, pharmacy and nautical training; vocational schools other than those under the control of the provinces; continued education for persons not subject to compulsory school attendance or exempted from it; the training of secondary and nursery teachers and any other education which the Minister of Education, Arts and Science after consultation may declare to be higher education (Behr and MacMillan, 1966: 190).

Although the above-stated sections of legislation were labelled as definitions of higher education, they were more of the nature of administrative categorisation than they were definitions. The main determining factor was whether the Union (national) government should, or provincial governments could, take the responsibility for post-secondary education institutions. This explains the reason why these definitions were carried in the Financial Relations Acts, because the decision to classify institutions was based “almost entirely on financial considerations” (Behr and MacMillan, 1966:10). The definitions did not take into

consideration curriculum content and targeted intellectual development of education provided at post-secondary level, and the institutions in which such education was offered. Thus, this paper argues that the early, so called definitions of higher education were mechanical demarcations, based on administrative and financial capacity of provincial or national government, rather than being scholarly definitions of higher education informed by curriculum content.

One consequence of this formal development of the higher education sector was the entrenchment of racial and class segregation. Indeed, a strong relationship developed between mode of entry into higher education and race and social class, as skilled trades were increasingly preserved for whites. According to Malherbe (1977:188), there was an attitude that "skilled trades were the preserve of the Whites while the non-Whites (and especially the Bantu) were relegated to unskilled labour". Although most vocational and technical institutions were state bodies, the Institute of Bankers (founded in 1898), the Institute of Chartered Secretaries and Administrators (1909) and the Building Societies Institute (1919) provide examples of professional institutes that offered further training and membership to qualified professionals.

Beyond the activities of such private providers, philanthropic activities provided further opportunities to redress the racial skills imbalance. For instance, in an attempt to address the existing racial imbalance in provision of technical and vocational education, a private initiative by the Indian community in Durban culminated in the establishment of part-time commercial and technical classes in 1929 (Malherbe, 1977:188). In 1940 this initiative was boosted by Mr M. L. Sultan who "put up R25 000 for the erection of a technical college, which was named after him". It was only after seventeen years, in 1946, that the government recognised the College officially as a technical college in terms of the Higher Education Act, No. 30 of 1923 and gave it a grant-in-aid of R11 770 (Malherbe, 1977:188).

Similarly, the government made limited provision for vocational and technical education for Coloureds. This included classes provided by the Technical College in Cape Town, the St. Joseph's Trades School for Coloureds in Aliwal North as well as the part-time classes at Kimberley and at a few other centres (Malherbe, 1977:190). As with Indians and Africans, according to Malherbe (1977:190), "the vocational training of Coloureds was relegated almost entirely to private initiative". This training mainly occurred through Rapid Results College established in 1928 and Success College (1940), which were and still are correspondence colleges, and involved secondary education and the awarding of Certificates and Diplomas. Pittendrigh (1988:120-1) observes that by 1930:

The [Cape and Durban Technical for Coloureds and Indians, respectively] colleges had developed a range of work from continuation classes to day schools, covering classes from standard six level to post-matriculation work ... The highest level of work was for membership of institutions such as the ... Institute of Bankers, Transport, Insurance, Municipal Treasurers and Accountants, Administration and Commerce, Incorporated Secretaries, Chartered Secretaries ... The College at Natal had also, in conjunction with the Natal University College

(Pietermaritzburg), offered degree courses in engineering, commerce and fine art.

Residentially based courses were fairly diverse, involved external quality control and monitoring and provided qualifications to senior level positions. The 1948 report of the Commission of Inquiry on Technical and Vocational Education, (also known as the De Villiers Commission of Enquiry), identified the Institute of Chartered Secretaries and Administrators (established in 1909) and Institute of Administration and Commerce (1927) as professional institutes responsible for offering courses. However, while the passing of the *Vocational Education Act No. 70 of 1955* strengthened the vocational sector, the government of the time largely ignored the private sector and adopted a "laissez-faire policy posture" (Zumeta, 1997:491). This in turn provided ample opportunity for private post-secondary education institutions to develop by tapping the unmet demand among black South Africans to obtain higher qualifications.

It can be seen from the above cited examples that a pattern had developed during this period whereby, on one hand, public and residential post-secondary institutions largely catered for Whites. On the other hand, private post-secondary institutions, many of which were correspondence institutions, largely catered for Blacks. This pattern continued to the next period and was further entrenched by apartheid legislation.

While public higher education institutions concentrated in the provision of higher education, a number of private institutions started to offer vocational education and later would develop to offering higher education. These were Intec (1906), Damelin (1945), Lyceum (1917), Success (1940) and Rapid Results (1928). Some of these institutions developed over the years (see the next sections) by incorporating a number of higher education programmes, and others have recently linked-up with both local and foreign universities, especially on higher education programmes and qualifications. With the exception of Intec College the other institutions are still operating and currently registered by the Department of Education as higher education institutions. Rapid Results, which ceased to operate in South Africa.

Considering the variables of function, finance and governance, the existing private post-secondary institutions during this period largely functioned in addressing the unmet demand for vocational and technical education whose provision to Blacks had been ignored by the government. Their operations were largely through correspondence, itself increasingly in demand especially among Blacks. Bearing testimony to this view is the fact that in 1946, the UCGH, which had been re-named to the University of South Africa (UNISA) in 1916, became the first degree-granting correspondence university in the world.

