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**Training for Disadvantaged
South Africans: Review and
Design
Volume I**

Prepared for the United States
Agency for International Development
by
Creative Associates International, Inc.

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TABLE OF CONTENTS

Preface	v
I.	Introduction	1
	The Context: Education and Training in South Africa	1
	The Demand for Skilled People	1
	The South African Education System	3
	The U.S. Response: An Overview	4
	The Review and Design: Purpose and Methodology	6
	Contents of the Report	8
	Footnotes	8
II.	Assessment of Internal and External Bursaries	9
	Recruitment	9
	Internal Bursaries	9
	External Bursaries	13
	Screening and Selection	15
	Internal Bursaries	15
	External Bursaries	19
	Testing and Documentation	22
	Internal Bursaries	22
	External Bursaries	24
	Programming and Placement	26
	Internal Bursaries	26
	External Bursaries	30
	Orientations	33
	Internal Bursaries	33
	External Bursaries	36
	Academic Program Delivery	39
	Internal Bursaries	39
	External Bursaries	45

Monitoring and Reporting	50
Internal Bursaries	50
External Bursaries	52
Enrichment	54
Internal Bursaries	54
External Bursaries	56
Counseling and Health	60
Internal Bursaries	60
External Bursaries	62
Followup	63
Internal Bursaries	63
External Bursaries	65
Management	67
Conclusions	68
Cost	70
Recommendations for the Future	72
General Considerations	73
III. Assessment of the Impact of Study in the United States . . .	75
Description of Returnees	75
Re-entry	75
Jobs	77
Structural Racism	78
Problem with National Certification and Apprenticeship Requirement	79
Social and Communication Skills	79
Community Service	79
Long-term Goals	82
Personal Growth Expenses	82
Self-Esteem	82
Exposure	82
Academic Success	83
Professional Linkages	84

Conclusion	84
IV. Summary and Conclusions.	86
History	86
Program Support	87
Participating Organizations	87
An Assessment of Bursaries	87
Recruitment	87
Screening and Selection	88
Testing and Documentation	88
Placement	89
Orientations	89
Academic Program Delivery	90
Enrichment	91
Monitoring and Support	92
Counseling and Health	92
Followup	92
Assessment of the Impact of Study in the United States	92
Re-entry	92
Jobs	93
Community Service	93
Leadership.	93
Management	93
Final Conclusion	94
APPENDICES	
A. Interview Guides	96
B. Student Interviewees Currently Studying in South Africa	114
C. External Bursaries Interviewee Profile	133
D. Returned Student Interviewees	141
E. Expert Sources: South Africa	146
F. Expert Sources: United States	151
G. Bibliography	155
H. Implementing Organizations--Training for Disadvantaged South Africans	159

PREFACE

Training for Disadvantaged South Africans: Review and Design, an assessment and planning study, was conducted by Creative Associates International, Inc., (CAI) from January 2 to June 2, 1989. The Review and Design Team (RDT) examined both internal and external bursaries that comprise the Training for Disadvantaged South Africans (TDSA) program. The RDT examined the effectiveness of bursaries in developing the human potential of black South Africans and their potential to build skills for a post-apartheid South Africa. The project was conducted in the United States and South Africa and relied on information from students, former students, educationists, businesspersons, and community leaders concerned about tertiary education. The findings of the study are reported in two volumes. Volume I is a review of program experience to date. Volume II provides design options for future programs. The introduction to the report appears in both volumes.

The RDT wishes to acknowledge the support and assistance of USAID/Pretoria staff, especially Denny Robertson and Dipolelo Ngatane, who facilitated a smooth and thorough study. The Agency for International Development (AID) in Washington, and Jim Hoxeng in particular, offered valuable insights and document review. Staff members from the Educational Opportunities Council (EOC), the South African Institute of Race Relations (SAIRR), the Institute of International Education (IIE), and Aurora Associates generously provided their time and assistance. Without the support of these organizations and individuals, the TDSA Review and Design could not have been carried out.

The RDT also wishes to thank the 280 students who contributed their insights, enthusiasm, criticisms, and hopes. The team also thanks the staff members of 50 universities in South Africa and the United States for their hospitality and assistance in facilitating interviews. Finally, the RDT appreciates the contributions of other interviewees, named in the appendices, and extends to them best wishes in the continuing efforts to bring about a nonracial South Africa.

The RDT was housed in South Africa in the Johannesburg offices of J. van Rooyen and Co. Special thanks are due to Vinah Khumalo for her tireless assistance. At CAI, we wish to thank Jacquelyn Conley, Derry Velardi, Cynthia Prather, and Oanh Le Trinh who researched, prepared, edited, and produced the reports.

Brenda, Furhana, Isabel, Joyce, David.
June 2, 1989

I. INTRODUCTION

South Africa is a unique and confounding place. Much of the wealth of human resources goes untapped in a nation where legal and historical constraints reserve decisionmaking to a small white minority. Not only are 30 million blacks* excluded from full participation in the social, political, economic, and intellectual life of the country, but they are also prevented from acquiring the skills and experience to prepare for participation when, inevitably, access becomes a reality. The reasons for the limitations on participation of blacks in South Africa are numerous. The context for the education and training of black South Africans is complex.

THE CONTEXT: EDUCATION AND TRAINING IN SOUTH AFRICA

Throughout the 20th century, the Government of South Africa deliberately has excluded blacks from skilled jobs and systematically skewed the educational curriculum away from technical subjects. Thus, blacks are not playing a full role in the economy, nor are they equipped to manage the country post-apartheid. Developing an indigenous capacity to run the economy now and in the future is of deep concern to blacks and whites alike.

Two fundamental realities are evident to the observer of the South African economy. First, there is a growing demand for skilled manpower and second, the education of blacks has failed to prepare them to respond to the needs of the labor market. Each of these features of the South African context is described below.

The Demand for Skilled People

In June 1987, the total population of South Africa was 35,206,898, including the so-called independent homelands. Of this number, 16.9 percent were white, expected to decrease to 10 percent by the year 2000. At present, the managers, senior technicians, and professionals are largely white, while 40 percent of the black population is unskilled labor and 37 percent is unemployed.¹

On April 16, 1989, a headline in The Star read, "16,000 Workers Needed." The article states that historically, "South Africa relied on imported trained labor for its high tech projects." While it always had available labor, it never had the structured training necessary to meet industry's basic needs." The same is true of skilled and professional positions as well; whites are not available in sufficient numbers to meet the demand of the economy. The current situation is this:

- South Africa faces a massive skills deficit, particularly in technical and managerial jobs;

*Throughout this document the term black is used to refer to nonwhite South Africans--those persons legally disadvantaged by apartheid. The term includes Asians, Africans, and so-called coloreds.

- The shortfall cannot be met by a shrinking resident white population;
- Political instability and the weak rand have shrunk the supply of immigrant labor; and
- The shortage is aggravated by the emigration of economically active whites. Emigres numbered 1,076 skilled professionals in 1987.²

The critical and growing need for trained people portends a climate more receptive to black employment and access to responsible positions. Coupled with an array of other pressures to change discriminatory practices, the Government has made concessions that include employment and training opportunities for blacks.

But the gap is great. There are few blacks currently working in existing professional jobs. In 1985, the numbers of nonwhites in high level manpower categories were as follows:³

<u>Category</u>	<u>% of Nonwhites</u>
Engineers	.1
Scientists	5.5
Lawyers	6.0
Architects, quantity surveyors	2.9
Managing Directors	3.9
Technicians	17.8

In 1989, there are 49 African engineers. The Anglo-American Corporation alone needs 30 mechanical and electrical engineers, 30 mining engineers, 30 metallurgists, and 25 geologists a year. There are 27 African chartered accountants, and four of them are women. There is a shortage of 7,000 chartered accountants.⁴

Black professionals cluster in traditional occupations such as education and nursing, but they are present in very small numbers in the technical professions and managerial positions cited above. In addition, by the year 2000, South Africa will need 116,000 new managers. "The factor most constraining economic growth in South Africa (is) the serious and growing shortage of skills at all levels of management...This is aggravated by the brain drain...the ratio of one supervisor to 45 workers in South Africa underlines the fact that South Africa is essentially a labor-intensive economy lacking competent supervisors⁵".

The demand for well-trained people is evident. The reasons for the lack of blacks ready to assume available positions is deeply rooted in apartheid and in practices such as job reservation where certain occupations have been limited to whites. One overwhelming constraint to job preparation is South African education, segregated for all.

The South African Education System

At all educational levels from primary school to the university, blacks suffer from lack of access to quality education relevant to their personal development and to the needs of the nation. Gerrit Viljoen, Minister of Education and Development Aid, told Parliament that in 1986 the Department of Education and Training, which administers African education, lacked 1,494 classrooms at the primary level and 3,030 at the secondary level to maintain its norms of 40 primary and 35 secondary pupils per class. At the same time, there was a surplus of about 150,000 places in white schools. Despite this, the Government clings to its policy of separate education for different population groups. F.W. de Klerk, the new leader of the National Party, acknowledges that the government is committed to separate education "as long as people [demonstrate] a will for it." In 1986-1987, government expenditures on education ranged from R368.56 per capita for black schools to R2299.00 per capita for white schools.⁶

In addition, the curriculum for blacks has stressed liberal arts and practical education, and instruction in the sciences and mathematics has been absent. Teacher preparation is woefully inadequate in these latter two areas. In fact, the overall level of teacher qualifications in black schools is low. Only 42 percent of teachers in African schools have a post-standard 10 teaching certificate. Only 3.4 percent have a university degree. South Africa lacks the physical capacity in terms of facilities and teachers to educate its black students.

It is not surprising that nonwhite students terminate their educations early. At the primary level, only 1.6 percent of whites fail to complete, but for the remainder of the population, the picture stands in sharp contrast. Statistics on nonwhites failing to complete primary education are as follows:⁷

<u>Race</u>	<u>Nonwhites Failing to Complete Primary Education</u> <u>(%)</u>
Africans	84.0
Coloreds	59.0
Asians	24.7

Political instability, school boycotts, and detentions further aggravate the situation at the secondary level where many students are out of school for a significant part of their school-age years.

For those who manage to persevere through standard 10 to sit for matriculation examinations, failure is the likely result. In 1986, 311,294 African students were enrolled in standards 9 and 10. Ninety-six thousand sat for examinations. Forty-eight thousand (about half) passed; 12,000 passed with the exemption required for university entrance; 800 were qualified in mathematics; 500 were qualified in mathematics and science.⁸ Some matriculants enter universities, but they fail at much higher rates than their white counterparts. At each level of the education system, the numbers completing the program shrink dramatically.

There are positive trends in education that promise to counter some of the destructiveness of the Government's system of education. The trends include:

- Increased admissions of blacks at open universities along with some accommodation of black students in campus housing;
- Impressive participation of the private sector in support of scholarships at all levels of education and including university study. This year, the Anglo-American Corporation has 502 students at universities, and other multinationals offer substantial support as well;
- More donors (in addition to the United States) investing in primary, secondary, and university bursaries;
- Proliferation of independent, nonracial schools in the major urban centers that attract students and private sponsorship;
- Academic Support Programmes at the open universities that show promise of improving pass rates of black students;
- Increased numbers of bridging programs that assist secondary school matriculants in preparing for the university; and
- Saturday schools that provide extra tutorials for high school students.

THE U.S. RESPONSE: AN OVERVIEW

The legislative and programmatic guidance directing A.I.D. to support university training for South Africans legally disadvantaged by apartheid is contained in three documents. The most recent, a 1988 justification for increased bursary assistance, stresses the "importance of well-trained indigenous leadership in guiding political as well as economic and social development." The document states that the program purpose is "to expand the black leadership cadre in preparation for a post-apartheid society." Among the earliest documents, a 1983 Action Memorandum arguing for A.I.D. support of bursaries, states the purpose of U.S. support is to "prepare black South Africans to participate at all skill and responsibility levels in the operation of Africa's industrialized economy." The most inclusive program guidance is drawn from the Comprehensive Anti-apartheid Act of 1986, which states that U.S. assistance to South Africa should aim to overcome the constraints of apartheid and help people to become full contributors to the political, social, economic, and intellectual life of the nation. These sources provide the framework for implementation of a bursary program.

In 1982, A.I.D. began to respond to the human resource crisis in South Africa

by funding external bursaries for U.S. study for South Africans. The program is administered under contracts to three organizations: The Institute of International Education in the United States (IIE); and the Educational Opportunities Council (EOC) and the South African Institute of Race Relations (SAIRR) in Johannesburg. IIE, a New York-based, nonprofit education organization, provides placement and support for students at U.S. universities, assisted under a subcontract by Aurora Associates of Washington, D.C. EOC, also under a subcontract with IIE, provides screening and selection of U.S. bursars. EOC and SAIRR provide screening, selection, placement, and support for bursars at South African universities under direct contracts to USAID/Pretoria.

The cumulative A.I.D. contribution to the Training for Disadvantaged South Africans Program (TDSA) is \$48,033,251. The program has supported a total of 1,275 bursaries for South African students. Of that number, 613 of the recipients have studied in the United States, and, to date, 662 have received assistance for study at South African institutions.

A.I.D. contracts since its involvement began are summarized in Table 1.

TABLE 1
A.I.D. SUPPORT OF TDSA

<u>Contractor</u>	<u>Number</u>	<u>Amount</u>
External		
IIE	3044	\$ 6,000,000
IIE	5024	10,270,000
IIE	7070	9,840,650
Aurora	5027	5,562,601
		- - - - -
Total (External)		\$31,673,251
Internal		
EOC	5003	\$ 8,195,000
SAIRR	5002	8,165,000
		- - - - -
Total (Internal)		\$16,360,000
GRAND TOTAL		\$48,033,251

In addition to A.I.D. financing, the U.S. bursary program enjoys a significant amount of private support, primarily from corporate and foundation contributions and fee waivers from U.S. universities. Private support distinguishes TDSA from other A.I.D. participant training programs. Waivers:

- Diminish the per-student cost to A.I.D.;
- Enable bursars to attend more selective institutions; and
- Increase awareness of South African issues in the university community.

An annual appeal spearheaded by Dr. Derek C. Bok, President of Harvard University and Chair of IIE's National Council for South African Programs, generates tuition and fee waivers from more than 200 U.S. colleges and universities. For the 1989-90 academic year, the Bok Appeal generated 317 waivers valued at \$3,132,316. More than 80 U.S. corporations, foundations, and other institutions also contribute. Corporate and foundation support for IIE's South African programs totalled \$1,311,701 in fiscal 1988.

The assessment team examined the South African bursary program as a whole and, while stressing the important role played by the private sector, the team focussed on the A.I.D. contribution to bursaries.

THE REVIEW AND DESIGN: PURPOSE AND METHODOLOGY

Training for Disadvantaged South Africans: Review and Design examined A.I.D.'s involvement in bursaries. The study was conducted by Creative Associates International, Inc. at the request of the A.I.D. Development Office in Pretoria. As the title indicates, the effort had two purposes:

- To extract lessons learned from the current bursary programs; and
- To generate options for an expanded program of bursary assistance to South Africa.

The TDSA Review and Design was undertaken by a team of five persons assisted by additional staff in Washington, D.C. and in Johannesburg. The TDSA Review and Design was the most thorough review undertaken since the program's inception.

The review employed a naturalistic approach, using as a guide the book, Naturalistic Inquiry by Yvonne S. Lincoln and Egon G. Guba. The methodology was designed to be interactive, with investigators and subjects working together to identify and test hypotheses. Conclusions emerged in the process of discussion and interview; redundancy of information reinforced tentative conclusions.

Two types of data sources were the bases for the study: interviews and documents. Five guides were used to conduct interviews and were developed collaboratively with subjects, including students, sponsors, contractors, and educators. Copies appear in Appendix A. The guides were used for interviews with the following categories of participants:

- Staff of implementing organizations in South Africa;
- Staff of implementing organizations in the United States;
- Students currently studying in the United States;
- Students currently studying in South Africa; and
- Students who have completed U.S. study and returned to South Africa.

In all, the RDT interviewed 280 students and 110 expert sources. Interviews lasted from 1 to 3 hours and were conducted at the subject's location of choice. Student interviewees were divided into three categories as follows:

TABLE 2
STUDENT INTERVIEWEES

<u>Category</u>	<u>Number Interviewed</u>
Students studying in South Africa	154
Students studying in the United States	62
Students who studied in the United States and returned to South Africa	64
Total	280

Lists of the student interviewees, by category, are provided in Appendices B, C, and D.

Expert sources were divided into two categories as indicated in Table 3:

TABLE 3
EXPERT SOURCES, BY CATEGORY

<u>Category</u>	<u>Number Interviewed</u>
Sources in South Africa	72
Sources in the United States	38
Total	110

Expert sources are identified in Appendices E and F.

Documentary sources were most useful in establishing the program history and for verifying data supplied by the interviewees. These sources are cited in the Bibliography (Appendix 6).

CONTENTS OF THE REPORT

Volume I of this study examines the current bursary programs and reports results of which A.I.D. and the American people can be proud. Further, it draws conclusions and makes recommendations for fine tuning the program. Volume II of this study offers an option for the design of future bursary programs. The design builds on the results of the program to date and broadens and extends the program to achieve several ambitious and worthwhile aims.

FOOTNOTES

¹Race Relations Survey 1987/88 (Johannesburg: The South African Institute of Race Relations), pp. 292-293.

²Ibid., 1988, p. 305.

³Ibid., p. 291.

⁴Ibid., p. 307.

⁵Ibid., p. 306.

⁶Ibid., p. 151.

⁷Ibid., p. 304.

⁸Ibid., p. 165.

II. ASSESSMENT OF INTERNAL AND EXTERNAL BURSARIES

II. ASSESSMENT OF INTERNAL AND EXTERNAL BURSARIES

Participant training or bursary programs are designed to identify and support eligible students for tertiary degrees. The success of such programs relies on the completion of the following lengthy, detailed, and demanding set of program tasks:

- Recruitment;
- Screening and selection;
- Testing and documentation;
- Programming and placement;
- Orientation;
- Academic program delivery;
- Monitoring and reporting;
- Enrichment;
- Counseling and health; and
- Followup.

Each task is assessed below for both internal and external bursaries so that the reader may understand the similarities and differences in the two programs.