Although it can be argued that the establishment and operations of private institutions, apart from those established by churches, were not out of moral obligations but driven by a need for profit making, the skewed shape of public post-secondary education system which favoured Whites left a gap for private institutions to exploit. Their funding was privately generated, that is, there were no government grants-in-aid or donations. Thus, the governance and control of these private institutions was left in the hands of people who established them.

A Complex Public Higher Education Structure – 1948 to 1990

Although the definition of higher education in effect was still largely based on administrative and financial considerations, several amendments to the original Higher Education Act occurred and, increasingly, in this period were in favour of apartheid objectives of segregation and inequality.

The process of restructuring the country's education system to bring it in line with the new apartheid legislation commenced with the appointment of the Commission of Inquiry on Native Education (also known as the Eiselen Commission, after its chairperson). This was followed by the centralisation of all of "Bantu (in 1953)" and "Coloured (1964)" education provision under the control of the central government (Malherbe, 1977:190). At the higher education level, these changes culminated in the introduction of the Extension of the University Education Act in 1959. Subsequently, a number of higher learning institutions were set up for specific ethnic groups as shown in Table 2 below.

Table 2: Some Universities Established During Apartheid Period

Name of Institution	Designated Ethnic/Population Group	Year Est./ Founded	Year Granted University Status	Current Status
University College for Coloured people	Coloureds	1959	1970	University of the Western Cape
University College for Indians (later the University College of Durban Westville)	Indians	1961	1970	University of Durban-Westville
University College of the North	Sotho	1959	1970	University of the North
University of Port Elizabeth	Afrikaans (though bilingual)	1965	1965	University of Port Elizabeth
Rand Afrikaanse University	Afrikaans	1966	1966	Rand Afrikaanse University
University College of Zululand	Zulu	1959	1970	University of Zululand

It will be remembered that, from its inception, the South African Native College founded in 1916, later known as the University of Fort Hare was designated for Blacks and during the implementation of apartheid policy was designated for Xhosa speaking people. In the late 1970s and early 1980s, three homeland universities" were established and in 1981 Vista University, targeting "urban" Blacks (as against homelands), was started as the second distance education provider in the country.

Policy changes in higher education provision were thus part of the fundamental transformation of South African society through public policy. This is also evident in the case of technikon

which began to emerge as higher education institutions in this period. This development marked the emergence of a binary public higher education system as the *Vocational Education Act, No. 70 (s34) of 1955* finally put vocational education under the legal definition of higher education. In tabling the Bill preceding the Act in parliament, the Minister of Education argued that the Bill was intended to "give a clearer definition of vocational education than has been the case up to the present" (cited in Pittendrigh, 1988:150). Twelve years later, the "new" higher education sub-sector which was an offshoot of advanced technical education, the Colleges for Advanced Technical Education (CATEs), was established by the parliamentary *Advanced Technical Education Act, No. 40 of 1967*. This was a culmination of a gradual development of the sub-sector from as early as 1853 (see Pittendrigh, 1988) albeit its negation by the government in the earlier period discussed above. By 1969 there were six CATEs. In 1979, the CATEs were renamed the Technikons.

At the end of the period under review, there were 21 universities, 15 technikons and more than a hundred (teacher, nursing and agriculture) public training colleges. Although this number was enough to cater for the higher education needs of the country, it became financially difficult for the state to maintain them. This financial difficulty was partly due to an increasing number of students entering these institutions who could not afford to pay the necessary fees and partly due to the geographical location of many, in economically deprived regions of the country. Both of these factors are a legacy of apartheid.

Making the public higher education sector even more structurally complex was the exercise of political power by the government that racially divided the functions and control of institutions of higher learning and differential funding by the government. The result, according to Van Onselen (1991: 1) is that, White higher education was structured

at the behest of the social, economic and political demands of an enfranchised section of community

against Black education of similar level which became the "by-product"

of racially motivated planning inflicted on a disenfranchised section of the community and, as such, has not been primarily designed to accommodate the profile or patterns of civil society.

The use of the concept "by-product", though, suggests that Black education was an unintended consequence of a "racially motivated" plan. On the contrary, Black apartheid education and all its negative accomplishments were intentional and some of its results were beyond expectation of its intended achievements).

The intervention of apartheid government in the governance and control of higher education clearly demonstrates how the variables of function, funding and governance can be manipulated and thereby make the determination of privatness or publicness on institutions a dynamic process. For instance, the *Extension of University Education Act, No. 45, of 1959* went as far as determining which students the universities could admit. Under this Act, White

universities were legally barred from admitting Black students. A complex public higher education structure was created in that, there were financially state-aided, semi-autonomous universities (designated for Whites) side-by-side state-controlled "new colleges" (designated for Blacks), see Table 2. On the whole, the apartheid government controlled the direction which universities and university colleges could take, leaving a window of semi-autonomy to white universities.

Coupled with the *Extension of the University Act*, government determined the function of higher education institutions also on the basis of race as pointed out by Van Onselen in the quote above. During this period, and prior to it, White Universities were involved in the socio-economic development of the country while Black Universities were meant to be the reproduction centres of the apartheid status quo of a socially and psychologically inferior black population. White institutions played a role in reproducing skills for higher and prestigious levels of the labour market while the Black institutions were designed to reproduce labour power for the lower levels of the market place. This division made White institutions to have superior focus on scholarship and intellectual development while Black institutions were deliberately deprived access to resources and thus were intended to be inferior, resulting in a skewed public university sub-sector pattern. Although the government funded all public higher education institutions, the funding scale favoured White institutions over Black institutions.

What then of private higher providers?

During this period, as in the previously, private institutions still operated remotely. At the beginning of this period the Institute of Marketing Management (IMM) was established in 1949 (as Sales Managers' Association of Southern Africa - SMASA - created by members of the Great Britain equivalent), adding to the number of private institutions already in existence. Private post-secondary education had thus far not been given attention by the administrators of the higher education system, hence the description of having been "remote". Its operations, however, were not remote but infused within the public sector institutions through collaboration agreements between private and public institutions. In this arrangement, some public institutions offered learning programmes that belonged to private institutions. The neglect of private post-secondary education institutions by the government could most likely, and ironically, be accountable for the steady growth of the sector during this period. In addition, the stringent apartheid laws and practices in the education system led to the dropping-off of a number of pupils, especially Africans, from the public sector institutions who possibly found their way to some private post-secondary institutions.

The (Eiselen) Commission on Native Education (U.G. No. 53/1951: Paragraph 352) reported that among "the three official organizations" (the Cape and Witwatersrand Technical Colleges and UNISA) which offered correspondence education, there was also "an undetermined number of private institutions" which were operating "for gain". For the first time, the information on operations for "gain" was publicly and officially reported. The report by Eiselen Commission on the operation of private higher education institutions was a step further from the De Villiers Commission report, which had mentioned the existence and close-cooperation of private institutions with the public sector. Indicative about its uncertainty about the size of this sector, the Eiselen Commission (U.G. No. 53/1951: Paragraph 356) reported that

Information concerning the activities of private correspondence colleges on behalf of the Bantu is less easily obtained. It is known that nine institutions provide courses for Bantu students drawn from within as well as beyond the boundaries of the Union. Courses are given ranging from STD IV to degree courses. [My emphasis]

These were the early stages of the apartheid period. The sector, however, clearly grew significantly. For example, the number of Professional Institutes operating within the public sector increased from three in 1948 to five by 1965 and to thirty-two by 1974. During this period several private colleges reported "a rapid increase in the number of students enrolled", as well as a "growing demand for correspondence education" among Africans (U.G. No. 53/1951: Paragraph 357). Reported learning programmes provided in the sector at the time with student enrolments in parentheses: for BA there were 111 students; B.Com (1), Legal Courses (2); Commercial Courses (1) "plus 960 [students] unspecified". Given the growth and some uncertainty about quality control issues, the Commission recommended government intervention into this sector in the form of regulating registrations, but did not concern itself with the financing and functions of these institutions. The first signs of formal government recognition of the existence of private post-secondary education came, in the form of the *Correspondence Colleges Act, No. 59 of 1965*. The Act, among other things, established the Correspondence Colleges Council that could register Correspondence Colleges, which it defined as

any person maintaining, managing or conducting any correspondence course or providing correspondence tuition for reward, but does not include any person who receives any grant-in-aid from the State.

These are institutions that were largely operating in the field of technical and vocational education from their earlier years of establishment. It is evident from the Act that the government regarded the source of funding of education institutions to constitute an element for distinguishing the private and public sectors. A second important component involved compliance with public institutional provisions as the Act further prohibited maintenance, management or provision of correspondence tuition "for reward" unless a person [or an institution] was registered in accordance with the Act. The use of the phrase "for reward" in this regulation implies a profit-making venture by the owners of these institutions and therefore private

However, despite the government recognition of private institutions, their status remained inferior to that of public institutions as they lacked resources and offered lower level qualifications such as certificates and diplomas. It is likely that this is the reason why the government allowed private higher education institutions operate in the periphery of higher education. For more senior qualifications, some continued to rely on collaborative arrangements with public institutions. Beyond this, private post-secondary education institutions served as a cheap alternative avenue for advanced education and provided an alternative entry point to public higher education institutions. Thus, Andrew (1991:392) indicates that private institutions "granted opportunities for self-realisation and admission to formal education" despite the fact that some programmes were similar to those in the public post-secondary education sector.

Later indications of public sector engagement with the private sector is also evident from the Van Wyk De Vries Commission (1974) which remarked that private institutions offered certain higher education programmes. This Commission noted that some people regarded "non-formal education as a compensatory education which encompassed" adult education, academic bridging and enrichment programmes and the participation of private enterprise in providing a range of specialist services in education. Implicit in this labelling of private education as belonging in the non-formal sector is the notion that private higher education was of an inferior standard. For instance, the Education Renewal Strategy (ERS), initiated in the early 1990s by apartheid government education departments, defined formal education sector

as education provided at or by a school, college, technikon, university or other educational institution with a view to obtaining an educational degree, certificate or diploma instituted by or under any law.

And non-formal education

as planned, structured education provided at or by any institution to obtain a qualification other than a degree, certificate or diploma instituted under or by any law for formal education.