RECRUITMENT

Internal Bursaries

TDSA internal bursars are recruited throughout South Africa to attend universities and technikons in South Africa. Recruitment is conducted by EOC and SAIRR. The two organizations recruit students and distribute and receive applications independently of one another.

Goal of Recruitment

The goal of the recruitment effort is to "cast a wide net" and to elicit applications from qualified and deserving students from a diverse geographical base in South Africa.

Recruitment Procedures

Recruitment by EOC is accomplished through newspaper advertisements, youth centers, guidance counselors at secondary schools, community representatives, and personal staff contacts. The National Council of EOC is broadly

representative of the country and is augmented by five regional Boards for Natal, Eastern Cape, Western Cape, Orange Free State, and the Transvaal. Board and council members are active in recruitment.

Recruitment by SAIRR relies on occasional newspaper advertisements and contact with secondary schools. Sufficient applications are received without active solicitation. Recruitment by SAIRR and EOC differ in one respect. SAIRR's advertisement states that bursaries are available to applicants to schools, teacher training colleges, technikons, and universities in South Africa. The EOC material states that scholarships are for black South Africans studying at South African universities.

Universities do a substantial amount of recruitment on their own. Because they are aware of available bursaries, they reach many of the students who are currently applying for university admissions. The Register of Bursary Funds Available to Black, Colored, and Indian Students, published by the Education Information Centre in Johannesburg, is widely distributed to potential bursars.

Results

In 1987, EOC received 31,000 requests for applications for the 266 South African bursaries available annually (the majority funded by A.I.D.). SAIRR received 40,000 requests for applications for the 770 South African scholarships available under its program (including a substantial number funded by donors other than A.I.D.). Twelve thousand of the forms were returned; 8,000 of those were complete and could be processed. The applications were evenly divided between urban and rural residents, and one-third of the applicants were female. The Orange Free State was underrepresented in the applicant pool.

Recruitment Experience of Interviewees

EOC and SAIRR bursars interviewed at South African institutions learned that internal bursaries were available from a variety of sources (see Table 4). Most of the students who heard about the program from a university source obtained the information from the register of bursary agencies distributed by the university. Others obtained information from the university's Academic Support Programme (ASP) or a poster. Information sources at the secondary schools included teachers and principals. The newspapers mentioned by the interviewees were the Sowetan, the Daily News, the Star, the New Nation, the City Press, the Evening Post and the Post.

Students were engaged in a variety of activities at the time that they applied for the bursary. Activities included completing the matriculation year; studying at a university, Khanya College, adult education centre, or other school; or working (see Table 5). Students who were working at the time were employed as clerks, unqualified teachers, and semi-skilled laborers. Ninety-eight percent of the students stated that their reasons for applying for the bursary were financial need and related family hardships.

TABLE 4

SOURCES OF STUDENT NOTIFICATION ABOUT INTERNAL BURSARIES

<u>Source</u>	<u>Percent</u>
University	32
Secondary School (including Khanya college and SAIRR Saturday School)	27
Friend	19
Newspaper advertisement	15
Education Information Centre or other source	7
Total	100

TABLE 5

STUDENT ACTIVITIES AT THE TIME OF APPLICATION:
INTERNAL BURSARY APPLICANTS

<u>Activity</u>	<u>Percent</u>
Completing the matriculation	65
Enrolled in school (university, Khanya College, adult education center, or other school)	13
Working	13
Doing nothing	9
Total	100

Fifty-five percent of the students considered applying for a scholarship for study in the United States but opted for the internal bursary. Their reasons for choosing to apply for the internal bursary included:

- They did not feel prepared for the overseas experience at the time that they decided to enter the university as an undergraduate;

- They were advised to obtain an undergraduate degree in South Africa;
- The U.S. degree would have limited usefulness in the students' particular field;
- They were advised that U.S. standards were lower;
- They lacked information on external bursaries; or
- Their applications were not favorably reviewed.

Some students expressed more reservations about overseas study than did others. These students tended to be younger, female, and/or from the Cape which is more insulated from external affairs than the Transvaal.

Effectiveness

More than 80 percent of the interviewees believed that the recruitment process could be improved. Most of the suggestions related to increasing the types and frequency of recruitment strategies in order to reach more eligible applicants. The suggestions included:

- **Newspapers.** Advertise in more vernacular newspapers and newspapers such as Rapport, Die Gemsbok, The Sunday Times, and The Argus.
- **Secondary schools.** Send application forms and bursary representatives to secondary schools; use guidance teachers in secondary schools.
- **Media.** Use radio and television; distribute more posters; use magazines.
- **Community contacts.** Send information to Chiefs, Ndunas, and church leaders; inform parents.

Conclusions

- Recruitment is successfully reaching qualified candidates for internal bursaries.
- Most of the recruitment strategies suggested by students are already in effect, at least to some degree.

Recommendations

- The current recruitment strategies elicit applications far in excess of available bursaries; fewer than five percent of the applicants receive bursaries. With the exception of the Orange Free State, applications are geographically representative. The emphasis on reaching rural areas should continue.

- Both EOC and SAIRR should feature technikons in recruitment materials. This point was repeatedly stressed by both educators and business leaders and can be justified based on employment opportunities available to technikon graduates.

External Bursaries

Students in SAEP and the South African Higher Education Program (SAHEP) are recruited by EOC from throughout South Africa to attend colleges and universities in the United States.

The Goal of Recruitment

The goal of recruitment for the external bursaries is to reach all qualified candidates who have an interest in pursuing study in the United States. Qualified candidates are persons who have successfully completed matriculation and who show promise of and commitment to making a contribution to the development of their country after their return home. It is anticipated that the U.S. experience will facilitate their assumption of positions of professional and community leadership during and after the transition from apartheid to democracy.

Recruitment Procedures

With the assistance of its field offices in Durban and Port Elizabeth, and Regional Boards elsewhere, EOC in South Africa conducts a recruitment campaign that relies on newspaper advertisements, the distribution of brochures at local universities, contact with churches, and word-of-mouth. The advertisements identify the United States as the donor, invite undergraduates and graduates to apply, and direct interested persons to contact the EOC office to obtain application forms. Notices are placed in newspapers throughout South Africa.

The application form requests identifying information, including name and address, study plans, educational history, academic honors, research interests, publications, job history, language ability, sports and hobbies, professional affiliations, travel, and letters of reference. EOC receives approximately 1,500 inquiries for the 85-100 scholarships available for U.S. study.

Recruitment Experience of Interviewees

Forty percent of the students who were interviewed heard that external bursaries were available through an advertisement in a newspaper. The newspapers named were *The Weekly Mail*, *Rand Daily Mail*, *Daily News*, *Sowetan*, *Star*, and *Post*. Peers and other friends in South Africa were the sources of scholarship information for 30 percent of the interviewees. Other sources of information were word-of-mouth, a friend in the United States, a contact at EOC, USIS, a secondary school, and the Black Lawyers Association.

Students' reasons for applying were numerous and varied. Two reasons for seeking overseas study appeared in 92 percent of the responses: the urgent and strong desire for an education; and financial need. Applicants for external

bursaries were motivated people interested in obtaining a good education. Opportunities to study full time were very limited, and the quality of education available to them in South Africa was believed to be inferior to the education that could be obtained in the United States. Another reason for applying was the opportunity to travel outside of South Africa and to have new experiences, increased academic options, and exposure to different people, cultures, and resources. These quotes were typical of students currently studying in the United States: "I wanted to know how it felt to study away from home and what challenges and benefits that would bring," and "I thought the United States might have a better system of education for a black person to study." Some students were sensitive to the social, political, and cultural learning that would take place in the United States. Students talked about the need to see democracy, the desire to experience a politically stable environment, and the opportunity to participate in a multicultural community. Other reasons for applying for a scholarship included improving their career potential and relieving the family of the burden of financing an education.

Fifty-five percent of the students had considered the option of an internal bursary when the opportunity to study abroad became available. Twenty-five percent of the interviewees actually applied for and received internal bursaries and some had completed undergraduate studies through internal bursary programs and privately supported scholarships. Seven students had applied for internal scholarships but were unsuccessful, and graduate students noted that scholarships for study at the advanced level were generally unavailable to them in South Africa. Forty-five percent of the students did not consider an internal bursary either because they did not want to study in South Africa or they believed that their applications would not be favorably reviewed.

At the time that they applied to EOC, 45 percent of the students were working. Many were working as teachers. Twenty-five percent of the interviewees were working and studying part-time, and the remainder were, for the most part, studying at the time they applied to the program. Four students were not working or studying. Job dissatisfaction was a factor in seeking advanced study. "I was out of school and working, but that was not what I wanted to do. I was working because I was expelled due to the political situation prevailing in South Africa then."

Effectiveness

According to interviewees, the recruitment process was effective. The advertisements were timely and well placed, the instructions were clear, and the process was smooth. Nonetheless, most students offered some suggestions to improve the recruitment process:

- **Timing.** Shorten the process. The students on the average reported a year-long process from application to acceptance.
- **Target communities.** Broaden the outreach to rural and low-income persons. The current recruitment system reaches the urban areas and persons who have access to and can afford newspapers.

- **Communications.** Improve the frequency of communication between the applicants and EOC once applications have been submitted. It is difficult to know where the applications stand, and students need to be able to plan their futures.

Conclusions

- The external bursary program successfully reaches qualified candidates from the urban areas, especially the Transvaal, and economically stable families and communities.
- The program is less effective in reaching rural, remote, and low-income candidates who do not have access to newspapers and who are unlikely to have friends already in the program.

Recommendations

The assessment team recommends that EOC target recruitment goals and related strategies to attract applicants from throughout South Africa. Because eligible rural candidates are small in number, less inclined toward overseas study, and difficult to reach cost-effectively, a proactive campaign might include the following elements:

- Direct contact with secondary schools throughout the country (assuming continuing support for undergraduate study);
- Use of radio;
- Decentralization of recruitment to rural areas perhaps through returned students and the alumni association; and
- Use of local community organizations to identify and recruit applicants.

SCREENING AND SELECTION

Internal Bursaries

When EOC and SAIRR receive the applications, their separate screening and selection processes begin.

The Goal of Screening and Selection

The goal of screening and selecting internal bursars is to identify applicants who can demonstrate financial need and academic potential and who can gain acceptance to a South African university. Both EOC and SAIRR seek to obtain geographic and ethnic diversity and to select 40 percent women. An effort is made to award bursaries in a wide variety of fields of study.

Screening and Selection Procedures

Screening and selection is a two-stage process. In stage one, applications are screened on the basis of academic qualifications and sorted by quality of the applicants' academic record. Both EOC and SAIRR screen applications the same way, but EOC uses a higher qualification standard for the first cut, thus producing fewer candidates for further consideration. In stage two, selection panels comprised of academic and contractor representatives review applications and make tentative selections. The panels first consider academic merit and financial need. Secondary consideration is given to geographic and gender diversity.

For EOC candidates, a third stage is added to the process. Top applicants are invited for interviews at regional centers. Successful applicants are notified of their bursary award only after EOC or SAIRR receive matriculation results in January. Candidates are notified in February each year.

Results

At present, EOC and SAIRR together have available about 300 TDSA-funded internal bursaries each year. Successful candidates are selected from about 20,000 completed applications that are submitted. Since USAID began to support internal bursaries, 662 have been awarded. Of these, 36 percent were granted to women. Selection favors students with strong academic qualifications and those already performing well at South African universities.

Generally, applicants are considered by the bursary for which they apply. This means, in the case of EOC, that a student who applies for a bursary to study in the United States will be considered and accepted or rejected for that bursary only. He/she will not be counseled to apply for an internal bursary or pursue some alternative course.

Selection Experience of Interviewees

The experiences of students with respect to screening and selection differed depending on their sponsorship. Of the 36 percent interviewed as part of the selection process, all were sponsored by EOC. Ninety percent of the students who were not interviewed, were sponsored by SAIRR.

Students believed that they were selected for internal bursaries for two reasons: economic need and academic merit. Forty-six percent cited both criteria as important to their selection. Twenty-seven percent believed that they were selected exclusively on the basis of academic merit, and 8 percent stated that the EOC interview was an important factor in their selection. The remainder said that the application essay, their community involvement, the clarity of their goals, and the degree objective were considered by their sponsors.

Effectiveness

Drawing from the very large pool of students who desire a university degree, EOC and SAIRR are easily able to obtain sufficient numbers of qualified applicants who have obtained admissions to universities. The selection process as observed by the assessment team is rigorous, and every effort is made to ensure objectivity.

Forty-one percent of the interviewees rated the selection process as fair, and 33 percent rated it good or excellent. The remainder had no comment or rated it poor. Students' ratings of recruitment and selection were affected by the timeliness of their notification of the bursary award. Students reported that the notification of the bursary award arrived after the academic year had begun and families were placed under some stress by the financial uncertainty. One interviewee whose home is in Venda actually learned from the interviewer that he had obtained the bursary. These students strongly urged a more timely process.

Students also frequently expressed concerns about the selection criteria.

While they had numerous suggestions, it was clear to interviewers that the students were very uncertain about the selection criteria and in many cases were voicing assumptions they had formed in the process of applying for assistance. Their recommended selection criteria included:

- Performance of students from Standard 8 instead of exclusive reliance on the matric results;
- Financial need above academic performance;
- Student's potential to contribute to society;
- Clarity of the degree objective;
- An objectively verifiable means to assess the accuracy of the financial data; and
- Academic merit only.

Most students believed that the interview was an important part of the selection process and that all applicants should be interviewed. They asserted that the interview allowed applicants to explain why they should receive a bursary. Several students were opposed to the interview, primarily because the cost of travelling to the interview site posed a financial hardship and discriminated against the rural applicants.*

*However, the research on selection criteria that has been conducted by Dr. Charles Potter of the University of Witwatersrand confirms the suspicion held by many that the matric is a poor predictor of university performance for black students. His research indicates that social, communication, and assertiveness skills are better predictors for the black entrants and, therefore, he argues the necessity of the personal interview in selecting students.

Selection of bursary recipients is a difficult and time-consuming process that aims to obtain the most qualified candidates with the greatest financial need. The vast number of applications makes it impossible for the process to be more personal, yet both EOC and SAIRR attempt to be objective in their deliberations. The process is slow, and communication with applicants is limited. The process, therefore, is frustrating to those who are waiting to hear the results.

Bursary-managing organizations face two structural constraints to awarding bursaries in a timely fashion, thereby limiting the stress on students whose choice of university, or even the option of attending a university, is governed by whether they received bursary assistance. The first is that decisions on university admissions and bursary awards depend on matriculation results. Yet, for black students, the results only become available a few weeks before the South African university year begins in early February. For these reasons, it is difficult to recommend ways bursary organizations can make selections and advise students of their award earlier than they do.

Although not mentioned by students, several community leaders want sponsors to stress community involvement in their selection criteria. They stressed that young people who have demonstrated a willingness to contribute to the community are more likely to use their education on behalf of the community once they have completed their studies. Students confirmed the perception that community participation was not a sponsor expectation for bursary recipients.

Finally, both EOC and SAIRR are approaching the 40 percent target for female participation. In both programs, 36 percent of the participants are women.

Conclusions

- EOC and SAIRR have effective and objective selection systems that are perceived as fair in the community.
- The selection organizations must contend with certain structural constraints that limit their flexibility and work hardships on potential bursars.
- The two sponsors differ somewhat in their approaches to selection. EOC interviews the bursary candidates and SAIRR does not. SAIRR evidences more concern for racial and geographic distribution of students while both organizations aim to achieve the target of 40 percent women encouraged by A.I.D.
- As directed by its board, EOC deliberately chooses not to make selection decisions based on race.
- The selection of internal bursary recipients rests largely on academic merit and financial need. The two sponsors vary slightly in the emphasis placed on the two criteria, but agree on the importance of both. For EOC the interview may make a difference in the acceptance or rejection of a candidate.

Recommendations

The screening and selection process for internal bursaries is effective in identifying deserving students who are able to obtain entrance into local universities. The process could be strengthened through:

- Earlier notification of awards; and
- Interviewing of applicants who have passed the initial screening.

Since the systemic constraints in South Africa make early notification difficult, the following interim recommendation would address some of the effects of later notification:

- Assist students with transfers. Due to lack of notification of bursary awards, many students elect a university on the basis of cost only. Often the academic program will fail to meet their needs and a transfer should be facilitated.

Interviewing should be instituted only if selection can rely on the interview as a criterion for choosing a student. If "paper" qualifications are in fact the main criteria, interviews may not make a difference. Therefore, an interim recommendation is for EOC to compare its population of interviewed and non-interviewed students to determine if the success rate for the two groups differs in favor of the interviewed student population.

External Bursaries

Once applications have been received by EOC, the screening and selection process begins.

The Goal of Screening and Selection

The goal of screening and selection for the external bursar program is to identify deserving, qualified scholarship candidates who can complete their course of study in minimal time (the average length of study is expected to be three years). The selection criteria include successful completion of secondary school for bachelor's candidates or a university degree for advanced study, academic ability and the desire to pursue additional education; potential for contributing to the academic field of interest; occupational objectives and plans for professional or technical careers; a commitment to the development of South Africa; and leadership qualities. EOC has recently added evidence of financial need to the selection criteria.

Screening and Selection Procedures

With the assistance of IIE and Aurora Associates, EOC reviews applications to determine which candidates meet the stated requirements. EOC then convenes regional selection committees comprised of U.S. and South African college and university educators to conduct interviews and make semifinal selections of applicants for undergraduate and post-graduate degree programs. The lists of semifinalists are submitted to a national selection committee made up of sponsor

personnel and U.S. and South African educators. They select the 150-200 most highly qualified applicants for candidacy in the following year. Final selection is made after successful completion of the TOEFL and other tests.

Results

In 1988, regional selection committees were convened to interview applicants in eight locations: University of Zululand, Durban, University of Fort Hare, University of the Western Cape, Bloemfontein, University of the North, University of Bophuthatswana, and the EOC office in Johannesburg. The initial screening produced a pool of 800 candidates; the top-rated 300 were interviewed. The national selection committee (composed of representatives from each interview site, academic consultants from the United States, the EOC Director and Associate Director, and IIE) received over 200 applications from the regional committees and selected 176 to proceed to further testing. More than 90 applicants were seeking graduate degrees, and the remainder were seeking undergraduate degrees. These figures reflect the trend towards increased emphasis on graduate studies. About one-third of the candidates were women.

Selection Experience of Interviewees

All of the students interviewed by the assessment team had been actively involved in the selection process and all had been interviewed in sessions lasting from 15-60 minutes. Students reported that the questions were clearly communicated and that the process was fair and well conducted.

Applicants understood that they were selected for a variety of reasons, and ninety-five percent of the students believed that academic potential, past performance, test scores, and good records at schools and universities were among the most important selection criteria. Other criteria that students stated were important to the screening committees were job experience and the potential of the student to benefit South Africa in the future. Less frequently students mentioned that good references, demonstrated need for the degree, potential to cope successfully in a multicultural environment such as the United States, a disadvantaged background, and prior experience with EOC contributed to their selection.

Married students reported that one spouse was eliminated from the competition when couples applied for the program. They objected to the enforcement of this criterion.

Thirty-two percent of the students were aware that the bursary recipients were in many cases already privileged, and they were concerned that overseas study would further distance them from their less-privileged peers at home. They feared students would not sustain their commitment to social change once they returned to South Africa. These students suggested that EOC introduce a means test into the selection process and require students who are able to finance part of their education to do so.

Finally, 16 percent of the interviewees felt that political awareness should be an important selection criterion, but they were uncertain of its importance as a factor in selection.

Effectiveness

The screening and selection process is effective in identifying students who will be successful academically and who have a commitment to use their educations to benefit the development of South Africa. Once applicants are screened and reach the selection process, the process appears to be fair and based on merit. One student who had been through the selection process twice put it this way, "I think it is doing a good job, because I feel I was not selected the first time because they felt I was not ready yet to be selected, and I think they were right."

Most of the suggestions elicited in this segment of the interview were related to selection criteria. Students and other interviewees believe that the primary criteria--academic merit--automatically eliminates many deserving students from consideration due to the fact that they have had an inferior education. The recruitment and selection process favors fully qualified students and students who are already enrolled in local universities; these processes are not designed to identify marginally able students nor is the program designed to provide compensatory education.

Student opinions differ as to the effectiveness of the interview and selection process as a means of determining which applicants are best able to adjust to study overseas. They agree that the process can be helpful to students and to committee members in testing the applicants' awareness of and determination to meet a variety of challenges that undoubtedly lie ahead.

Conclusions

- The screening and selection process effectively identifies students having the academic qualifications to study successfully in the United States and identifies candidates who have the potential to make significant contributions to their professions.
- The process does not address directly the identification of leaders or future leaders nor has it, until 1988, dealt directly with the issue of financial need.
- The selection criteria established by EOC historically gives greatest weight to academic merit and productive potential, while A.I.D. also is interested in the inclusion of a leadership criterion. The two agencies are not in agreement on the priority of selection criteria.

Recommendations

The screening and selection process used in identifying students who will succeed in the United States would be strengthened by introduction of the following:

- **Regional involvement.** Obtain as much regional diversity as possible in the screening and selection panels in order to identify a geographically and

regionally diverse student pool.

- **Means criteria.** Students who can contribute financially to their educations should do so.
- **Expanded selection criteria.** Because the EOC selection criteria aim to identify the most qualified students and the pool of students available for selection far exceeds the number of scholarships available, EOC's selection criteria should stand. A.I.D. should consider supporting a program(s) that provides educational opportunity to the intellectually able but academically unqualified students who form a very large and deserving candidate pool.

TESTING AND DOCUMENTATION

Internal Bursaries

Testing and documentation refers to the application package of materials that prospective bursars must submit in order to be considered by EOC or SAIRR.

The Goal of Testing and Documentation

The primary goals of testing and documentation are to determine that candidates are qualified to study in South African universities and to identify the candidates with the greatest potential to succeed.

Testing and Documentation Procedures

With the internal bursary program, the documentation and application processes are synonymous. No testing is required for application for a bursary nor for admission to the university. Applicants submit the following materials:

- Matriculation results;
- Letters of recommendation (commenting on academic and leadership ability);
- The curriculum vita, and an essay or statement of academic and career goals;
- A statement of financial need;
- Birth certificate; and
- University records.

Results

Documentation is completed prior to screening and selection and the results are used in the screening and selection process. The essential test for admission to South African universities is the matriculation examination.

The Experience of Interviewees with Documentation and Testing

Students' recollection of the documents required of them was often incomplete, but they agreed for the most part that the above named records were requested of and submitted by them. Some students submitted photos and more extensive academic reports than others. The documentation process was routine and generally not important to students. They had no substantive suggestions to improve the process. When asked to discuss the value of testing as a screening device, the students agreed that tests would sort out the most academically qualified. Quite predictably, the average students were leery of the value of testing.

Conclusions

- Given the requirements of institutions to which students are trying to gain admission, tests are a basic necessity. There is a serious discussion in South Africa with respect to the validity and cultural appropriateness of the matriculation exam for poorly-educated blacks whose cultural norms also are different from the dominant white culture.
- In some respects the testing controversy in South Africa is similar to the argument in the United States about culture and gender bias of tests. However, these tests remain requirements for admission to tertiary institutions in the respective countries and the larger philosophic issues are beyond the scope of the bursary program. Passing matriculation scores are a must for admission to South African universities, but there is an ample number of blacks who pass to provide a sufficient number of bursary candidates.
- Given that the selection criteria for internal bursaries are based on ability to gain admission to universities, with some attention to financial need, the documentation required appears to adequately validate past performance and future intentions.
- Notably absent from the testing and documentation is any effort to provide aptitude testing or career guidance. Educationists report the appalling lack of such services in the secondary schools, and students, themselves, report that the selection of fields of study is highly subjective and is done without either knowledge of their own aptitudes or knowledge of the employment picture in South Africa.

Recommendations

The internal bursary program could be strengthened and efficiencies could be achieved by the introduction of career guidance for students. The service

should be voluntary for students and mandated if their records indicate that academic goals differ markedly from performance. The service could be provided before placement or during the first year of study.

External Bursaries

Once external program applicants reach the status of candidacy, they are ready to take the examinations that are required by U.S. colleges and universities. EOC, in cooperation with IIE, arranges for candidates to take the TOEFL, SAT, GRE, GMAT**, and other tests as appropriate and required for placement. In addition, candidates are required to have a complete dossier including an A.I.D. biodata form, transcripts, diplomas, references, and interview results.

The Goal of Testing and Documentation

The primary goal of testing and documentation is to determine whether candidates are qualified to study at and can meet the admissions requirements of the universities that have been identified to receive students.

Testing and Documentation Procedures

EOC provides an information packet to candidates and assists them in scheduling their examinations in a regional center. Students are expected to obtain the necessary records and prepare for and take examinations as scheduled. EOC increasingly has attempted to offer coaching and other kinds of assistance for the tests. The consistency of help is uneven and occurs primarily in Johannesburg. Some returned TDSA bursars are trying to help candidates for U.S. bursaries prepare for tests to improve their scores.

Certain A.I.D. documents must be provided. They are the PIO/P, the participant data form, and the medical clearance. These documents are completed in each case by the U.S. contractor. Because students are not generally sponsored by employers and their programs of study are quite flexible and open to modification, the PIO/P is not critical at this time and is completed to achieve compliance with A.I.D. procedures. However, should the program recruit from employers who impose academic requirements on the students or should the program narrow the fields of study, a more thorough use of the PIO/P documentation process would be necessary.

Results

With few exceptions, students complete their examinations and provide the necessary documentation. Those who fail to pass examinations or complete their records are eliminated from candidacy at this point in the process.

**Teaching of English As a Foreign Language, Scholastic Aptitude Test, Graduate Record Exam, and Graduate Management Admissions Test.

Experience of Interviewees with Documentation and Testing

All of the students interviewed had completed examinations, usually the TOEFL and one other test. In general, they viewed the testing and documentation requirements as a necessary and manageable feature of the program. Students were largely satisfied with the testing, calling it smooth, easy, and fair. They felt that the EOC information packets were very useful and that the sponsors were quite supportive and sensitive to the anxieties associated with examinations. Some students received assistance in preparing for exams and thought the assistance and adequacy of time allowed to prepare were factors in the successful completion of the exams.

Students who were most critical of the examination process felt that they received little help and had no access to materials with which to prepare for the tests. They called the GRE culturally biased, irrelevant, and difficult. Several believed that the TOEFL was unnecessary and a waste of time, especially for students whose first language and medium of instruction was English. Many students reported using USIS libraries in the South African cities where they are located to prepare for tests.

Effectiveness

The testing and documentation process is effective in helping students meet the admissions requirements of the colleges and universities in the United States. The process is well-managed, with the exception of some scheduling difficulties. Tests, particularly the TOEFL, are essential for consideration for admission to most universities. Test scores can and do influence the quality of institutions which offer admission to specific candidates. On the other hand, good scores can provide a second chance for students whose South African education was weak or interrupted by political unrest and whose matriculation results were poor.

In general, testing seems to be a fact of life of the bursary program and is not an important issue.

Conclusions

- The testing and documentation process works well for most students.
- Rural students and African students in particular have the most difficulty obtaining their records and handling the tests due to historical inadequacies in the education system and disruptions in the schooling process.
- The testing process is one means of identifying students who would have difficulty with study in the United States.
- Although students may not like the TOEFL, it is required, and some placement specialists argue that it is the best predictor of academic success.

- The A.I.D. documents, particularly the PIO/P, are not currently being used as planning and program design instruments.

Recommendations

- EOC and USIS libraries should cooperate to provide materials and assistance to students who are without the resources to prepare for examinations.

PROGRAMMING AND PLACEMENT

Internal Bursaries

Programming and placement is defined as the selection of the university that the student will attend. There are 21 universities in South Africa, some having more than one campus. There are 12 technikons, which differ from the universities in two ways: they offer diplomas rather than degrees, and they place heavy emphasis on technical skills in demand in the marketplace.

The Goal of Programming and Placement

The selection of universities and technikons is driven by the students' own goals. Students are not directed to universities by EOC and SAIRR, and students consider a variety of factors when they apply.

Programming and Placement Procedures

Applicants for internal bursaries apply independently to the universities or technikons of their choosing. Each student must submit his or her documents to the institution and obtain placement. Students are notified of their admission by the institution and, if they are admitted to more than one institution, may elect the preferred school. EOC and SAIRR notify the university that the student has received a bursary, and, when the school confirms acceptance and enrollment, the student is officially recorded on the sponsor's rolls. Confirmation of the bursary often takes place several months after the student commences study.

Results

Of the 21 universities in South Africa, students have been successfully admitted to 19 institutions of higher education (see Table 6).

TABLE 6
PLACEMENTS OF INTERNAL BURSARS

<u>University</u>	<u>EOC Students</u>	<u>SAIRR Students</u>
Bophuthatswana	15	3
Cape Town	42	42
Durban-Westville	27	23
Fort Hare	20	20
MEDUNSA	16	20
Natal	21	59
The North	51	26
Port Elizabeth	0	3
Pretoria	0	1
Rand Afrikaans	1	1
Rhodes	9	12
Stellenbosch	2	5
Transkei	4	4
UNISA	0	1
Venda	7	7
Vista	15	0
Western Cape	15	14
The Witwatersrand	40	65
Zululand	42	13
	327	319

Sixteen students attend five technikons, including Mangosutho, Northern Transvaal, Penninsula, and Port Elizabeth, as is shown in Table 7.

Placement Experience of Interviewees

For 89 percent of the interviewees, the institution that they were attending was their first or second choice, and they made the placement decision themselves. The remaining 11 percent elected their school "because of the medium of instruction" or, because someone else, usually a family member, selected the university for them.

Some students said they were attending universities that were not their first choice because fees were cheaper or transportation costs less expensive than more distant institutions or because they had not been admitted to institutions

TABLE 7
TECHNIKON PLACEMENTS OF INTERNAL BURSARS

<u>Technikon</u>	<u>EOC Students</u>	<u>SAIRR Students</u>
Mangosuthu		1
M.L. Sultan		3
Northern Transvaal		6
Peninsula	2	0
Port Elizabeth		2
Cape	0	0
Natal	0	0
Orange Free State	0	0
Witwatersrand	0	0
Vaal	0	0
Pretoria	0	0
RSA	0	0
Totals	2	14

they preferred. Students at the following universities said that they were attending for such practical reasons:

- Port Elizabeth;
- Durban-Westville;
- Venda;
- Fort Hare;
- Bophuthatswana; and
- The North.

Students chose their university based on a variety of factors. Three reasons predominated: quality of the institution (25 percent); location, usually near home (21 percent); and limited political disturbances (20 percent). Students were attracted to white universities including the Afrikaans institutions because they wanted to obtain a good education and demonstrate that they could compete with the white students and because of more stable conditions. Other reasons for selecting particular institutions included: availability of a particular field of study; availability of instruction in the Afrikaans medium; an opportunity to live in a different part of South Africa; the opportunity to be exposed to Indians (Durban); lack of readiness for a white institution (UWC); the proximity of friends; the availability of funds; or rejection from other institutions.

Ninety-two percent of the interviewees rated their placements as excellent. The remaining 8 percent rated the placement as fair or poor. Some at Afrikaans universities felt, as one student said, "We're isolated. I would like to go to a nonracial university." The others were at black universities where the campus had been disrupted and instructional problems had occurred.

Students were asked specifically to evaluate the nonacademic elements of their placements and related bursary support, including housing, meals, transportation, and books. Forty-seven percent of the interviewees rated the nonacademic support as poor, due largely to problems with transportation. The lack of transportation made it impossible for students to be involved in campus life, attend practicums, or find sufficient time to study because of lengthy commutes.

Transportation problems were most acute at urban campuses, particularly the University of the Witwatersrand. Students not fortunate enough to live in university housing commuted long distances from townships. A limited alternative in Johannesburg was accommodation in the "grey" areas, and these neighborhoods tended to be expensive.

Food generally was not seen as a problem except as related to housing and the costs of purchasing food and cooking it in inadequate facilities. Self-catering students recommended increases in meal allowances. Housing black students in white university housing was technically a violation of the law, and some students in campus housing related instances of discrimination by university staff. There were some instances of police raids and intimidation. Students at Pretoria, Stellenbosch, and Port Elizabeth were not provided with housing; the Group Areas Act was the stated reason.

In addition, students frequently bemoaned the high cost of books and recommended increases in the book allowance. The amount allocated, R800 (\$ 320), was considered insufficient, especially for technical fields of study requiring expensive texts and equipment.

Effectiveness

Ultimately, placement must be evaluated on the basis of degree completion and use of the education after graduation. Because the internal bursary program began in 1986, very few students have completed the program and the assessment team had to rely on more short-term indicators. The team found students are satisfied with their choices of institution. Even students who are not attending the institution of first choice have adapted satisfactorily to their university and program of study. Transportation is the only significant problem with respect to placement. Students who must travel daily--from home or from off-campus housing--find the cost and time in transit a hardship. Either campus housing is unavailable or their bursary does not include housing and the travel is necessary.

Conclusions

- Self-placement is a satisfactory means of choosing a university. It is not surprising that students approve of their own choices.

- Absent in their stated reasons for selecting institutions is any consideration of career objectives, plans for graduate study, or the eventual use to which they will put the degree.
- Students receive little guidance in choosing a university, and therefore, the location, general reputation for quality, and freedom from serious disturbances are the factors that students consider in placing themselves.

Students would benefit from guidance. They stated that they needed more information on the universities in South Africa and that they would benefit from knowing more about the fields of study and the administrative policies of the university, including services provided to students.

Recommendations

- Include career and academic guidance for students prior to or during the first year of study in order to assess the students' choices of institution or field of study and to advise students regarding the progress of their studies. These services may be provided through the universities, the sponsors, or an independent organization such as the Education Information Centre.
- Monitor students to determine if the lack of sufficient transportation, meal, or book allowances is interfering to any great extent with the bursar's academic program or social and cultural opportunities.

External Bursaries

South African students who are funded by USAID to study in the United States are administered by IIE and its subcontractor, Aurora Associates, who are fully responsible for placing students in colleges and universities. Their programming and placement procedures are similar; IIE handles two-thirds of the students, and Aurora Associates handles the remaining one-third.

The Goal of Programming and Placement

The goal of the programming and placement process is to gain admission for students at the academic institutions that offer the most appropriate program of study and provide tuition waivers. Placements are sought at accredited institutions including historically black colleges and universities (HBCUs) which are targeted by A.I.D. regulations to receive 10 percent of placements. Not all HBCU's are in a position to provide waivers. For these institutions, USAID is charged full cost.

Programming and Placement Procedures

EOC sends completed records of candidates who have been selected for study in

the United States to IIE in New York. IIE sorts them by degree objective, EOC's potential-for-success rating, gender, and ethnic factors and distributes them randomly to IIE and Aurora Associates. The placement process attempts to match the student with the most suitable academic program at a university that provides a waiver of fees. At any one time about 200 institutions have one or more waivers available for South African students, so the placement officers have more than one option to consider for many of the candidates.

In matching candidates to academic institutions, placement staff consider the following information:

- Field of study;
- Degree objective;
- Suitability of foreign student services; and
- Strength of the candidate's academic preparation.

In most cases, application is made to more than one institution, and the placement is made at the institution that admits the candidate and offers the best financial support. Some students request a particular region of the country or a specific institution, and this information is considered in the placement process. The contractor notifies the student of admission through EOC and arranges for the student's travel to the United States.

Results

To date, 613 South Africans have been funded by USAID to study in the United States. Because their placements largely are dependent on institutional funding in the form of scholarships or tuition waivers, no more than one or two students are likely to be placed at any given college or university. Currently, some notable exceptions are Princeton, Pennsylvania State University, Cornell, and the University of California at Berkeley, which host five to ten South African students.

Placement Experience of Interviewees

Eighty-two percent of interviewees rated their placements fair to excellent; 18 percent believed their placement was inadequate to some degree in meeting their needs. Students reported that the placement process was handled by IIE and Aurora Associates and that criteria included field of study and the availability of waivers. Two-thirds of the interviewees reported that they did not participate in their placement, and one-third said that they expressed preferences and believed that their desires were taken into consideration.

Several students voiced an interest in participating more actively in the placement decisions. They would prefer to have access to information in South Africa about the schools that were offering waivers in order to express informed choices. Most students agreed, however, that their ability to assess schools was very limited and that the contractors made every effort to place them appropriately.