The above view implies that non-formal education led to undefinable qualifications with no status, that is, it led to anything "other than" a certificate, diploma or a degree. At this time, the terms informal and formal were widely and loosely used to demarcate private and public sector post-secondary education institutions. At secondary level, by contrast, both sectors were, and still are, regarded as providing formal education. Thus, the use of the term informal suggests a hierarchical status below the formal higher education sector as the formal sector comprised the public universities, technikons and training colleges, which were legally defined as higher education institutions. On the other hand, the informal sector included private colleges, which largely offered their tuition through correspondence. It is partly out of this sub-sector that the current private higher education sector developed in South Africa.

What then did the exclusion of private post-secondary education from the legal definition of higher education institutions accomplish? Mainly, it contributed to its lower status and thus to the peripheral position which it occupied across the time periods discussed above. As a result, their qualifications became racially stigmatised, as mainly Black people made use of these institutions due to their exclusion from the state sector. A further underlying reason for racial stigmatisation relates to the manner in which the government dealt with the private "non-formal" secondary education sector. For instance, according to Andrew (1992:393-94)

the Department of Education and Training (DET) - [formerly, designated for African students] - is by law obliged to accept part-time students who have studied through a private correspondence college and who wish to enter for the DET examinations, but the examination entries are accepted at DET adult education centres which have the right to decide whether to accept private correspondence students or not. the result is that private correspondence students have difficulty in entering for DET examinations.

Besides being generally regarded as inferior, the private higher education sector was tacitly embroiled into the fold of apartheid racial discrimination. Andrew highlights the inferior status of private correspondence institutions at the time and in the eyes of the state. A number of institutions that had survived until this period later developed even further

The fact that private post-secondary education institutions survived this period is an indication that the demand for education and services that they provided continued to exist. It may be that the government deliberately allowed private institutions to operate in the fringes so that it could channel a number of Black students away from the public higher education sector, especially in the areas that were designated for Whites. In turn, this would ensure continued existence and sustenance of private post-secondary institutions which offered education of relatively inferior quality. The private higher education sector had thus far continued without any government interference at the level of function and finance, and to some extent, control. This non-interference ensured their adaptation and continuation to existence to the next period. The character and nature of operations of the existing private higher education institutions was largely shaped by political developments of this period.

The Contemporary Period – Post 1990

With the advent of education changes during the 1990s a redefinition of higher education was necessary. Principally, the National Commission on Higher Education (NCHE) report (1996:68), which preceded the current *Higher Education Act, No. 101 of 1997*, defined higher education as a “social institution with a cluster of related purposes”. This contrasts earlier definitions that focused on institutional types, rather than on the functions and intentions of higher education. This definitional change is probably due to the fact that earlier legal definitions were based on financial considerations rather than on functions. By contrast, the NCHE (1999: 68) argued that the idea of higher education is subject to historical reinterpretation and needed to be modified in relation to existing needs and challenges. Subsequent to the NCHE and succeeding *Education White Paper 3, 1997*, the current *Higher Education Act No. 101 of 1997* was promulgated. According to the Act (Department of Education, 1997a:8), as amended in 1999 and 2000, higher education

means all learning programmes leading to qualifications higher than grade 12 or its equivalent in terms of the National Qualifications Framework as contemplated in the South African Qualifications Authority [SAQA] Act, 1995 (Act No. 58 of 1995), and includes tertiary education as contemplated in Schedule 4 of the Constitution:
(ix)

The Act further defines a higher education institution as any institution that provides higher education on a full-time, part-time or distance basis and which is –

- (a) established or deemed to be established as a public higher education institution under this Act;
- (b) declared as a public higher education institution under this Act, or
- (c) registered or conditionally registered as a private higher education institution under this Act, (xi).

The *Higher Education Act No. 101 of 1997* is in line with the *Constitution of the Republic of South Africa (1996: Section 29 (3))* which provides that everyone has the right to establish and maintain, at their own expense, independent educational institutions that

- (a) do not discriminate on the basis of race;
- (b) are registered with the state; and
- (c) maintain standards that are not inferior to standards at comparable public educational institutions.

The Act recognises the presence of private higher education institutions and, in tandem with the Constitution, requires them to register with the Registrar of Private Higher Education Institutions (Department of Education, 1997a:Chapter 7). While the inclusion of the private higher education institutions reflects the broader spirit of the democratic constitution, it also signals that the sector had developed to a point where it could no longer be ignored.

Private institutions such as the Institute of Marketing Management, Lyceum, Success and Damelin Colleges, some of which were established in the earlier period discussed above, have since incorporated higher education. As illustrated in Table 3 below, this also applies to several other large private institutions which currently operate in South Africa. It is worth noting from this Table that earlier institutions have an element of correspondence or distance education while the contemporary ones offer face-to-face education.