Those students who were dissatisfied with their placements usually were not critical of the academic program. Rather, the primary issue was housing availability or quality. Almost 50 percent of the interviewees had problems associated with housing. Either housing was not available due to their late arrival on campus, dormitory housing was the only option, or there was limited assistance with finding housing. Much of the problem, according to students, stemmed from late notification of acceptance into the program triggering a chain of late applications and delayed arrivals.

Other disappointments related to placement included lack of sporting facilities at a smaller college, no graduate program at the institution, making further study more difficult; the political indifference of the students on campus; and the absence of other South African students at the college. Political ignorance among Americans was continually mentioned as a source of surprise or disappointment to students.

Effectiveness

IIE and Aurora Associates are successful in placing the students who qualify for admissions into institutions of higher education. Given the constraints related to waivers, low academic qualifications of some students, and requests for fields of study such as labor relations where few waivers are available, students are enrolled in a timely manner in appropriate institutions. As one student stated, "If I had made my own choice of university, I would have made the wrong choice."

Five students reported that their placement was inappropriate to the study objective they indicated on their EOC application. One electrical engineering placement, for example, should have been in electronics. Occasionally, there were misunderstandings with respect to academic terminology, where the same English words referred to different disciplines in South Africa and the United States. This resulted in one student's placement in a linguistics program when she wanted to study TOEFL. Problems usually were worked out in the university or the student agreed to a modification in the program of studies.

Thirty-two percent of current external bursars are women, a solid achievement, although it falls below USAID's goal of 40 percent. The contractors have met their targets for HBCU placements, with 11 percent of students so enrolled.

Conclusions

Given the constraints on the placement process, the process is effective. Problems associated with placement include:

- Late arrivals in the United States;
- Lack of information about U.S. universities; and
- The waiver driven placement process. In general, the team was impressed with the efficiency of the placement process and with the positive attitudes of students;

- Adequate housing. Contractors (IIE and Aurora Associates) do make every effort to secure adequate housing for students, and most problems appear to be a result of the A.I.D. requirement that undergraduates live in dormitories or of the fact that the university is itself contributing housing as a part of the scholarship. Any compromises made in the placement process are more than offset by the value of the universities' contributions to the scholarship program.

Recommendations

Given the constraints of time and the conditions of financing, few improvements could be made in the placement process. Adequate information is available to students to secure housing, and their introduction to their university is made as soon as possible in the process. The assessment team offers the following recommendations:

- Prior to placement, the contractors in both the United States and South Africa should make every effort to explain to students academic terminology and different fields of study available in the United States to avoid misplacements. The PIO/P planning process is an excellent vehicle, and the team recommends that the mission adopt the process to obtain agreement among all parties (A.I.D., student, contractor, university, employer if applicable) on the placement goal for each participant.
- Contractors, with the support of A.I.D., need to exercise maximum flexibility in responding to housing problems. Although a number of concerns cannot be addressed within the limits of the program, some problems could be addressed by providing transit status allowances, permitting off-campus residence at no additional cost to the project, or supplementing allowances where housing costs are unavoidably high.

ORIENTATIONS

Internal Bursaries

Students in the South African internal bursary program at present have available to them only orientations provided by their universities. The programs vary from 1 to 5 days in length.

The Goal of Orientations

In general, the orientations are conducted to welcome new students to the university and to introduce them to campus life and facilities.

Orientation Procedures

Orientations vary from institution to institution. Generally, they are conducted by university staff, faculty, and students and include structured presentations, campus tours, introductions to residential facilities, and social events. Some programs contain guidance for course registration, introductions to academic departments, introductions to student organizations, and sporting events. Typically, these events occur just prior to the beginning of classes.

Results

Most South African universities conduct orientations. The programs are voluntary, so attendance varies from event to event, and students may elect not to attend at all.

Experience of Interviewees with Orientations

Students were asked to report their experience with sponsor (EOC, SAIRR) and university orientations. One hundred percent of the students reported that they did not receive an orientation by the sponsoring organization. All students were aware of the availability of an orientation at the university and 74 percent reported that they attended at least a part of it. Those who did not attend were late to arrive, were unaware of the event, or did not believe it was important.

Students were moderately positive about the orientations. Twenty-eight percent rated them excellent; 50 percent rated them fair; and 22 percent rated them poor. Two factors clearly were most important to students in assessing the orientations. First, their expectations were that the orientations would assist them in defining the institution's academic requirements and in learning how to succeed academically at the university. Evaluations often reflected the extent to which this expectation was met. Second, it was clear that orientations often were the first place that students encountered their racial isolation, especially at white universities, and where they felt uncomfortable or excluded from the campus culture and social norms. These orientations often were alienating experiences for the students.

The most effective orientations were those that included an introduction to academic requirements and expectations. "Stress study not fun," was how one interviewee put it. Students preferred orientations presented by the academic departments. The availability of this type of orientation varied widely from institution to institution, but it was evident that technical and scientific departments offered the most comprehensive and satisfying orientations for students, regardless of the university. Students were most positive about orientations offered by the universities of the Western Cape and Rhodes. They were most critical of the orientations that were run largely by the Student Representative Councils (SRC) without significant involvement of the university administration and academic staff.

Interviewees suggested that the orientations should include the following elements:

- Participation by the academic departments;

- Less socializing and more academics;
- Presentations by students who failed; or had difficulty in school;
- Involvement of all racial groups;
- Inclusion of music that represents all cultures;
- Opportunities to meet people;
- Course selection;
- Overview of academic programs and differences in related fields of study;
- Campus tour and instructions on use of the library;
- Introduction to campus political organizations; and
- A short course in study skills.

Academic advisors and educators further recommended that orientations introduce students to the importance of working in groups and demonstrate the benefits that can be obtained by studying with peers. Many students get ahead by studying with peers in the residences, and bursars need to learn to participate in these groups or form other groups in locations that are accessible to them. In addition, professors often structure groups, and students are unskilled in strategies for using study groups effectively. Finally, interviewees cautioned against having senior students available as the only source of academic advice because the information was found to be unreliable and inaccurate.

Conclusions

- The absence of an orientation by the sponsors is noted by some students and undoubtedly leads to questions and confusion at a later time.
- The university orientations vary in their success at meeting the needs of students. They are most valuable to students when they are academic in nature and contribute to the confidence of students to undertake their studies. They are least valuable to students when they are largely social in nature and seen to exclude the nonwhite students and when the university administrations and faculties are not involved.
- Orientations are important first experiences at the universities. They may be positive experiences at they are at Rhodes and the Western Cape, or they may be viewed as exclusionary, especially where students are in a very small racial minority.

Recommendations

The RDT recommends that sponsors provide student orientations during the first year of study and that sponsors help universities devise the most effective university orientations for black students.

External Bursaries

Students in the South African external bursary program have available to them as many as three orientations as part of their preparation to study in the United States: a pre-departure orientation run by EOC, lasting from one day to two weeks; an orientation in the United States that since 1982 has been conducted at Denison University (recently cut from 4 weeks to 3 weeks in length); and a university orientation, which is from several hours to several days in length.

The Goal of the Orientations

The goal of the orientations for external bursars is to assist their transition from South Africa to academic life in the United States. That transition is social, intellectual, cultural, political, and highly personal.

Orientation Procedures

The orientations in South Africa are conducted in regional centers by EOC, with participation from American representatives and South Africans who have studied in the United States. Students receive information on education in the United States, American lifestyles and cultures, cultural adjustment, dealing with loneliness, passport issues, what to bring to the United States, and an overview of procedures used by sponsors to manage the program.

Orientations in the United States are conducted at Denison University under a subcontract competitively awarded by IIE. They are designed to introduce students to life and study in the United States through cross-cultural exercises, experiences, and discussions. These orientations also provide intensive academic skills practice in readiness for entry into the university. They offer planned recreational and social activities, and encourage students to begin to think about how they will contribute to a post-apartheid South Africa. The subject matter includes:

- Transition;
- Stress management;
- American values;
- Budgeting and money management;
- Issues on contemporary American society;
- Women's issues;
- Minority cultures in the United States;

- Racism;
- Being African on a U.S. campus;
- U.S. laws and regulations;
- Adapting to life in the United States;
- Functioning in a U.S. university; and
- Coursework, to include
 - Calculus,
 - Typing,
 - Statistics,
 - Algebra,
 - Legal education,
 - Research methods, and
 - Computer literacy.

Denison is located in rural Granville, Ohio, removed from distractions. The site offers instructional and recreational facilities as well as access to local community services and resources. The event is staffed by university personnel, South African students, and representatives from IIE and Aurora Associates. Students' arrival at and departure from the orientation is arranged by the sponsor.

The college and university orientations vary in length and content. Typically, the institution introduces the new students to campus facilities and services and reviews procedures and regulations. Some orientations include social activities, welcoming ceremonies, explanations of transportation, discussions of cultural and social issues, and an overview of the U.S. education system. Some students are assisted in obtaining identification cards, bank accounts, and Social Security cards. These orientations are conducted by staff and students at the university and frequently involve the foreign student advisors.

Results

Ninety percent of the external students attend at least one orientation and the vast majority of students attend two or three orientations.

Interviewee Experience with Orientations

Pre-Departure Orientations. Eighty-seven percent of interviewees attended a pre-departure orientation in South Africa and of those who attended, 80 percent rated the orientations fair to excellent. They valued very much the participation of former students and would in many cases expand the contributions that these presenters made. The sessions, they felt, dealt inadequately with their expectations about the United States and the extent to which they would be expected to be independent and self-sufficient. The image of "Dallas" is the image that many had of the United States. Some students expressed a need to be better prepared for the U.S. experience, but

others did not believe an orientation could do so effectively. They felt that one simply must experience the United States and deal with the experience as it happens.

Orientation in the United States. Ninety percent of the interviewees attended the Denison orientation. Of those who attended, 93 percent rated the orientation as fair to excellent. They were most positive about courses in mathematics, algebra, statistics, English, writing, typing, and computer literacy. They valued presentations regarding American culture and subcultures, explanations of course requirements and academic performance criteria, and opportunities to meet other students and the sponsors who were in attendance.

Many interviewees, especially returned students, said one of the biggest adjustment problems in the United States was to American independence and individualism. They were unprepared for this aspect of the American culture and thought that the U.S. orientation should give it greater emphasis.

They objected most to the location of the session (too isolated), the length of the session (too long), the intensity of the program (too little leisure), and unsatisfactory processes for dealing with racial tensions in the group. Students were somewhat reluctant to talk about the problem of "clannishness," but they voiced concern that participants may have left Denison without dealing with the issue of the effect of South Africa's racial stratification on the interracial experiences of South Africans in the United States. Five interviewees were critical of the conduct of a student staff member who exhibited inappropriate social behavior and aggravated interracial tensions. Finally, more mature students and graduate students were more positive about the orientation than the younger, less mature participants.

College and University Orientations. Seventy-four percent of the students attended an orientation at their college or university. Of those who attended, 98 percent rated the activity as fair or excellent, usually referring to its utility and practical content. The orientations varied widely; the most intensive program was one week in length and included camping and hiking. One student commented, "The best orientation you can have is to be introduced to the campus by another South African student and to find a faculty or staff member who knows the 'red tape'." Library orientations were seen as particularly valuable by graduate students at large universities.

Effectiveness

Orientations are an effective means of providing students with general information, strengthening their academic skills, introducing them to the American education system, and helping them function effectively in the community using currency, banks, libraries, and other resources and services. They also are opportunities to become acquainted with Americans other than South Africans and provide a buffer between leaving home and full-fledged university study.

Conclusions

- Orientations are an essential part of the external bursary program, and all three types of orientations should be retained.

- Orientations are very individual experiences, and participants react to them based on their own needs, attitudes, and backgrounds.

Recommendations

In order to improve the efficiency of orientation programs, the RDT recommends the following:

- Review the scope of work provided to subcontractors, EOC, and Denison University to determine if redundancies can be reduced.
- Given the diversity of the student population, organize the orientations around the diagnosed needs of students and individualize to meet the needs.
- Emphasis should be given to computers, computer literacy, and typing.
- Contractors should address the need of students in some technical fields to own computers and should seek A.I.D. approval to purchase or lease them with program funds.
- Orientation should be designed and viewed as one training experience in the course of a program that will last several years and orientation should be linked to ongoing interventions such as training events, publications, student meetings, or site visits to reinforce the material that is presented initially at orientation.

ACADEMIC PROGRAM DELIVERY

Internal Bursaries

The responsibility for the delivery of academic programs for internal bursars resides entirely with the 19 universities and 5 technikons where they are enrolled. In addition to instruction, universities offer Academic Support Programmes (ASP). The most comprehensive of these are available at the larger open universities (Witwatersrand, Cape Town, Rhodes, and Natal). Some academic departments offer their own versions of the ASP that parallel or reinforce the university ASPs.

The Goal of Academic Program Delivery

The goal of the academic program is to assist students in gaining the skills and credentials that will enable them to work more effectively for social change and be of value in post-apartheid South Africa. The terms of bursary awards do not tie the students to any obligation after their study; they specify

only that the student must make acceptable academic progress in his or her field of study and complete the program in no more than 5 years. All internal bursars are undergraduates.

Academic Program Delivery Procedures

Students elect their field of study and their university at the time of application for the bursary. If they are successful in obtaining admission at the university of choice and the bursary is awarded, they are expected to pursue the field of study stated in the application. Sponsors offer guidance in this decision if requested. Students who change their fields of study or universities must notify the sponsor.

Results

The 662 internal bursary recipients are enrolled in 76 fields of study leading to a bachelor's degree or a diploma. The fields of study are listed in Table 8.

The Academic Experience of Interviewees

Interviewees stated that they elected their university and field of study with little or no assistance. Students offered three reasons for choosing their subject: personal interest; the opportunity to serve the black community; and the perception that jobs would be available in the elected field. Sixty percent of the interviewees who described their choice as one based on personal interest stated that they admired practitioners in that field, they liked the related subjects and performed well in school, or they believed they would enjoy the practice of that profession after graduation. The motivation to serve predominated as a factor in all of the helping professions such as medicine, teaching, and social work.

One hundred percent of the interviewees said that their academic program was relevant and useful and they believed that they would find employment in their fields, although they acknowledged that they would need job placement assistance to do so.

Effectiveness

Interviewees were asked to rate the quality of their academic program and to assess their own progress in those programs. Eighty-five percent rated the academic program as excellent. Fifty-five percent called their progress excellent, and 38 percent called their progress fair. Those who acknowledged academic problems reported that the most serious problems were in the first year where adjustment to university life was difficult. At one institution, some 90 percent of the bursars had failed the first year.

TABLE 8

INTERNAL BURSARY RECIPIENTS: FIELDS ON STUDY

Field	Total Students	Male	Female
Science	107	90	17
Arts	92	57	35
Medicine	47	32	15
Education	46	35	11
Social Science	34	14	20
Law	28	22	6
Proc (law)	24	20	4
Pedagogy	18	6	12
Pharmacy	18	8	10
Electrical Engineering	15	14	1
Social Work	15	3	12
Arts Education	16	9	7
Other	202	112	90
Total	662	422	240

Sponsors reported that the overall first-year failure for bursars is 40 percent. This is comparable to the failure rate of other black students and taken alone is not alarming. In general, due to South African educational practices, the first year failure rate for students of all races is estimated at 25 to 30 percent.

However, sponsors fear that the second year failure rate is high and if borne out there may be cause for further evaluation of academic progress and support.

Students at Natal, Cape Town, Rhodes, and Witwatersrand were aware of the availability of the ASP. Five students at other institutions knew of such programs but said they not available at their institutions. At the four universities that offered ASP, 75 percent of the bursars had taken advantage of the services. At Cape Town, students were required to enter ASP if their matriculation symbol in English was too low. Of the students that had used the service, 100 percent at Rhodes, 100 percent at Natal, 85 percent at Witwatersand, and 50 percent at Cape Town called the program excellent. The mandatory nature of the program at Cape Town probably accounts for some of the more negative attitudes. The program is voluntary at Witwatersrand, Rhodes, and Natal.

The primary criticism of the ASP is the stigmatizing effect it has on students, isolating them from the mainstream and placing all of the burden of adjusting to the university on the shoulders of the black students instead of on the academic community as a whole. The second problem results from lack of individualization in the program and the perception of students that they have not been consulted in the program design.

Students who were positive about the ASP had benefitted from help with

English language and composition and from extra tutorials. The trend toward non-racial tutorials for all non-native English speakers was viewed as a positive step by the ASPs. Also, the trend of linking the ASP with the academic departments improved the rating of the ASP.

University evaluations of the ASPs indicate that the programs are beneficial. In some departments, students who have had extra assistance are performing better than their peers of all races in their first year.

Students were asked to comment on the quality of their total academic program and to identify the barriers to academic success. They cited these barriers:

- **Faculty bias.** This seemed to be an issue at all universities. Students at open universities said that the bias was covert; they often were ignored and had to work to get the attention of the professor. At the black universities, the students observed that many faculty were overt in their lack of attention to their instructional responsibilities and in their racial attitudes.
- **Medium of instruction.** At English and dual media institutions, Afrikaans-speaking instructors were not always proficient in English and would switch to Afrikaans, which many students could not understand. The problem was noted at MEDUNSA, Port Elizabeth, Western Cape, and The North.
- **Political disturbances.** Political disturbances, boycotts, and presence of police and army on black campuses were disruptions for the students.
- **Political involvement.** Most universities, and especially the open universities, were politically active environments, and much time is taken from studies by students who believe that they have an obligation or are pressured to be politically active even if their academic progress suffers.
- **Lack of equipment and supplies.** Especially at the black universities, the RDT member observed that some laboratories and music facilities were without sufficient equipment and supplies.
- **Staff shortages.** Most evident at Venda, students had to rely at times on part-time faculty who came intermittently to their campuses.
- **Text books.** Students at Afrikaans medium universities reported difficulty understanding English language texts, which generally were the only ones available in advanced or technical courses.

- **Limited opportunities to receive assistance.** The South African education system did not encourage interaction between students and teachers and learning, especially for blacks, often was by rote. As a result, students often felt intimidated and did not know how to seek extra assistance from their lecturers or found them unwilling to provide assistance.
- **Declining quality.** Students at UNIBO were concerned that faculty were leaving the university and the quality of the institution was declining.

Student suggestions for improvement in academic programs included:

- Extend the ASP into the second and third years;
- Provide ASP at all universities;
- Provide lecturers in the appropriate language medium;
- Improve library facilities;
- Insist that faculty members be qualified to teach;
- Hold conferences for students in the same field of study in South Africa;
- Increase the number of small tutorial sessions where the atmosphere is more relaxed and junior lecturers are more responsive to students;
- Encourage discussion groups at the residences; and
- Include practical experience in instruction.

Conclusions

- Tertiary education in South Africa is adequate and often excellent. Access to that education by black students is problematic at best, but the students who persevere are very positive about their educations and are well-grounded in the social and political environment where they will pursue their careers.
- Study at South African universities is fraught with difficulties for students, and the failure rates in the first year are not surprising.
- On the whole, the white, English speaking universities offer numerous advantages over black and Afrikaans-medium universities because they provide

academic support, offer a non-racial environment, are relatively stable, have well qualified academic staff and well equipped facilities.

- ASPs are contributing to increased student success on the campuses where they exist.
- Study in South Africa provides opportunities to make contacts and to develop professional roots. The campus environments reflect the larger community, and students are compelled to cope, survive, and succeed, which prepares them for the future and does not remove them from the environment then will have to live in.
- Blacks in general and black women in particular continue to favor pedagogy, social work, and the social sciences. They are underrepresented in science, law, engineering, and the technical fields.
- More academic and career guidance is needed for all students probably before they begin tertiary study.

Recommendations

Internal bursaries are valuable and the current program sponsors could best contribute to the availability of educational opportunities and access to quality instruction for blacks in the following ways:

- Urge universities to provide programmatic solutions to academic problems including ASPs, bridging programs, and four-year bachelor's degree programs.
- Monitor the progress of students and facilitate transfers in situations which are untenable.
- Advise students about various universities and programs of study and help them identify sources of guidance in the community or from former students.
- Teach students to use peer support groups and to assist one another in their studies.
- Direct students to sources of academic support.
- Provide orientations where students will be exposed to the problems they will face on various campuses and assist them with methods such as role plays to address the situations.
- Expose students to other students who have survived and not survived in the local academic environment, and share lessons learned.

- Recognize that failure in the first year is not unusual, averaging 40 percent of students; concentrate on drop-out prevention and on academic support to reduce first and second year failures.

External Bursaries

The responsibility for the delivery of the academic program resides with the colleges and universities attended by the South African students. Currently, about 150 institutions are hosting South African graduate and undergraduate students, and nearly all of the schools are providing very substantial support in the form of tuition waivers, room and board, books, stipends, and the services of the academic and foreign student offices. Every scholarship is different; therefore, the type and amount of support the student receives directly from the university varies. In every case, the university is responsible for the academic program and for working with the student to ensure his or her successful completion of the course of studies.

Students elect to study in a variety of fields approved under the program guidelines. Currently, the placements split evenly between graduates and undergraduates and the trend is towards increased graduate admissions.

The Goal of the Academic Program

The goal of the academic program is to assist students in making a contribution to social change now and to post-apartheid South Africa in the future through the effective use of technical and professional skills and abilities. It is the aim of the program that students will complete their studies on time, obtain an academic degree, and return to South Africa. The IIE student handbook states:

"The program is designed to accommodate as many students as possible within the confines of a budget contracted by A.I.D. with complementary funds contributed by corporations, and to provide the necessary incentives for students to complete a full level of training and return to South Africa fully prepared to step into professional and managerial positions. SAEP's first objective is academic: a "well educated graduate."

Academic Program Procedures

The students in this program are fully admitted in standard academic programs and progress through their courses of study along with their American counterparts and other international students. Students must comply with the standards, requirements, and expectations of the college or university. Additionally, they must adhere to the requirements of the contractors (IIE and Aurora). Students must:

- Carry at least a minimum full time course load;
- Make up an incomplete by the end of the following academic term;

- Show evidence of satisfactory academic performance in their chosen field by the mid-point of their program; and
- Attend summer school.

Results

A total of 489 students entered the bursary program between 1982 and 1985. Table 9 shows the results of the academic program.

TABLE 9
RESULTS OF ACADEMIC PROGRAM—EXTERNAL BURSARIES

<u>Status</u>	<u>IIE</u>	<u>AA</u>	<u>Total</u>	<u>Percentage</u>
Total Students	369	93	489	-
First Degree Programs, United States	167	15	182	37.2
Second Degree Programs, United States	47	18	65	13.2
Returned to Africa	150	49	199	40.6
Did not Complete Program	22	11	33	7
Unknown	10	--	10	2

In summary, of the first 489 students to enter the external bursar program, 40 percent are still studying in the United States in first degree programs, 14 percent are in second degree programs and 43 percent have returned to South Africa. Seven percent withdrew or were terminated from the program, Three percent of the records reflect an uncertain status and whereabouts.

The Academic Experience of Interviewees

In general, South African students studying in the United States are enthusiastic about their academic programs. Eight-four percent of the interviewees rated their educational experience as good or excellent. Only 16 percent rated it fair, and none rated it poor. Those who were critical of their programs felt their courses were too theoretical, their advisement had been inadequate, courses were not sufficiently challenging, or specific information concerning South Africa was not available for research. The vast majority who were very positive about their programs especially valued the quality of the instructors, the supportive learning environment, the openness of discussion, the materials and facilities, the variety of books and other publications available

to them, the flexibility of their programs, and the challenging nature of the work. Students attending smaller schools reflected particularly on the advantages of smallness and the personal quality of the instruction. Students from larger schools did not mention size as a factor in their program assessment.

Interviewees elected their fields of study for a variety of reasons. Most frequently, undergraduates chose their majors based on personal interest, the importance of the field to South Africa, the desire to contribute to their community, and the perception that jobs in the field were available. Other reasons included talent, curiosity, and general usefulness. Only six undergraduate students previously had been in the field they were studying. Graduate students chose their majors based first on job relevance and second on the need for their skills in South Africa. One student chose his field as an alternative to medicine because medicine was not an option under the program's guidelines. Half the graduate students has been employed in a field related to their studies prior to entering the program.

Students were convinced that their studies would prove relevant to the situation in South Africa. Their confidence was based on the perception that the need was great and the room for contribution was virtually unlimited. Also, they were able to describe ways in which they were ensuring relevancy in their studies and applying what they were learning to the demands at home. This was true for undergraduate and graduate students, although the graduates were more specific and were also somewhat more concerned that their lack of practical training would present problems. Several student research projects underway concerned urbanization in South Africa, the impact of computers on the political economy of South Africa, primary health care, teacher education, women educators in South Africa, comparative multicultural education, and behavioral changes in learning disabled children. Each project addressed a focus of specific practical concern to post-apartheid South Africa.

Many students, especially undergraduates, had a difficult initial adjustment and suffered from home sickness. Most indicated that they overcame these problems after one or two semesters. A significant number mentioned difficulty with mathematics and statistics.

Sponsors were enthusiastic about the academic performance of the students and were able to list notable outstanding achievements among the them. Foreign student advisors were a bit more reserved in their praise noting that some students were woefully lacking in preparation and have required a great deal of extra help.

Those students who were dissatisfied with their placements usually were not critical of the academic program but were critical of the availability or quality of housing. Because final selection of U.S. bursars takes place later in the academic year and South African students do not arrive on campus until August, housing often is difficult to find. The problem is most acute for graduate students. Per A.I.D. regulations, most undergraduates live in dormitories.

Sponsoring organizations say they make every effort to alleviate the housing problem, but complaints about problems of finding housing still were frequent. Uncertainty about housing aggravates adjustment problems for new students and

in some cases creates anxiety, potentially contributing to poor performance in the early months of study.

Students attributed their academic achievements to hard work, motivation, self-confidence, and the mission to serve that brought them to the United States initially. They were very positive about the amount of assistance they received from faculty members and about the support services in the universities. Family and community pressures to achieve also were factors and students believed that having their families present with them in the United States contributed positively to their academic success. One student commented especially on the personal support he received from Aurora Associates, the sponsoring organization.

Effectiveness

South African students are achieving success at American colleges and universities. The students' own assessment is that the education is relevant and that they will use what they have learned when they return home. Grades are one important indicator of academic success. According to IIE's student records, external bursars are performing well:

<u>Grade Point Average</u>	<u>Percent</u>
3.5 - 4.0	17
3.0 - 3.49	38
2.5 - 2.99	26
2.0 - 2.49	14
0 - 1.99	5

The majority of students are performing at the C average or better. Only 5% are experiencing very serious academic problems. Other indicators of academic program effectiveness are drop-out rate, on-time completion rate, and return rate. A drop-out rate of 7 percent indicates that students are effectively being retained in the program. Seventy-four percent are completing programs on time and the remaining students complete their programs with no more than one added semester. Seventy-three percent of the students who have completed the program or who were terminated from the program have returned to South Africa. Those who have not returned are, for the most part working, on second degrees. This return rate is low when compared to a 90 percent return rate often cited as the average for least developed countries.

Conclusions

- South African students have access to the very best education that the United States has to offer, and they are taking advantage of it.
- Undergraduate students are extending their stays in the United States which may pose problems for their return and reintegration into work and community life and their programs of study appear to be less relevant to their job potential.

- Both graduate and undergraduate students lack sufficient practical training in their programs.

Recommendations

The assessment team offers the following recommendations:

- **Practical training.** Every effort should be made to provide students with practical training such as internships or practicums during or immediately after their programs have ended. Practical training would enhance students' academic studies and contribute to their employability.
- **Access to computers.** In many programs the students' effectiveness would be enhanced by computer skills and access to computer facilities. The sponsors and the schools should cooperate to find ways to assist students in obtaining access to and use of computers.
- **Assistance with research.** In preparing papers and research projects, students receive little or no advice from sources in South Africa. They would benefit from having research topics recommended to them and some source of advice to make their studies more relevant.
- **Relevant student projects.** EOC should undertake to determine how they could strengthen and support relevant student projects and provide current related information on which to base papers and projects.
- **Relevant research projects.** Graduate students engaged in research should pursue topics of direct value to South Africa and should be assisted where possible to carry out their research in South Africa.
- **Tuition waivers.** The external bursary program should weigh the value of academic programs against the monetary value of tuition waivers to insure waivers do not skew the relevance of study.
- **Followup.** Followup activities should be implemented for students currently in second degree programs to determine their rate of return to South Africa.

MONITORING AND REPORTING

Internal Bursaries

EOC and SAIRR are responsible for monitoring internal bursars and reporting program progress to A.I.D. The staff of EOC are based in Johannesburg, with offices in Durban and Port Elizabeth. The staff of SAIRR are based in Johannesburg with offices in Cape Town and Durban. The academic departments at the universities and the ASPs, where they are available, are responsible for providing students with regular student monitoring and institutional support.

The Goal of Monitoring and Reporting

There are three monitoring and reporting goals:

- To track student progress;
- To contain costs and account for expenditures; and
- To maintain current records on bursar recipients.

Monitoring and Reporting Procedures

The two sponsoring organizations recruit and select applicants independently and assume supervisory responsibility for those students to whom they award bursaries. No effort is made to eliminate redundancies in the process. The monitoring process begins when the universities and the sponsors exchange information concerning who is enrolled at a given university and who has been awarded a bursary by the sponsor.

Results

The final list of students is not available to the sponsors until May, 5 months after the program begins. From that time, two types of communication occur between sponsors and students: students submit their academic progress reports (examination results) after each term, and sponsor representatives visit each campus twice a year. On these visits, sponsor representatives are in contact with staff and faculty, and they interview some students. Each year the students submit their annual examination results to their sponsor. If progress is satisfactory, the bursary is renewed for the next term.

The Experience of Interviewees with Sponsors

Students who had been in the program for 1 year or more reported that they were in touch with their sponsors every term when they submitted academic reports. All students stated that they submitted their reports and understood that it was a program requirement. Eighty eight percent of the students had had personal contact with sponsor representatives, and the contact occurred on the average 1.2 times each year.

Effectiveness

Students described their sponsors as effective and gave them high marks. They rated SAIRR excellent 92 percent of the time and rated EOC excellent 81%

of the time. The very fact that students considered themselves fortunate to receive a bursary was in part the reason for the rating. They also believed that the sponsors were accessible and placed emphasis, very appropriately, on academic progress. Students made these suggestions to the sponsors:

- **Earlier notification of the award of the bursary.** Late notification leads to pressures from the university and complications in registration.
- **Increased contact with sponsors.** Students value the support of the sponsor and want to be visited. They believe that their academic progress should be closely supervised. "It's important to have someone alongside you."
- **Allowances.** Students noted that the amounts of allowances differed and that EOC allowances, generally believed to be smaller than the allowances from SAIRR, did not include transportation.

Conclusions

- Sponsors provide a surprisingly high level of personal contact with students, considering the ratio of sponsor staff to bursars.
- Students value contact with their sponsors and believe they are doing a good job.
- Inconsistencies among sponsors in the levels of allowances are perceived as unfair by students.

Recommendations

Sponsors appear to be carrying out their monitoring functions effectively. Some improvement possibly could be effected with consideration of the following recommendations:

- Where possible, sponsors should try to mitigate the effects of late notice of bursary awards by facilitating transfers and by maintaining open communication with bursary applicants during the selection process.
- Sponsors should endeavor, within the constraints of their resources, to have as much personal contact with students as possible and should consider the addition of new staff to facilitate such contact.
- Sponsors should have a mechanism for continual review of allowance policies to ensure that they remain appropriate in a fast-changing political and economic circumstance.

External Bursaries

IIE and Aurora Associates are responsible for monitoring students and reporting to A.I.D. regarding their general progress. Aurora Associates is based in Washington, D.C.; IIE staff are located in regional offices in Chicago, New York, Denver, Atlanta, Houston, and San Francisco.

The Goal of Monitoring and Reporting

The goal of monitoring and reporting is not explicitly stated in program documents. The assessment discerned from materials and interviews is that the primary purposes of the monitoring and reporting systems are to efficiently administer and account for disbursements, contain costs, and track the academic progress of students. Foreign student advisors and others at the colleges and universities are expected to provide the necessary support and nurturance, and students are encouraged to develop those supportive relationships at the campus level.

Monitoring and Reporting Procedures

Students are assigned to a monitor or sponsor prior to their departure from South Africa. Upon arrival at the U.S. orientation, most students will meet a sponsor representative and will become familiar with the sponsor's role. IIE students receive a Student Handbook of Policies and Procedures. This handbook addresses the requirements of the program and the function of IIE. It includes policies concerning academic performance criteria, check issuing, taxes, visas, health insurance and medical expenses, employment, internships, spouses and dependents, travel outside the United States, automobiles, participation in demonstrations, practical training and further degrees, financial policies, and return travel to South Africa.

Communications flow between the students and Aurora Associates headquarters or IIE regional offices. On a monthly basis, students receive stipend checks and written notices on various topics of concern to them. Each term, students are expected to submit the A.I.D. Academic Enrollment and Term Report (AETR) and full transcripts to the sponsor. Telephone contact with sponsors is discouraged except in the case of emergencies. Other communications are expected to be in written form. Aurora Associates maintains a toll-free telephone; IIE does not. IIE monitors handle as many as 400 international students, including South African students. Aurora Associates staff members handle about 100 students--all of them South African.

Results

The monitoring and reporting process is largely administrative and managed through written communications. Sponsors do not consider the role to be proactive, as it would be impossible to function in an actively supportive role given the numerous responsibilities that they have assumed. Several systems are automated, and the sponsors have policies and procedures in place for every aspect of program administration.

The Experience of Interviewees with Sponsors

All of the students interviewed knew which organization was their sponsor and most knew the names of the individuals that they would contact in the event of need. Eighty-four percent of the interviewees rated their monitoring as fair or good and 16 percent rated monitoring as poor. Aurora Associates students were somewhat more positive than IIE-sponsored students, and all students perceived that Aurora Associates monitors were more personable, proactive, accessible and responsive. IIE-sponsored students reporting in the Houston region were the most positive of the IIE students interviewed. Undergraduates were more positive in their assessments than graduate students. Students who were critical of the monitoring they received were most concerned about inaccessibility or slow response, lack of contact, financial difficulties, confusion between IIE headquarters and field offices, staff turnover among contractors, and inadequate assistance regarding housing or families. Financial issues included stipends that varied from other AID-, IIE-, or Aurora Associates-sponsored students; stipends that were reduced when students worked; lack of funds to travel to internships or seminars; and disapproval of funds for such things as required testing, in-transit housing, local professional or recreational travel, or professional memberships.

Contractor representatives in most cases preferred more proactive relationships, but believed that these relationships were unrealistic. About 5 percent of the students required a disproportionate amount of time and attention and the role of the monitor was very stressful. Often the monitor was in a position of having to say "no"--to refuse a request because funds or regulations disallowed a positive response. Students learned that they were responsible for themselves, and most of them successfully accessed the resources and services they needed. Students wanted more site visits by sponsors. Sponsor representatives reported they had no funding for university site visits except in emergencies. A.I.D. representatives reported that travel funds were available.

A.I.D. representatives voiced general satisfaction with the performance of the contractors and believed that some historical difficulties with financial reporting and adherence to A.I.D. guidelines had been corrected. Several individuals were concerned about the lateness of reports and the difficulty they had getting information from the contractors. It was unclear whether the issue was one of confidentiality or unresponsiveness to A.I.D.

Effectiveness

Both IIE and Aurora Associates administer the bursary program effectively. The critical responsibilities for placement, financial support, academic tracking, and general administration are satisfactory. Students have what they need to succeed academically.

The contractors are not perceived as being proactive in handling personal and individual needs and generally are not the student's source of support. Two students have been assaulted in separate incidents. One reported the incident to the monitor and was dissatisfied with the unsympathetic response. The second student did not report the incident although he was seriously injured. He did not believe it was necessary, nor would it be the appropriate source of assistance.

Conclusions

- Monitors would prefer that there be more opportunities for positive and supportive contact between students and sponsors.
- Monitoring and reporting systems that are in place are adequate to meet AID's requirements for monitoring and support.
- The system is not designed to be part of the student's personal support network.
- When the Training Cost Analysis (TCA) system is mandated worldwide by A.I.D., the sponsors' tracking records will need some modification.

Recommendations

The assessment team offers the following recommendations:

- Sponsors' representatives should attend the Denison orientation and travel to colleges and universities in order to maintain a student-centered focus in their work and to anticipate and resolve problems before they occur.
- The administrative cost per participant, discussed in the management section, is sufficient to cover a high level of sponsor-student contact.
- IIE and Aurora Associates should make every effort to employ the same policies and procedures, especially where their students are on the same campuses. Students perceive that stipends, rules, and monitor roles differ between contractors.
- IIE should clarify for participants the roles of regional and headquarters personnel.