Table 3: Some Private Post-Secondary Education Institutions Operating In South Africa

Name of Institution	Date Est./ Founded	Type of Institution	Type of Qualifications/ Programmes Offered	Collaborating Institutions (Examples)	Ownership
Intec College	1906	Correspondence/Distance Education College	Various Certificates & Diplomas in various in technical & vocational education programmes	IMM, ACCA & IAC	Educor JSE listed in 1996 (International Colleges Group)
Lyceum College	1928	Correspondence/Distance Education College	Various Certificates & Diplomas in Education & Professional Institutes programmes	Rand Afrikaanse University, Pretoria University, Stellenbosch University, IAC, ICB & CIS	National Private Colleges (Naspers JSE listed). Has since been bought by Educor.
Damelin Education Group	1945	Face-to-face, Correspondence & Distance Education Schools	Various Certificates & Diplomas in technical & vocational education programmes as well as tuition for transnational and local public institutions	IMM, IAC, Technikon SA, UNISA, Oxford Brookes University (UK)	Educor
Institute of Marketing Management (IMM)	1949	Professional Institute	Marketing & Management Certificates & Diplomas together with membership to the institute. Outsources programmes to other institutions	Outsources to many institutions (see examples in the column)	Independent
Midrand Graduate Institute (formerly Midrand Campus, then Midrand University)	1989	Face-to-face Campus	Various Diplomas & Degrees for transnational & local public institutions	London City College (UK), Thames Valley University (UK), University of North London (UK), Santa Monica Community College (USA), UNISA, Technikon SA	Educor
Boston City Campus	1991	Face-to-face Campus	Various Diplomas & Degrees for transnational & local public institutions.	UNISA, Technikon SA, Rand Afrikaanse University, PRISA, IMM, Charles Sturt University (Australia)	Acumen (JSE listed in 1999)

Note. This table reflects the state of institutions as it existed at the time of writing this paper. Changes in the private higher education sector occur often

Table 3 provides a sample of private institutions which claim to be operating currently in the higher education system in South Africa. The word "claim" is chosen because some private institutions have not yet proven that they are indeed operating at higher education level. One way of proving this is to have their programmes successfully accredited by the quality assurance body, the South African Qualifications Authority (SAQA) and/or the Education and Training Quality Assurance body (ETQA) of the Council on Higher Education (CHE). The examples in the table have been selected from across the entire time period of the development of private post-secondary/higher education in South Africa. The table also shows ownership of institutions. A large proportion of student enrolment is covered by the institutions that are listed in the JSE (see last column). Currently, only Intec and Boston City Campus are not registered by the Department of Education as private higher education institutions.

The Dilemma of Private Higher Education Growth

Some people may ask why the South African government in this period has given greater recognition to the private higher education sector than before? The principal reason, no doubt, relates to the increase in the size of the sector from the 1990s onwards. However, the possibility of institutional expansion in numbers of institutions rather than total numbers of students student enrolment is there. It is important to note that there is a difference between the two. Often, private institutions use distance education and/or correspondence modes of tuition delivery, thus spreading their presence even to remote areas. In a study conducted in the Philippines James (1991a:198-9) observes that

Even though enrollments grew much faster than the number of institutions during the last two decades, many small colleges remain. This has the social advantage that colleges can be widely dispersed geographically and therefore readily accessible to many students, with low commuting costs

This discussion is premised on the notion that it is possible to have growth in the number of institutions, with few enrolments per institution, rather than only an increase in student enrolments. It is acknowledged that students make up institutions, that is, without students there are no educational institutions. The discussion also acknowledges that, certainly, there has been growth in the private sector but its extent and area are not as yet known. Further empirical studies need to explore these matters

In part, many answers to this question lie in the reconstruction of the public higher education landscape. First, public institutions offer very few undergraduate diplomas and certificates. This has left a significant market gap which private providers have and are exploiting. Second, UNISA and Technikon South Africa changed their mode of delivery in the 1990s from correspondence to the open learning method. The latter entails increased tutorial support, thus face-to-face complements the distance education element. However, since public institutions lack the resources to maintain a large staff complement, according to Moore (1999) "one of the cornerstones of this is, you can't do it all on your own. You need partners, you need to collaborate". This shift in favour of collaborative enterprises created new opportunities for private initiatives that interface between students and the established distance learning institutions. A further consequence involves the emergence of private institutions that operate independently, but rely on public institutions for syllabi and accreditation. Indicative of this are changes introduced by longstanding correspondence colleges such as Damelin and Intec Colleges. For example, Damelin now has a division called Damelin Campus which offers face-to-face education. Moreover, like other private institutions, Damelin offers UNISA and Technikon South Africa programmes through collaboration agreements with these institutions and transnational institutions such as Oxford Brookes University (UK).

Third, citing reasons for the collaboration agreements that Technikon South Africa has entered into with a number of private institutions, Victor (1999) points out that the decision was made based on a survey conducted in response to a recognition that the Technikon was experiencing a "low pass rate". The result of the survey, according to Victor, pointed out that

most of our [Technikon South Africa] students would prefer to have face-to-face lectures, especially our unemployed students. And this is a profile-change that has happened over the four to five years. Initially we only had employed students, at the moment we probably have, I think, in the region of about 20 to 30% of our students are unemployed I'm looking at 70 to 80 000 students, that's a lot of students. And they need daily support, they want lecturers (Interview with Lorraine Victor, 12 August 1999).

Further stating how the institution dealt with the low pass rate and other challenges, Victor (1999) pointed out that

So we only use it [collaboration with other institutions] for our own students and we've now started because of government subsidies that are going to go down, we've looked at how can we also use that course [route]. So, ...we've licensed our course-ware to other institutions, private as well as public, where they can then use our course-ware either together with us, where we then co-accredit the qualification, in which case we obviously have to do all the moderations (Interview with Lorraine Victor, 12 August 1999).