ENRICHMENT

Internal Bursaries

Enrichment for students in the internal bursaries program is the set of activities that they elect to engage in as part of their academic program or as extra-curricular activity. Interviewees were asked to describe the enrichment activities in which they engaged, with specific reference to extracurricular programs and to practical training.

Goal of Enrichment

The internal program does not state specific goals related to enrichment. Students, however, are encouraged to make full use of the university resources.

Enrichment Procedures

Enrichment activities are either entirely voluntary, as in the case of sports activities, clubs, and student organizations; or they are mandated as part of the academic program as in the case of required practicums or internships.

Results

Enrichment activities are very much a function of the university community and the extent to which students are provided access to experiences outside the classroom. The variety of options depends largely on the size of the institution and its proximity to an urban center.

Enrichment Experience of Interviewees

Interviewees were asked to describe both their extracurricular activities and their opportunities to receive practical training. Clearly, bursars are active and are pursuing a variety of experiences.

Ninety-five percent of the students reported that they participated in extracurricular activities and 61 percent of those students said that their extracurricular activities were individual and team sports, with soccer being the number one activity. Twenty-one percent of the students engaged in professional societies or student organizations and the remainder spent their available time involved in music, religious organizations, chess, and community service.

Fifty percent of the students reported that practical training was available to them as part of their academic programs. The availability of practical training depended on the student's field of study. Fields that incorporated practical experience as part of the degree program or the post-degree credentialing process included medicine, law, social work, architecture, education, archeology, dentistry, pharmacy, and journalism.

Effectiveness

Opportunities for both extracurricular activity and for practical training are widely available. Universities are providing many opportunities, and students are taking advantage of those opportunities.

Conclusions

- Students are active and involved on their campuses, two types of activity were notably absent from interviewees' remarks; political involvement and community service. However, since many student organizations have been banned or restricted and some campuses are under severe constraints with police constantly present, students may have elected

to limit their remarks about such activity. Presumably, the mention of student organizations included political organizations.

Recommendations

- Enrichment opportunities for internal bursars should be expanded to include more opportunities for practical training. Almost all students who do not have practical training available to them feel that this will limit their employability.
- Students are interested in further participation in local communities and would be favorable toward required community involvement, especially if it were linked to their academic programs.
- A.I.D. should explore the possibility of enabling internal bursars to engage in community service through some of its community grantees.

External Bursaries

Enrichment is defined as the extracurricular activities in which students engage to enhance and extend their educational objectives and to develop skills and interests beyond their fields of study. Such activity may or may not be directly supported by the program.

The Goal of Enrichment

The opening statement in the IIE student handbook reads:

"Essential to academic success ... is a supportive working environment. SAEP students should enter into the aspects of campus life (for example, music, culture, voluntary student membership organizations) which may have no direct connection with one's degree program; the same is true for the life of the community (for example, a church congregation, or neighborhood associations). While the student gains and sharpens skills and learns, he also needs attention and support. Academic success goes hand in hand with success as a social and cultural being. Academic success is the first priority, but the heart must sustain the brain."

Enrichment Procedures

Until the 1988-1989 school year, the main enrichment activity funded under the A.I.D. contract was the national student conference, a three-day meeting of all students. The agenda included discussions on topics of general interest, networking, administrative problem-solving, back-home planning, and opportunities to get acquainted with others. Support for the conference was suspended because of financial constraints.

Most other enrichment activity takes place on the campus or is made available through the bursar's institution. The responsibility for identifying enrichment opportunities rests with the student. Sponsors are not proactive in this area

and rarely provide financial support for enrichment activities, especially for undergraduates.

Results

At present, there are no enrichment activities that are supported across the board for all students. Such activities are dependent on the individual initiative of the students and may be encouraged by the foreign student offices on the campuses.

Enrichment Experience of the Interviewees

"The experiences here have been enlightening," and "I will return home a different person," are examples of student comments. Most students agreed that their study in the United States was greatly enhanced by the activities that they pursued outside the classroom. Important experiences for students were numerous and diverse. They included:

- Music;
- Sports;
- The South African Azanian Student Movement;
- Meeting other teacher educators;
- A black student organizations;
- International student clubs;
- A city tour;
- Church attendance;
- New friendships;
- Learning how to help the community;
- Fund raising for Mozambique;
- Political rallies;
- Debates;
- Conferences;
- Workshops;
- A retreat;
- Jogging;
- Women's groups;

- Anti-apartheid activities;
- Host family visits;
- Reading;
- Dating;
- Visits to other schools;
- Christmas International;
- Visiting places with friends;
- The karate club;
- The movie and discussion of "Cry Freedom";
- Seminars, Amnesty International; and
- The national student conference.

A number of students remarked specifically on the value of contact between bursars and South African exiles who had been out of the country for some time. Their contact with bursars provided an occasion to update their knowledge of the fast-changing South African situation just as it gave bursars a broader historical context in which to view the struggle for racial justice.

Cross-cultural and cross-national learning were important parts of the experience for many students. Students were shocked by violence, homelessness, child abuse, drug abuse, and other social unrest that they were not prepared to find in America. They observed the many misconceptions that Americans had about Africans and were surprised by the response of black Americans to Africans. They took advantage of opportunities to speak on campus, in schools, and in the community so that Americans might be better informed about the situation in South Africa. The experience in the United States gave students an opportunity to meet other South Africans from different parts of the country and from other ethnic groups. Because of the isolating effects of the political and social system in South Africa, they do not often have occasion for such encounters at home. Students said such opportunities needed to be encouraged in order for broader contacts to be sustained after they return home.

Ten percent of the students reported that they did not have enough time to socialize and attend activities. Fifteen percent of the interviewees found financial support a problem in pursuing many of the activities in which they were interested. Perceptions differed as to the availability of support from the sponsors, although several students said that \$200 was budgeted for enrichment activities related to their fields of study.

For most students the cancellation of the national conference was a disappointment. Six students contacted by interviewers refused to be interviewed as a protest against the cancellation. Neither students nor others who were interviewed were able to substantiate the decision nor support it fully

although, in general, the decision has been accepted. If A.I.D. aims, primarily, to develop skilled technicians and professionals, then activities such as the national conference are not critical, although the experience would serve administrative, morale, and informational purposes. If A.I.D. includes in its aims leadership development and strengthening of a network of trained professionals and technicians, then an event such as the national conference takes on more significance. Such a conference becomes an opportunity to provide leadership training and management development, to plan strategies for community development, to define and articulate commitments to ending apartheid, to learn what is happening in the larger anti-apartheid movement, and to discuss what is going on at home. A conference could extend inter-racial learning and could provide opportunities for students to explore American social, cultural, and political issues in order to test their application to the South African context.

Regardless of program purposes, students' learning is enhanced by opportunities to meet and exchange ideas, observations, resources, and perceptions with other South African students. It may be possible to redesign the national conference and reduce the cost so that both student and Agency needs are met.

Effectiveness

The initiative to engage in enrichment activities comes largely from the students themselves who are motivated to learn and who want to take advantage of the opportunities available to them. Students find meaningful activities that they can afford, and they benefit from them. While students have access to a variety of experiences, they do not always have opportunities to process the learning or to discuss their observations with others. They may remain confused about their experiences and may draw inappropriate conclusions about events because they are basing their experiences on a South African context. Poor grades from a white instructor, for example, may be perceived as racist. In many cases, there is no forum for testing and checking their observations and extending their social learning.

Students at smaller schools have a more difficult time finding available enrichment. They miss the contact with other South African students, and lack of transportation impedes their participation in off-campus events.

Conclusions

- Enrichment does not appear to be a high priority to the A.I.D. as evidenced by the minimal funding currently available.
- Contractors do not devote resources to enrichment programs and offer assistance on a request-only basis.
- Students' learning outside the classroom could be enriched and extended through greater attention to this area of programming.

Recommendations

- Enrichment activities should be encouraged and financed by A.I.D. in the context of the total program and its purposes.
- In lieu of the national conference, other means should be found to facilitate contact among South African students.
- Students, especially graduates, should be actively assisted in making contact with professional associations and obtaining memberships that will continue after their return home.
- The program should positively recognize student achievements and find a means to make their work available through journals or other publications.
- Sponsors should use their newsletters and other forms of communication with students to make them aware of enrichment activities of general interest as well as those specifically related to certain fields of study.

COUNSELING AND HEALTH

Internal Bursaries

Counseling and health services are not provided to internal bursars under the scholarship program.

The Goal of Health and Counseling

No goals are stated with respect to health and counseling, although the scope of work for the contractors, EOC and SAIRR, includes nonacademic support of students.

Counseling and Health Services Procedures

Counseling and health services are provided to students at the discretion of the universities. Universities vary in terms of the nature of such services and the quantity of services. All services are accessed at the initiative of the student.

Results

The use of health and counseling services depends on the student's initiative. Only the twice yearly visit of the contractor representative to the campus is offered as a part of the bursary program, and students may use these semi-annual meetings to obtain counseling.

Health and Counseling Experience of Interviewees

When students needed medical attention, they obtained services in the community rather than through the university. All students reported that health care was not a part of their bursary and not available to them at the universities.

Sixty-five percent of the interviewees reported that counseling was available to them and that they had used counseling services at the universities. None of the students mentioned the contractors as a source of counseling or academic advice. Counseling services at the university were provided the faculty, an academic counseling office, or a psychological services unit. Students at the Universities of the North, Cape Town, Penninsula Technikon, Vista, Stellenbosch, Natal, and MEDUNSA were the most frequent users of counseling services. Between 25 percent and 50 percent of the students at the universities of Durban-Westville, Western Cape, Venda, and the Witwatersrand used counseling services. No students at other institutions reported availing themselves of advice or assistance from university sources, other than ASPs.

Effectiveness

The students that use campus services are satisfied that the services meet their needs. At the open universities the students observe a need to pursue services aggressively and to make their needs known assertively. Once aware of the needs, university representatives are responsive to students. The primary problem associated with counseling is lack of career counseling prior to admission to the university. Students' career choices are made with little information concerning aptitude or employment potential, and the services offered through the A.I.D. contractors do not include counseling on a regular or comprehensive basis.

Conclusions

- Students who actively seek academic counseling are obtaining adequate services from the universities.
- Less aggressive students, who believe services are not available, or believe that they will not be welcome users of the services are not receiving regular counseling or academic guidance.
- Contractors are not staffed to meet the need.

Recommendations

- Counseling should be routinely available to students through the university on a regular basis and through the contractor when unusual difficulties occur.
- Students should receive a thorough orientation to their campuses so that they are familiar with services that are available.

- If services are not provided by the university, the contractor should be notified.
- The contractors should be prepared to offer such services or to refer students to services available through other sources.
- Contractors should make every effort to make career guidance available to students.

External Bursaries

The external bursary students funded by A.I.D. are covered by health insurance that pays in total or in part for necessary medical, dental, and psychiatric treatment and counseling. Many students also obtain insurance from their universities and use the services of the university in seeking treatment or advice. Academic advice is routinely available.

A.I.D. encourages the selection of students who are in good physical and mental health and has recently instituted a medical clearance procedure that requires the mission to verify a student's health status prior to departure.

The Goal of Counseling and Health Services

The goal of the health services is to maintain students' fitness to study and to obtain the maximum benefit from their time in the United States.

Health and Counseling Services Procedures

The sponsoring organizations are responsible for obtaining insurance coverage for each student. They apply for the coverage through Health and Accident Coverage--HAC, the carrier that is contracted by A.I.D. The carrier issues identification cards and delivers them to the sponsors for distribution to the students. Some forms of medical care and counseling also are available at most universities and used at the discretion of students. Many universities also require that the students pay for the institution's insurance. In this situation, the student has both types of coverage.

Results

All students have at least minimal services available to them for treatment of illness or accidents. Pre-existing conditions generally are not covered, however, and there are limits on the amount of coverage available for specific types of care or treatment.

Health and Counseling Experience of Interviewees

Half of the students interviewed had no occasion to seek medical treatment. Those who sought treatment differed in their assessment of the services. Fifty percent of the students who used medical services were satisfied with the service; the remaining 50 percent had difficulties, usually not with the service but with the HAC insurance program. Twelve interviewees had not yet received their insurance cards although they had been in the program for at least 6

months. Some were concerned that they might not be covered. In several instances, the service was found to be slow and ineffective, and since students paid for services and then received reimbursement, the inefficiency produced a financial hardship.

HAC regulations have changed regarding coverage for persons operating a motor vehicle. Students were confused on this point and were interested in being certain that such coverage was available.

Almost without exception, students did not seek psychological counseling. Even students who were referred for such treatment refused to use the services.

Effectiveness

Students have received medical treatment when it has been sought. The HAC insurance program is limited in its coverage, however, and is administered ineffectively in many instances. It is slow, its records are inaccurate, and staff are not responsive to student inquiries.

Conclusions

- The experiences of South African students do not differ from the experiences of other international students under A.I.D. funding. HAC has consistently been a target for complaints, and the system continues to be problematic.
- Although many international students are reluctant to seek counseling, South African students are even more unlikely to access psychological services, regardless of how badly they are needed.

Recommendations

- The sponsors should continue to advise A.I.D. of problems related to health insurance claims processing.
- Contact among South African students for the personal support and informal counseling should be encouraged.

FOLLOWUP

Internal Bursaries

Followup includes activities that are designed to help students make the transition from the university to the job, community, or additional study.

The Goal of Followup

The internal program has no specific goals related to followup although the general program guidance assumes that students will effectively enter the job market and that contractors will continue to have some contact with students after their studies are completed.

Followup Procedures

Followup in the internal bursary program is in its early stages. Contractors are in the process of developing automated tracking systems and EOC is ahead of SAIRR in this regard. Also, EOC has organized an alumni association for external bursars and is considering opening membership to internal bursars.

Results

No followup program is available for internal bursars that are finishing their programs. Few students have completed the internal program, so followup has not received a great deal of attention. At the end of 1989 a number of students will complete bursary programs.

Followup Experience of Interviewees

Current students were asked to consider their plans after graduation and to discuss their expectations regarding followup. In order of the frequency in which they were mentioned, students planned to work, study in South Africa, study overseas, and engage in community service. Percentages are provided in Table 10.

TABLE 10
FOLLOWUP PLANS—INTERNAL BURSARS

<u>Goal</u>	<u>Percent</u>
Employment	54
Study in South Africa	25
Study overseas	12
Community service	9
	—
Total	100

About 20 percent of the students who expected to work immediately after completing their bachelor's degrees also planned to pursue further study at a later time. Many would like that study to be overseas.

Ninety-five percent of the interviewees said that they would need job placement assistance after graduation. Students said that finding a job would not be difficult, but that finding an appropriate job that utilized their training

might be more difficult. They believed that jobs were available, but they were to look or did not know how to approach the employers.

Effectiveness

At present the internal bursary program is not prepared to handle followup for students. Job placement services are not available.

Conclusions

- The followup component of the bursary program needs immediate attention. The first group of internal bursars graduates in 1989.
- Both job placement and community service are of concern. Students are not aware that community service is an expectation of the program and they do not consider community service in their post-degree planning.

Recommendations

- Program guidelines should clearly state expectations regarding community involvement.
- A followup program should be instituted and students should be made aware of services or resources available to them.
- Job counseling and guidance for further study and options for community participation should be provided by sponsors.
- The alumni association is an excellent vehicle to accomplish these objectives and involvement of internal bursars should be encouraged.

External Bursaries

Followup includes activities that occur after program completion in preparation for the students' return to South Africa.

The Goal of Followup

The goal of followup is to ensure that students make a smooth transition from program completion to the return home or to second-degree programs where appropriate. The contractor's scope of work is not specific about purposes for this final phase of the program.

Followup Procedures

Followup is initiated by students. Shortly before program completion, students notify the contractor of the graduation date, and the contractor provides the students an exit evaluation, a book shipping allowance, and an airline ticket.

If possible, students also participate in a debriefing interview with their sponsor's representative. Students who have obtained funding for a second degree contact the sponsor for visa assistance, extension of the return airline ticket, and continued enrollment in the health insurance program. Other costs are borne by the new funding source or sources.

U.S. sponsors in cooperation with EOC provide some information about job availability in South Africa and facilitate interviews in the United States by major South African employers interested in hiring bursars.

Results

Followup services are provided to nearly all students finishing their first degree under A.I.D. funding. In addition to providing assistance with travel or processing for a second degree, IIE produces a book of biographies and resumes that is distributed in South Africa and has contributed to job placement for some students. Ninety-eight percent of the students contact the sponsor at program completion.

Followup Experience of Interviewees

Both contractors and students who are currently studying in the United States were asked about followup. The contractors acknowledged that this is probably the least well thought through aspect of the program and that mechanisms were not in place to do more than administrative processing at the completion of a student's program. Contractors were aware of the complex issues associated with students' return to South African apartheid, with employment, and with followup training.

Students who were in the middle of their programs were not focused on their return and did not have anxieties associated with it. They were generally optimistic, and they expected to return and find ways to contribute to their country. They did not expect to be able to compete for jobs equally with their white counterparts, believing they would have to outperform similarly qualified whites. Generally they were not overly concerned about their personal safety.

When asked what they would do after their programs ended, 40 percent of the interviewees said that they intended to go on for another degree either in the United States or at home. All of them expressed the intent to return home eventually. Most talked about working, teaching, volunteering in their communities and generally making a contribution to the future of South Africa. They expected to help others and return what they had gained to their communities.

Effectiveness

Though sponsoring organizations recently have begun to strengthen their followup procedures, they remain weak. In general students appear to welcome sponsor-provided information about available jobs, which at this point seems more readily available for private sector positions. They also appreciate the opportunity for debriefing and in most cases would welcome continued contact after their return to South Africa.

The EOC alumni association appears, in the judgment of most students and of sponsoring organizations, to present the best vehicle for accomplishing followup. The association will provide an informal network useful for job placement and counseling and will track returned students.

Conclusions

- Followup is an important component of the bursary program and should be strengthened.
- South African sponsoring organizations are in the best position to facilitate long-term followup and support to students.

Recommendations

- The EOC alumni association should be encouraged for both internal and external bursars and provided with limited financial support as an informal network encouraging community involvement.
- Job information and job seeking workshops should be available to returning students.

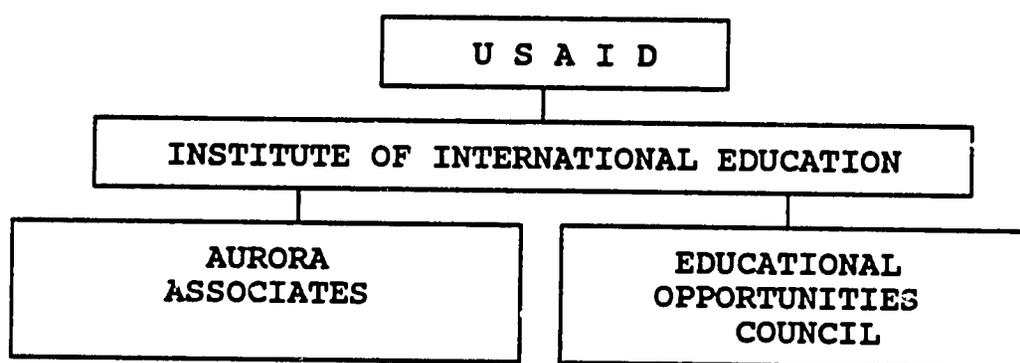
MANAGEMENT

Management of the bursary programs is a responsibility that is shared by five organizations: USAID, EOC, SAIRR, IIE, and Aurora Associates. The charts that follow illustrate the relationships among these organizations.

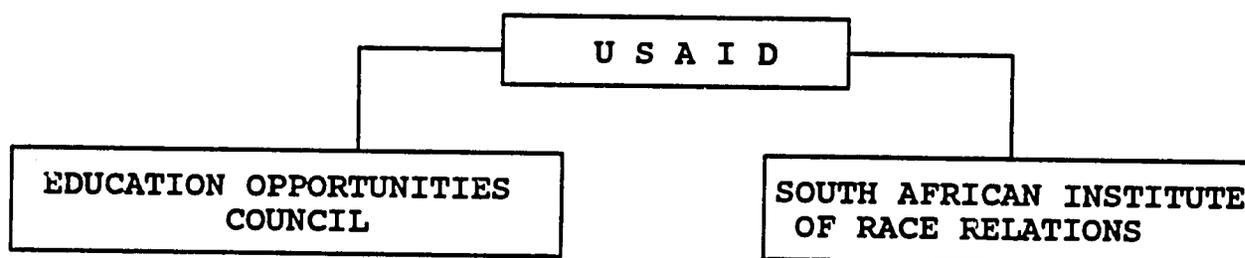
USAID is the donor agency. Its responsibilities include funding, oversight, and evaluation of both the internal and external programs. At one time the management of the external bursary program was carried out by A.I.D./Washington. With increased staffing in Pretoria, the management of the external bursary program is now being transferred to the Mission. The current contract for the external program is Washington-based; the internal contract was initiated by the Mission.

Under two separate contracts with A.I.D., EOC and SAIRR are responsible for the implementation of the internal bursary program. The two agencies, functioning independently, recruit, select, monitor, support, and maintain bursars. At present, each organization has about 340 bursars in universities and technikons.

EXTERNAL BURSARY PROGRAM ORGANIZATION



INTERNAL BURSARY PROGRAM ORGANIZATION



IIE, based in New York, is responsible for the implementation of the external bursary program. IIE awards two subcontracts. The first subcontract is with EOC in South Africa, which is responsible for recruitment, selection, and preparation of bursars for their departure to the United States. The second subcontract is with Aurora Associates in Washington, D.C., which is responsible for placement, monitoring, support, and maintenance of one-third of the bursars coming to the United States. Until 1988, Aurora Associates and IIE had separate contracts with A.I.D. The chart above illustrates the current subcontracting relationship. IIE handles two-thirds of the bursars and performs some administrative functions for all bursars, including issuing allowance checks. Currently, Aurora Associates has 87 students in the United States, and IIE has 229.

Conclusions

The current operations of the bursary programs are satisfactorily achieving the programs' intended purposes. Students are being recruited from a broad and representative range of the black South African population. They are successfully entering universities and are performing as well or better than their peers who are recruited directly by universities or by other bursary organizations. Students completing the program are finding employment or are pursuing second degrees. They are active in their communities, and some are obtaining jobs in senior and influential positions in the private sector and in universities. In other words, the basic job is getting done.

Each of the participating organizations brings particular strengths to the management of program implementation, and these strengths contribute to its success. First, A.I.D. manages to maintain a sensitive and sometimes fragile

presence in South Africa and maintains the flow of funds irrespective of the receptiveness of the climate at both ends of the political spectrum. And perhaps because the program has managed from a distance in Washington, D.C., the Mission has been very small, or the intent from the start has been to support local leadership, A.I.D. relies on local organizations to implement the program. In many instances, Missions play a very central role in participant training, and local leadership is not developed. The model that operates in South Africa is a good one. It has the potential to achieve institution-building objectives as well as the immediate training aims.

The unique situation in South Africa led initially to reliance on a fairly informal mode of operation. The informality allowed flexibility in implementation, and that flexibility is an asset to the program. In recent months, the Mission has introduced adherence to Handbook 10 in order to standardize procedures and achieve compliance with the Agency's Office of International Training. Handbook 10 procedures have the potential to enhance the program by introducing more planning and ensuring adherence to the health and safety regulations. The Mission would need a training officer (foreign service national) or would need to delegate the planning (PIO/P) and administrative functions to a local contractor to fully operationalize a typical A.I.D. participant training program.

The Mission has not always been effective in giving direction to the program and its contractors. Contractors report that USAID expresses dissatisfaction without providing adequate criteria of accountability. Contractors are not always clear about the Mission's expectations and therefore sometimes direct resources to objectives that are not USAID'S highest priority. In the absence of clear direction, USAID sometimes tells contractors how to operate instead of what is expected and what achievements are required.

IIE is a pioneer in participant training and its involvement in South Africa predates that of A.I.D. It is unrivaled in its ability to raise funds, and it can boast standard procedures that make the program run smoothly and efficiently. The early absence of automation has meant that records are incomplete, but the introduction of automation promises to improve that situation. IIE has excellent relationships in the academic community and has a strong National Council that guides its South African programs. It has maintained dedicated support for the program and has stimulated international debate and discussion concerning education in South Africa.

Both the placement and student support functions are carried out by IIE's decentralized Student Support and Placement Divisions which handle the range of IIE participant programs. Certain economies of scale derive from this approach, which enables IIE to maintain the geographic proximity of regional offices. However, the regional staff members have caseloads of over 300 students from around the world and may be not aware of the programmatic nuances of the SAEP.

EOC is an important contributor to the program because it is a focal point in South Africa for educational dialogue. As a black-run organization, it is also a symbol of the future and of the ability of the black majority to exercise educational leadership. EOC must be commended for the fact that it has survived in a very volatile environment where credibility demands a broad-based consensus. The organization has had to respond to a complex constituency and

has done so despite a multitude of opposing pressures. EOC has handled its responsibilities for the external program well and its records on students are available and complete. The internal program has successfully recruited students and monitored them once they are placed, though records are not as complete and data bases are needed for this component.

EOC is weakest in its internal administrative capacity and its ability to move beyond "crisis management" to engage in planning and reflection. It is typical of a young organization that is much in need of taking the next steps towards organizational maturity. The organization urgently needs to examine its own management capacity and to determine its organizational future. EOC needs to demonstrate to itself, to its donors, and to the community at large that it is in charge of its destiny, it is a leader in education, it is able to plan and innovate, and it can operate efficiently and effectively. This means becoming proactive and defining the role it wishes to play in the community in the coming years. EOC must convince others of its intentions if it is to maintain the support it deserves. It must demonstrate its ability to collaborate and involve the educational community in its mission.

Aurora Associates has been active in South Africa for 8 years and has developed an operation that is effective in placing students and in monitoring and supporting them. As a small organization, it has retained a personal and responsive character that is valued by students. Aurora Associates is viewed as an organization that understands the South African situation and is able to address the unique needs of South African students.

Aurora Associates is most often faulted for slow responses to inquiries and requests. It is somewhat more expensive than other A.I.D. contractors and should be expected over time to bring its costs per student in line with A.I.D. guidance.

SAIRR, involved solely in the internal bursaries program is, like IIE--the "old hand" at managing bursaries. It is efficiently run; it is accessible to students; and it maintains good relationships not only with the universities but also with a wide variety of other types of training institutions. Procedures are fairly well standardized, so that time can be well spent dealing with the more serious problems. SAIRR is well-known throughout South Africa and has the confidence of much of the community.

As a white-run organization with its own apparent political biases, SAIRR cannot be relied on to play a more substantial role in the bursary program than it does at present. AID's credibility in the community depends on its ability to rely on black leadership.

Administratively, SAIRR has routine procedures and handles all bursaries in the same manner. The SAIRR capability to innovate has not been tested. SAIRR does not routinely analyze student data nor track students in a way that helps explore and understand failure rates or other issues of interest to A.I.D. Such data and analyses should be introduced into the program.

Cost

Scholarships awarded to South African students to study in the United States are substantial and in nearly every case exceed the support received by other

A.I.D.-funded students. The cost to A.I.D., however, is not significantly different from other students because the majority of the bursary is awarded by the university that the student is attending. Table 11 shows a breakdown of cost:

The Office of International Training estimates that the average undergraduate bursary funded fully by A.I.D. is about \$20,000 per annum; the average graduate bursary is about \$25,000 per annum. The average administrative cost per participant is about \$3,000; exceeded 25 percent to 40 percent by current TDSA contractors. The contractors explain that their higher administrative costs are to support the fundraising operation and to respond to the unique requirements for support of South African students. As a for-profit firm, Aurora Associates has a pricing structure that differs from its not-for-profit counterpart and adds to its cost.

TABLE 11
BURSARY COSTS, BY SOURCE OF FUNDING

<u>Source of Funding (per year)</u>	<u>IIE</u>	<u>Aurora</u>
University	10,022	13,576
A.I.D.-Student Support	9,252	12,672
A.I.D.-Administration	4,020	4,944
Total A.I.D. Funding	13,272	17,616
Total Cost per Student per Year	23,294	31,192

The large contributions by universities reflect, in part, the fact that they tend to be the established, well-regarded and expensive institutions that can afford tuition waivers. There is some indication that the number of tuition waivers and the level of corporate giving is diminishing because of the budgetary problems of some U.S. institutions and increasing U.S. corporate divestment from South Africa since 1986. To address this problem, the Ford Foundation has made a \$500,000 challenge grant to IIE for an effort to raise a \$1,000,000 fund for SAEP from corporate donors. Part of the fund will be used to support ongoing corporate bursaries and part will be reserved as an endowment. Ford continues to support IIE's South African programs heavily with grants totalling \$735,139 in 1989.

Internal bursaries are funded at an average of R8000 (\$3,200) excluding administrative costs. Costs vary among institutions. The differences in the levels of allowances derive from the established policies of the two sponsoring organizations. SAIRR believes it is important to provide transportation and pocket money; EOC's Council argues that bursars should contribute financially to their educations and pocket money and transportation are viewed as the students' responsibility.

Recommendations for the Future

The RDT has concluded that there continues to be a need in South Africa for support of a general bursaries scheme allowing students who have a matriculation exemption to study in the United States and in South Africa in a variety of fields at the undergraduate and graduate levels. Since 7,000 SAIRR bursary applicants and 1,000 EOC applicants make the first cut, the RDT estimates that 8,000 applicants could qualify each year for bursaries if there were sufficient funds. Since there is an ongoing need, there is every reason to continue to work with the organizations that have provided reliable service and have raised substantial funds to ensure the program's success.

The following recommendations are made to strengthen the current general bursary program:

- Emphasize both skill building and institutional strengthening (e.g., for EOC).
- Favor undergraduate study in South Africa. Provide a semester or a year in the United States for technikon and university students who are on undergraduate internal bursaries.
- Favor graduate study in the United States with opportunities to conduct research and do practical study in South Africa.
- Build more practical experience into all academic programs.
- Build in more academic advice and career guidance in all programs, either as direct services or by referral;
- Emphasize fields of study where jobs are available and the demand is great e.g., science, technical fields, and commerce.
- Give more attention to management training for the public and private sector and include in the curriculum exposure to the notion of corporate culture and the environment of business and government at the management levels.
- Add an emphasis in community and economic development.
- Stress the importance of communication, interpersonal, and leadership skills for all students. It is often these skills that lead to opportunity and advancement.
- Actively market technikons as a sound option in fields where job demands are great.

- Determine the magnitude of second-year failure rates for internal bursars and develop a support program.
- Increase short-term, technical, and leadership training.
- Integrate the design and implementation of internal and external bursaries.
- Strengthen the internal management of the EOC (see pages 69-70).

General Considerations

Several observations made by the RDT during the review of the internal and external bursary programs must receive consideration in planning for the future. Those observations include availability of reliable manpower data, coordination among bursary organizations, and the very arbitrary and unpredictable nature of government action in education as in any other sphere of life in South Africa. Each of these issues is addressed below.

First, manpower data are believed to be readily available in South Africa, yet the assessment team found it difficult to obtain documentary evidence concerning the manpower supply and demand picture. There is widespread agreement that severe shortages are occurring in commercial and technical occupations, and employers cite evidence that supports this observation. They conclude that the following fields of emphasis are important training targets:

- Commercial--General management and supervision, finance, marketing, entrepreneurship, and accountancy; and
- Technical--Engineering (electrical, mechanical, civil, mining, metallurgy), and the sciences.

Notably absent from consideration of manpower needs are discussions of executive training for service at policy levels in all sectors and of development skills that are a need in South Africa's third world society. If one thinks post-apartheid, one must add to the list of manpower needs:

- Management--Executive leadership, policy analysis for every sector, public administration, development management, and urban and regional planning;
- Development--Agriculture and health care delivery systems.

Available manpower data, generated largely by government or by the major multinationals, are not adequate to project black manpower requirements post-apartheid. Such data should be generated in order to do a sound job of planning for bursaries or any manpower development effort.

Second, coordination among bursary organizations is absent, and it is difficult to discern what donors are funding and what criteria are being used to target

bursary recipients and award bursaries. It is clear that some students receive several bursary offers. It is also clear that the amounts of the bursary awards vary greatly from source to source, causing some confusion and distress for students and their sponsors alike. Among donors, lack of communication is evident, and the United States is cited among the least forthcoming and least cooperative of the donors. Mechanisms to coordinate both donors and bursary organizations should be considered in any future program design.

Third, the arbitrary and impulsive nature of government action has to be considered in planning for the future. Overnight, opportunities for blacks can change in South Africa and any design is quite logically based on the current reality which is tentative at best. Any program design must be flexible and prepared to change course.

III. ASSESSMENT OF THE IMPACT OF STUDY IN THE UNITED STATES

III. ASSESSMENT OF THE IMPACT OF STUDY IN THE UNITED STATES

Approximately 330 South African bursars who studied in the United States have returned to South Africa. The impact assessment looks at the effects of the experience on the individuals, particularly as the effects relate to TDSA program goals. The impact assessment focuses on external bursars because very few internal bursars had finished USAID-supported degrees in South Africa when the review and Design study was carried out in early 1989.

After providing a description of the returnees who were interviewed, this chapter describes the effects of external bursaries on students' re-entry into the South African community, their jobs and leadership potential, involvement in community service, their long-term goals, and their personal growth.

DESCRIPTION OF RETURNEES

Sixty-four individuals were interviewed for this study, of whom 24 were female and 40 were male. Returnees were interviewed in Johannesburg, Turfloop, Mmabatho, Umtata, Cape Town, and Durban. The earliest returnee came back to South Africa in 1982 after taking a one-year LLM at Harvard University. The most recent returnees came back to South Africa in January 1989. Most of the interviewees studied in the United States and returned to South Africa in the mid-1980's, after A.I.D. began making significant contributions to the program. Therefore, their experience reflects the fact that they have been home from 2 to 4 years. Few returnees had had previous experience abroad.

Interviewees were of various ages. The oldest returnee interviewed was 55; the youngest was 26. Twelve were in their late twenties, 32 were in their thirties, 15 were in their forties, and five were in their fifties.

In terms of education, 12 returnees had completed bachelor's degrees, 44 had completed masters degrees, and 2 had completed Ph.D's. Eleven majored in science or engineering, six in business, two in journalism, and one in agriculture. Six earned LLM degrees at United States law schools. The social sciences, including economics, and education were the preponderant degree choices.

Forty-three returnees were employed in public sector jobs, including university lecturing, teaching, research, and social work. Nineteen were working for private sector organizations, usually large South African firms. Three were still unemployed after 2 to 10 months back in South Africa and three others could be considered seriously underemployed. The appendix contains a summary of data on returned students.

RE-ENTRY

Forty-six percent of the interviewees reported no readjustment problems on returning to South Africa. Those who reported problems cited reaccommodating to the racial realities of South Africa, readapting to close family structures, and readjusting to the inconveniences and political pressures of township life. The degree of problems varied with the length of study and maturity of the

interviewee. Those who were away only 1 or 2 years, were age 30 or older, and were married reported the least difficulty.

Most respondents said that they had changed as a result of their U. S. study experience and, whether they viewed it as a problem or not, cited "distancing" from family and community as one result of their experience. Factors in the distancing included:

- Respect accorded by community for experience abroad;
- Greater involvement in work; and
- Less tolerance for group-oriented social structures.

Distancing was not necessarily seen as negative. One student described the phenomenon succinctly. She said that study abroad "makes you different, and the change is permanent." She saw the changes as a welcome form of personal growth that had its own rewards. The only interviewees who did not report feeling distanced were those who had studied or travelled abroad previously or who had achieved prominence in South Africa prior to their United States study and so had begun to move in larger, more cosmopolitan circles.

Most respondents, whether they personally experienced readjustment problems or not, saw little that sponsoring organizations could do to prepare them for re-entry. They saw their problems as facts of South African life that had to be dealt with. The only consistent suggestion for action by sponsoring organizations was that they make available as much South African news and information as possible so that students would be aware of changes in the country and could stay abreast of events during their time in the United States.