Internationally, it has been observed that public institutions franchise their programmes to other institutions, particularly in the private sector, for various reasons. For instance, based on observations made in the United Kingdom, Yorke (1993:169) cites four motives for franchising. These are:

- (i) To widen access to higher education, and to raise the participation rate.
- (ii) To expand provision at low cost at a time when there is under-used capacity in some further education institutions and strong pressure on accommodation in many higher education institutions;
- (iii) Under government pressure to become less dependent on the public purse for funding, to generate income,
- (iv) For the intrinsic developmental value it brings to the franchisor.

Fourth, the claimed growth of the private higher education sector in South Africa is often juxtaposed with declining student enrolments, especially at black universities. Recent figures indicate a decrease in universities of 30 562 enrolments from 382 348 to 351 786 between 1996 and 1998 (Cooper and Subotzky, 2001:21 Table 3.1). By contrast, technikon enrolments rose by 3 580 from 191 247 to 194 827 over this period with significant increases manifesting in the total number of African students. Therefore, it could be true that the universities are losing some of its students to private higher education institutions because the identified decrease of enrolments at universities is not proportional to the increase at the technikons. However, it should be considered that some public higher education institutions have collaboration agreements with private institutions and as such a large number of students seen to be enrolled at the private institutions actually belong to public institutions. Furthermore, private institutions have a narrower focus in terms of learning fields compared to public institutions and, therefore, would not be genuinely competing with public institutions for students except in the small scale

of fields of study they offer. In addition, it is not yet known how many students choose to study outside South Africa on completion of their matriculation

Fifth, it has been argued that labour market demand is a major driving force behind the expansion of private higher education. Different authors have used different approaches to explain the phenomenon of labour market demand. For instance, Geiger and Nugent (1992) explain the market demand from the perspective of short-cycle higher education, Wilms and Cui (1992) discuss the job market demand from a proprietary vocational schools point of view and Altbach (1998) approaches the problem by covering global tendencies that relate to the phenomenon. In South Africa, the most popular fields of study in private higher education institutions are Business Studies and Information Technology (Interviews with Munnik and Victor, 1999). The Education Policy Unit study (2001) further shows that 40 multi-national universities in South Africa offer Masters in Business Administration (MBA) programmes, while only 5 institutions offer programmes such as Theology, Law, Arts, and Literature.

Sixth, there is a huge drive towards vocational education rather than the traditional predominantly theoretical work offered particularly by the public universities. The drive towards vocationalisation can be seen in private institutions like Midrand Graduate Institute which, in its programmes, has what it calls Applied Bachelor's Degrees.

usually a three-year programme which is highly practical in nature. The focus of such a degree programme is on developing applied, relevant and practical skills, aimed at prospective graduates who are ready to enter and perform in the workplace. In most cases, students are required to complete a practical internship and/or research project (Midrand University Prospectus, 1999: 7).

Seventh, the only legislation that was ever put in place for private sector education in South Africa before 1996 was the *Correspondence College Council Act of 1965*. Tilak (1996: 67) argues that the inadequacy of public policies creates conditions for the growth of the private sector (see also James, 1991b). Therefore, it is possible that the reported growth of the private higher education especially in the early 1990s was facilitated by absence of adequate government policy regulating the sector. Compounding the inadequacy of policy, the early 1990s especially provided a relatively free political context conducive to development of private institutions than the earlier period.

The change in size and shape of private higher education is due to a number of reasons which include a limited infrastructure, a clear focus on financially viable programme offerings, flexible modes of delivery and use of innovative cost cutting delivery modes.

More than in any other period reviewed above, this period has prominence of funding or finance. A number of private institutions, especially those established during this period, clearly indicate signs of being for-profit institutions. It is only during this period that education companies listed in the Johannesburg Stock Exchange (see Table 3 above). A lack of legislation and then the Constitution that allows for establishment of private institutions

encouraged the establishment of a number of institutions and ensured them of independent control from the government. Private institutions still enjoy the freedom of choice with regard to function. Since a number of private higher education institutions are owned by private companies, it is expected that their function is determined by private enterprise. For instance, Educor also owns large employment recruitment agencies.

Conclusion

The roots of public higher education in South Africa are to be found in private initiatives. However, due to the private higher education's patchy history, its development is little understood. As discussed, state interventions in the operations of private higher education institutions, either due to difficult financial conditions in which private higher education sectors often find themselves or due to political meddling, add a crucial dimension to the development of the sector and the path it follows. Such interventions often involve interference with the sector through finance/funding (as it happened in the first period discussed above), function, orientation, governance and control. Therefore, the role that states of governments play is central in determining privateness or publicness of private higher education institutions. The more the state interferes, the more public private institutions become.

As discussed in this paper, state intervention into the operations of private higher education particularly through finance or funding leads to its interference with governance and control in the name of accountability for public funds. In this way, the independence of private institutions is compromised to government or state. It follows that the state will then determine functions of the higher education system inclusive of the private higher education sector. The apartheid period discussed above is a good example of state or government manipulation of these variables in order to achieve its objectives. However, the use of funding as an entry point by the state should not be taken as a formula. It can be within the powers of the state, as it is the case in Sweden, to determine the social function of all higher education institutions. It can be argued though that the variable of function of institutions determined by the state does not necessarily make private institutions less private, as the whole nation stands benefit in one way or the other.

Research shows that criteria used to determine the degree of privateness or publicness of institutions are comprised of relative concepts. In applying variables such as finance, governance or control and function or mission, the relativity of privateness or publicness of institutions across countries is revealed. The importance of venturing into a definitional clarification of the sector is not only aimed at demarcating parameters, but also at a clearer understanding of what needs to be regulated and how it differs with the existing public sector. Thus, a better understanding of the private higher education sector is through a perspective of comparison with the public higher education sector. An operational, simple and basic definition therefore is that private higher education is largely privately funded and controlled, while public higher education is largely publicly funded and controlled. From this basic notion a number of deviations develop resulting in a number of patterns that further define and identify private higher education

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¹ This chapter is based on my M.Ed thesis titled "Towards a Contextual Analysis of Structural Patterns of Private-Public Higher Education in South Africa", submitted at the University of the Western Cape. The work was done between 1999 and 2000. I have since joined the national Department of Education as an employee in the Private Higher Education Directorate. The views and ideas expressed in this chapter are mine and not those of the Department of Education. The information used in the writing of this chapter was researched while working at the University of the Western Cape, Education Policy Unit. None of the data I work with in the Department of Education has been used here. Many thanks to Charlton Koen for assisting with editing.

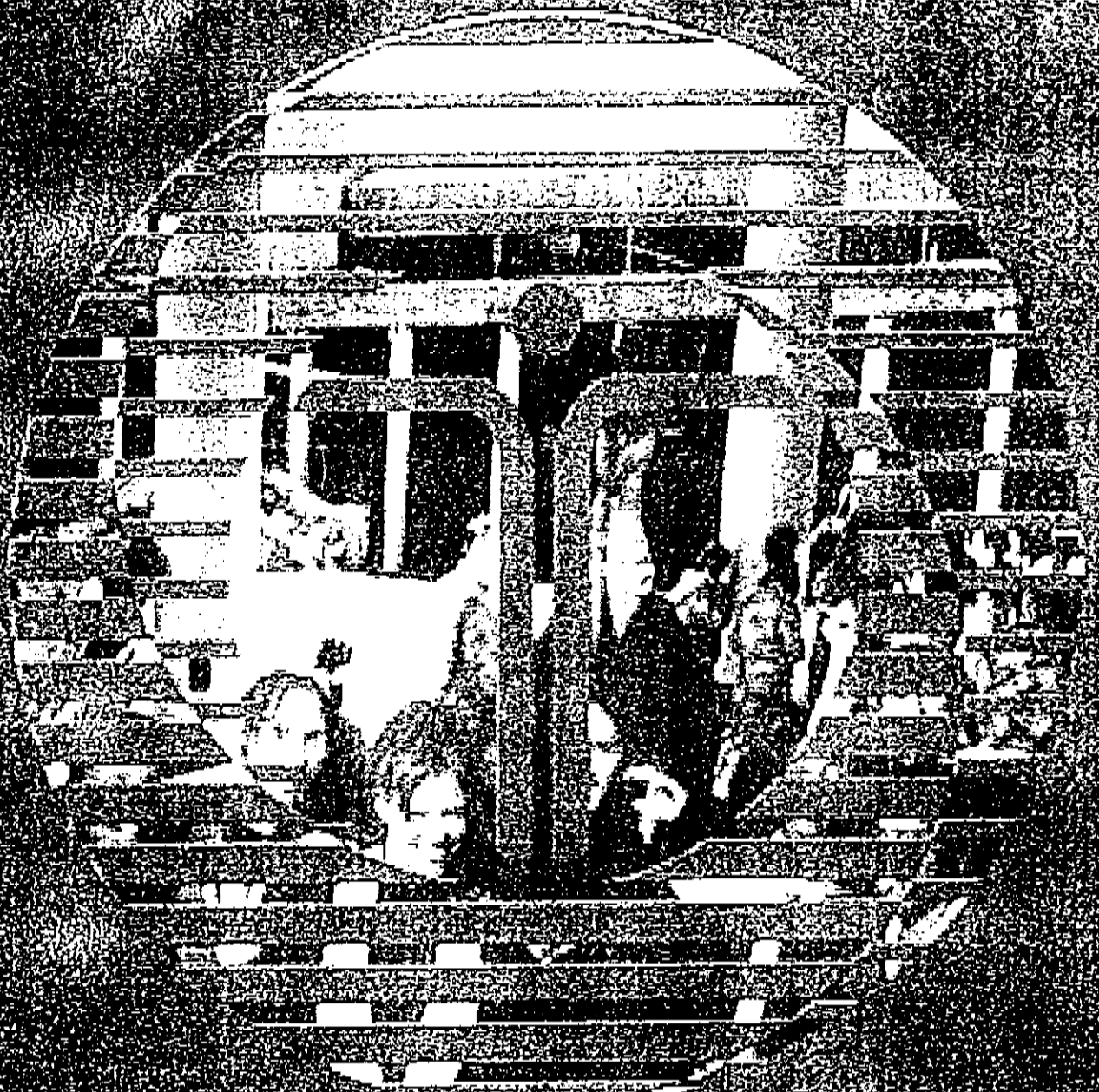
² As it is going to be argued here, the term "post-secondary education" is sometimes used interchangeable with the concept of "higher education". The chapter argues that higher education is but part of post-secondary education and that, some, though very few, private higher education institutions in South Africa have developed from being post-secondary to higher education institutions in a similar manner that some public institutions developed.

³ Private higher education is still under-researched in South Africa. This often results in over-sensationalisation of the coverage of issues associated with the sector by the media and also by people who have vested interests in the sector. It is often covered in popular media and its perceived growth is seen as a consequence of the failure of public higher education institutions. Thus students are seen as "voting with their feet" by leaving the latter for the former. The articles by Snyckers and Vergnani attempt to give a balanced view although they are also peppered with emotional rather than factual issues. Both were published in glossy magazines during the time of commencement of the 1999 and 2000 academic years, respectively. Snyckers holds a Masters degree in journalism and is a former lecturer at a private institution for a period of one year while Vergnani is a freelance journalist and a South African correspondent for the United States-based educational newspaper, *The Chronicle of Higher Education*. Smit is a former vice-chancellor of Pretoria University and a retired professor who is now a participant in private higher education both as an administrator and as a commentator. The author held discussions with Snyckers and Smit.

⁴ The three homelands with universities were Transkei, Boputhatswana and Venda.

⁵ Apartheid policy deliberately aimed and successfully caused an immeasurable negative psychological impact consequent of the inferior education provided to Black people during the Apartheid period, over and above their inferior conditions of living. This is beyond the production of cheap labour and semi-qualified professionals that Bantu Education was intended to produce. While this objective had far reaching consequences which still riddle the current democratic dispensation, to some extent it failed because those institutions became the breeding centres of revolution against the same oppressive state.

Understanding Private Higher Education in South Africa A COLLOQUIUM



Tuesday 9 April - Wednesday 10 April 2002

KORANONG HOTEL, BENONI

HUMAN SCIENCES RESEARCH COUNCIL

Tuesday 9 April

* Economics

Session 1: Opening and welcome

9:00 – 10:30 Chair: Dr Mark Orkin, President, HSRC
Opening Address by the Minister of Education, Professor Kader Asmal

10:30 – 11:00 Tea/Coffee

Session 2: Understanding the private higher education sector: the HSRC study

11:00 – 12:30 Chair: Dr Richard Fehnel
Associate Professor Glenda Kruss
More, better, different: a qualitative study of private higher education

12:30 – 13:30 Lunch

Session 3: A comparative perspective

13:30 – 15:00 Chair: Dr Andre Kraak, HSRC
Keynote.
Professor Daniel Levy
Profits and Practicality: How South Africa epitomizes the global surge in commercial private higher education

15:00 – 15:30 Tea/Coffee

Session 4: Understanding the private higher education sector: size and shape issues

15:30 – 17:30 Chair: Dr Mokubung Nkomo, HSRC
Mr Chief Mabizela
A Historical Overview of the Development of Private Higher Education in South Africa
Dr George Subotzky
A quantitative overview of private higher education in SA
Dr Jane Hofmeyr
The growth of private schooling. Lessons for the private higher education sector
Dr Richard Fehnel
Corporate Education: Global Trends and the Implications for South Africa
Respondent: Dr Beverly Thaver, EPU-UWC

Book Launch Cocktail Party

18:00 – 19:00
Transformation in Higher Education: Global Pressures and Local Realities in South Africa,
a project of the Centre on Higher Education Transformation, edited by Nico Cloete,
Richard Fehnel, Peter Maassen, Teboho Moja, Helene Perold and Trish Gibbon.

Dinner panel discussion: Key issues in Private Higher Education

19:30 Chair: Prof J. Gerwel, Chairperson, HSRC Council
Panel: Prof Dan Levy
Prof Simon Schwartzman
Prof Nasima Badsha
Dr Roy Marcus
Prof Roy Du Pre
Prof Peter Maassen

Wednesday 10 April

Session 5: Policy, regulation and accreditation

9:00 - 10:30 Chair: Dr Andrew Paterson, HSRC

Keynote:

Prof Simon Schwartzman

*Variety, functions and regulation of private higher education:
a comparative view*

10:30 – 11:00 Tea/Coffee

Session 6: Promoting complementary roles

11:00 - 12.30 Chair: Dr Azeem Badroodien, HSRC

Mr Michael Cossar

Quality and Accreditation: The role of SAQA and the HEQC

Dr Andre Kraak

The importance of intermediate skilling at the Further-Higher Education interface

Mr Jim Yeomans

The Role of Private Providers of Higher Education and Training in South Africa

Respondent:

Dr Prem Naidoo, Council on Higher Education

12:30 – 13:30 Lunch

Session 7: The private and the public

13.30 – 15:00 Chair: Ms Jeanne Gamble, HSRC

Dr Isaac Ntshoe

Higher Education and Training:

Privatisation and Quasi-marketisation in Higher Education in South Africa

Prof. Ruth Jonathan

Higher education and the public good

Respondent:

Prof Nick Segal, UCT Business School

Session 8: An agenda for research and practice

15:00 - 16:00 Chair: Glenda Kruss, HSRC