Only two returnees expressed interest in living outside of South Africa. One, a recent returnee who had not yet found employment, said that she would live in the United States, if possible. Another, who returned in 1986, said he did not want to raise his children in the present circumstances of South Africa. He was pursuing an M.B.A. at a South African university to complement his U.S. science degree in order to improve his chances of emigrating, possibly to another African country. The rest of the interviewees expected to remain in South Africa. They had been anxious to return and finished their studies as quickly as possible in order to do so. Several regretted returning without taking advantage of internships or other practical experiences that would have enhanced their job marketability and professional competence. The greatest influences in wanting to return were that South Africa is "home" and students desired to see family and friends again. Many also cited the commitment they made when the bursary was awarded.

Ninety-five percent of the interviewees were employed. Sixty-seven percent of the returnees interviewed believed that they held jobs appropriate to their level of education, and 75 percent believed that they were well prepared by their United States university programs for the jobs they were doing. No interviewee reported that his/her degree had limited his/her employment opportunities.

JOBS

With the exception of six interviewees, the entire sample occupied positions higher than the ones they left, at higher salaries than they were making before U.S. study. The typical time required to find a job was two to three months, but experience varied widely. Typical positions are lecturer and senior lecturer in universities, marketing manager, estate manager (agricultural), process manager (industrial), high school teacher, practicing attorney, utilization officer (television), community worker, counselor, warehouse manager, librarian, education planner, researcher, and school psychologist. One student, who earned an M.B.A. at New York University, is now Principal (President) of a homeland university. He also was the first African Chartered Accountant in South Africa.

Jobs were not a problem for students returning to positions they left to study in the United States and, generally, students with degrees in business and the sciences reported multiple job offers in the private sector, from both South African and multinational firms. Many were interviewed and even hired before they left the United States and gave high marks to sponsoring organizations' efforts to provide information on available jobs, especially private sector jobs. Sponsor assistance was not as readily available for nonprofit or public sector employment.

Ten to 15 percent are in senior leadership positions. The university head is the obvious case in point. Two other examples of leadership are a woman lawyer in private practice, who is a counsel to the National Council of Trade Unions (NACTU); and a university lecturer in law who is now prominent in South African human rights circles.

Many returnees expressed some dissatisfaction with their jobs and their progress in them as well as some uncertainty about whether their race would prevent promotion beyond a certain level. Because most returned students in the private sector were relatively young and had little previous experience with employment at management levels, their own expectations of job progress were not always accurate. In assessing their job level and potential for advancement, returnees with no previous professional-level experience sometimes felt underutilized. They tended to undervalue the interpersonal and managerial aspects of their positions and overvalue the technical skills in which they were trained. In truth, the prognosis for future advancement is still unclear.

A number of students believed they could have benefitted from a job skills workshop prior to leaving the United States or upon arrival in South Africa. Areas they recommended for inclusion in such a workshop were how to market themselves for jobs, how to prepare resumes, and how to make choices about jobs. Younger returnees, especially, felt unequipped for the job search for the following reasons: they had no experience in seeking professional-level career positions, particularly outside their home areas; they did not know how to write effective resumes; and they were weak in analyzing offers and making wise career decisions.

The 14 percent of the interviewees who were unemployed or underemployed encountered one or more of three typical obstacles:

- The structural racism of South Africa's social and economic system;
- Failure to meet national certification or apprenticeship requirements during United States study; and
- Lack of social and communication skills perceived as important by potential employers.

Structural Racism

Structural problems arose in such fields as social work, nursing, and urban and regional planning, areas for which governmental entities are a major source of employment. The South African civil service is controlled by whites, leaving few opportunities for blacks. The South African nongovernmental sector is weak and does not provide a significant alternative to government employment for social workers, as it does in the United States. Returnees reported either few opportunities for employment in nongovernmental organizations or unsatisfactory experience because of poor management. Job options also were limited in such disciplines as physics and certain other kinds of scientific research because the government is unwilling to give blacks access to strategically "sensitive" positions.

Employment opportunities are expanding rapidly in the private sector, but obstacles remain. In academia, both the black and the open universities are dominated by entrenched whites. Opportunities for black advancement vary. Hulett's of Durban (sugar) is known as a very progressive employer that has blacks in senior management and on its Board of Directors. Unilever, also of Durban, has no blacks in senior management, although it has had blacks in senior management track positions for 30 years.

In some cases, returnees' new qualifications were threatening to older, less well-trained colleagues and so hampered full use of improved qualifications. For instance, nurses, all of whom earned master's degrees, related difficulty in finding employment in health institutions because they were "overqualified." As a result, all of the nurses interviewed were pursuing academic careers.

Some returnees felt that geography limited their job searches. Those with families, especially, were reluctant to move from their homes to centers with better job opportunities because of housing shortages and living and social conditions in the major urban townships.

Most interviewees indicated that in South Africa, as in the United States, a first degree was not adequate to insure employment. One woman with a B.A. in international economics from the College of Wooster in Ohio looked for a job for one year. She was presently a Client Services Representative for a building society. In an atmosphere of racism, all interviewees placed a high premium on added education, saying that to compete against whites they had to be better qualified. In academia, they believe they needed Ph.D.'s and in business, M.B.A.'s. For these reasons, there was a universal belief that the USAID program should support further, usually external, study for bursary recipients.

Several interviewees employed by South African businesses expressed doubt that they ever would achieve their full potential while employed by white

firms. This sentiment was well expressed by Moklefe Mokgatle, a 1981 IIE economics student, in the March 1988 issue of Tribute magazine. He is Manager's Assistant in charge of Nedbank's Equal Opportunity Program and has started an apparel manufacturing firm with another American university graduate. Mokgatle says, "...blacks should start in white organizations but do so with the intention of starting their own companies."

Problem with National Certification and Apprenticeship Requirement

Certain fields of study in South Africa, including social work, counseling, accounting, and law require state-controlled certification, sometimes based on a defined apprenticeship or "Articles of Clerkship." Foreign degrees often do not meet requirements, which must be completed before students can be employed in their fields. Sometimes these apprenticeships prove difficult for blacks to find.

One lawyer took her Articles of Clerkship with a prominent Johannesburg law firm only after pressure was exerted at the highest levels. In addition, the United States LL.M. degree does not allow South African lawyers to practice before the South African Supreme Court, for which they must complete the South African LL.B.

Social and Communication Skills

Personal interaction and communication skills appear to be related to success in securing jobs and, later, promotions. Aggressiveness, articulateness, and the perceived ability to adapt readily to the corporate culture are important to prospective employers. While most returnees had little difficulty securing jobs, there were instances in which two similarly qualified individuals had very different experiences, even in disciplines said to be in high demand. On the basis of subjective observation in interviews, the only apparent differences were personal matters of "suitability." A woman with a B.A. in marketing was unemployed after a year, in contrast to her male counterparts. A graduate in mechanical engineering from the Florida Institute of Technology (FIT) was still looking for a job in a high-demand field after 10 months. He seemed to differ from his more successful colleagues only in his low-key manner and a slight physical handicap which had not prevented his admission to programs at FIT or previously at the University of Natal, nor had it hindered his completion of his degree.

COMMUNITY SERVICE

Seventy-one percent of the interviewees reported that they were involved in some kind of community service, either in their home areas or through their work. All interviewees acknowledged the importance of community service, and most gave concrete examples of activities in which they were involved. Many of the activities were education-related, ranging from tutoring in compensatory education programs on weekends to involvement in ASPs, pre-schools, primary schools, and teacher training activities. Certain kinds of jobs lent themselves to involvement in larger change-oriented issues, although not surprisingly, no one spoke openly of political activity as evidence of community involvement.

Individuals providing community service included:

- A lawyer who was a member of a local legal organization, community organizations, and officer of a national association of democratic attorneys;
- A teacher who felt that he was treated badly as a student and wanted to help other students and to repay of the bursary;
- An estate manager who provided extension services to farmers and organized a conference for 700 black youth to try to interest them in agricultural careers;
- A planner who was deeply involved in a private school planned run by Africans to offer the curriculum they believed their children needed;
- A Lecturer in a Teacher Training College who was Vice Principal of a secondary school but returned to teaching because he believes he can have more impact there;
- A university lecturer who prepared EOC students for the GRE and TOEFL because they were Afrikaans-speaking and found the tests difficult and culturally-biased;
- A lecturer in psychology who worked as a part-time USIS counselor for students going to the United States, held counseling and guidance workshops for teachers, and helped community groups design guidance programs;
- A psychologist who was working to mobilize psychologists for the post-apartheid era and mounted an international conference on apartheid and psychology. He was working on an Africa-centered psychology textbook;
- A university lecturer in law who decided to teach rather than stay in the corporate world because he wanted to help people. He was trying to establish a management assistance project for small African farmers;
- A lecturer in education who wrote professional articles and provided training workshops and seminars for teachers; and

- A lecturer in nursing who initiated a professional nursing association as well as Nursing Theory Discussion groups, a concept she imported from the United States.

Most interviewees said their community service was motivated by commitments they made while they were studying in the United States. They acknowledged criticism of some returned bursars who were not active in the community, indicating that there was some basis for the stereotype. Many interviewees believed that they should be doing more and described the following obstacles to community involvement:

- More demanding jobs;
- Distancing from the community;
- Lack of familiarity with a new community to which they had moved; and
- The danger inherent in certain kinds of activity.

Two interviewees were particularly articulate. First, a Lecturer in Law pointed out that, by definition, students who returned were in demanding careers and often were relatively young. They needed to prove themselves in their work and had little spare time. He, and others like him, found that they were motivated by the U.S. work ethic and committed more time and energy to their work than before. Second, a marketing manager for a South African corporation said he believed that students came home with good intentions but faced the old barriers to action. He thought that people should start organizations or work through existing organizations, and he was a member of the Black Management Forum. To stimulate greater community involvement, both of these interviewees became regional convenors of the EOC alumni association.

EOC created the national association of EOC alumni. The purposes of the association are to provide a network of personal and professional relationships and to encourage community service. All of the returned students interviewed saw the alumni association as a good idea. They believed it would provide them a vehicle for worthwhile community involvement, opportunities for communication with other South Africans who studied abroad, a way to assist alumni with finding jobs, and a means of counteracting the negative image of some returned students.

A few interviewees realized that such an association might be considered elitist, thereby reinforcing the perception of EOC alumni as privileged, but they saw the association's advantages outweighing its disadvantages. EOC's intention to include all alumni, internal and external, should help alleviate the impression of exclusivity.

The first meeting of the alumni association was held in Johannesburg in October 1988, with financial assistance from USAID. The first meetings of regional groups were held in March 1989 on the Witwatersrand and in the Orange Free State, the Eastern and Western Cape, Mmabatho, Turfloop and Durban. Each regional group identified an area of focus for community activities. The Witwatersrand group, for instance, identified education. Attendance at the

first regional meetings was small; it represented a core on which the convenors hoped to build.

LONG-TERM GOALS

The long-term goals of bursary recipients were similar and commonly held. They wanted to:

- Advance professionally;
- Serve the community in their jobs and other activities;
- Study further, especially in the United States; and
- Achieve financial success.

Most of these things were happening, and the motivation and direction of returnees was essentially undiminished several years after their return. Many were undertaking further study at institutions in South Africa. Some managed to secure teaching assistantships or other financial support to pursue further degrees in the United States or elsewhere.

PERSONAL GROWTH EXPERIENCES

Students shared similar reactions to study in the United States. They reported increased self-esteem, the advantages of exposure to the United States, academic success, and increased professional relationships and linkages as direct outcomes. Each topic is summarized below.

Self-Esteem

Without exception, the interviewees valued their United States experience highly, usually saying increased self-esteem was the most important result of studying in an open society. They saw that they could succeed in a demanding atmosphere and, very importantly, that they could compete successfully with whites academically and socially. They made comments like, "I couldn't sit here talking to you [the white CAI team member] like this before," and, "I knew if I succeeded in the United States, I could make it anywhere." A colored social worker said she learned from a black American professor that it was better to react unemotionally to racial and other injustices and had found herself more effective in South Africa as a result. Many female students said they had become more assertive in the United States and viewed this as positive.

One student who had three promotions in three years at a major South African firm, credited his success to experience in the United States and his acquired ability talk to a wide range of people.

Exposure

After self-esteem, interviewees most frequently cited exposure to a larger world, along with the opportunity to view South Africa from outside, as the

most valuable aspect of their experience. They mentioned the importance of meeting and befriending people from other cultures more often than they mentioned relationships with Americans.

Several said that United States host families had played an important part in learning about the United States, and they valued the experience greatly. One communications professional said her host family experience had changed her values. She no longer aspired to a fine house and a fancy car and was much more committed to the community than before.

Many students involved themselves in U.S. community life and were pleased they had done so. Almost all, in retrospect, thought that this was an important part of the U.S. experience and recommended it to others. Practical experience, internships, and visits to schools, businesses, community organizations, legal clinics, etc. were highly valued. Many students wished they had take fuller advantage of the opportunity or had had more time to do so. Although the program sponsors encouraged and facilitated internships, in some cases students, wishing to get home, regretted that they did not avail themselves of opportunities.

Academic Success

Asked to what they attributed their successful completion of their U.S. degrees, almost every student responded that hard work was the reason for his or her success. Supportive professors and educational institutions and contact with other South Africans also were mentioned frequently. Interviewees saw the United States educational system and the academic opportunities that they provided as very important. They liked the following aspects:

- Accessibility of professors;
- Emphasis on class participation;
- Coursework as part of advanced degrees;
- The amount of material and information available;
- Support provided for areas of academic weakness;
and
- Research skills that were gained.

Most interviewees wished that they had been better prepared for the cultural differences between Africa and the United States. They most frequently cited the individualistic nature of Americans in contrast to the group-oriented, family-centered African social structure. Many remarked on American insularity and lack of knowledge about the rest of the world. Sadly, many reported instances of racial discrimination, and several felt that they had to work to prove themselves, as Africans, even to professors. For the most part, students took the racial incidents in stride. A few built strong relationships with American blacks, but others reported greater difficulty in establishing relationships with blacks than with whites.

Because of their positive response to the U.S. experience as a whole, it was difficult for students to focus on whether they would have been as well served by a bursary to a South African institution. The broad nonacademic benefits of external study made students unable to weigh the purely academic merits of their time in the United States. In any case, at the time that most students left South Africa, they did not have the option of studying at the open universities.

Everyone interviewed would welcome the opportunity for further study in the United States. A few said, having studied in the United States, that they would not contemplate further study in South Africa. Several were pursuing advanced degrees at South African institutions. The United States system of coursework combined with graduate research was most often cited as the reason for preferring study in the United States. Advanced degrees in South Africa were largely research, assisted by a "promoter" or thesis advisor, in American terminology.

Concerns about institutional and de facto racism in South Africa played a large role in responses to questions about South African study. Some students found it difficult to gain admission to advanced degree courses at South African institutions. UNISA was frequently mentioned in this regard. Certain areas of study appeared to be more problematic than others. Education, nursing, and social work, the traditional fields for blacks, were seen as more accessible than science and high tech, high-paying fields, such as computers. Some students were having difficulty finding a promoter willing to take them on and expressed the fear that, even after they found one, the promoter could delay their degree indefinitely.

Professional Linkages

Some students established strong professional and academic relationships in the United States. In one or two cases, these relationships resulted in invitations to deliver papers at United States events or in academic exchanges with South Africa. More frequently, communication has consisted of exchanges of academic materials and papers. A Teacher Training College teacher in the Boland started a newsletter for teachers and included articles from his American contacts. Many interviewees understood the value of building such contacts only after their return to South Africa and thought orientation should encourage linkages from the outset.

CONCLUSION

The TDSA is an unqualified success in the significant degree to which it has made high quality, tertiary education available to black South Africans who could not otherwise have afforded to improve their skills and contribute to the momentum for change in South Africa. Impact data for internal bursars is limited because few students have as yet completed their degrees. Interviews with returned external bursars give every reason to believe bursaries are meeting USAID's goal of building skills for a post-apartheid society and that students are more competitive in the job market as a result of their studies. One of the major benefits cited by external bursars is personal growth: development of confidence and self-esteem. This appears to translate into increased effectiveness and greater advancement in the workplace. It appears

that the goal of building leadership is, even now, a clear result of the program and that the trend for bursars to occupy influential positions will grow in the future. It is hoped that the internal bursary program will have a like impact on beneficiaries and that aspects of the program which would promote similar results can be strengthened.

IV. SUMMARY AND CONCLUSIONS

IV. SUMMARY AND CONCLUSIONS

Under the sponsorship of A.I.D., the United States has funded 1,275 bursaries for disadvantaged South Africans. Six hundred sixty-two awards have been made to undergraduate students attending 19 universities and 5 technikons in South Africa. Six hundred thirteen awards have been made to graduates and undergraduates to study in almost 200 colleges and universities in the United States.

Training for Disadvantaged South Africans: Review and Design is based on interviews and documentary sources. Students were a key source of information, with a total of 280 students, as indicated below, interviewed by the five-member evaluation team:

TABLE 6
STUDENT SAMPLE

Program Participants	Students Interviewed
662 in South Africa	154
283 in the United States	62
330 returned to South Africa (or in second degrees in the United States)	64
1,275	280

Interviewers reached 22 percent of the current and former students. In addition, they interviewed A.I.D. representatives, participant training contractors, educationists, business people, and community leaders. The team conducted 38 interviews in the United States and 72 interviews in South Africa. Interviewees and documentary sources are described in the Appendices. Following are the results of the investigation.

HISTORY

U.S. involvement in scholarship programs for South Africa began in the late 1970's as a private sector initiative. A.I.D. became a major U.S. contributor to South African bursaries in 1982 and has invested \$48,033,251 in the program.

PROGRAM SUPPORT

In addition to the funds contributed by A.I.D., the private sector, and universities in particular, continue to be a significant source of support for the program. Tuition and other waivers by universities are valued at \$12,500 per student per year.

PARTICIPATING ORGANIZATIONS

Four organizations manage and operate the two bursary programs. The external bursary program involves the Educational Opportunities Council (EOC) in Johannesburg, with field offices in Port Elizabeth and Durban. EOC recruits, selects, and prepares bursars for overseas study. The Institute of International Education (IIE) in New York places the students, and the students are monitored and supported by field staff members in Atlanta, Houston, San Francisco, Denver, Chicago, and New York. Aurora Associates, based in Washington, D.C., is responsible for one-third of the bursars under a sub-contract with IIE.

The internal bursary program is implemented through EOC and the South African Institute of Race Relations (SAIRR). These two organizations each support one-half of the bursars. They recruit, select, monitor, and support the students who select universities independently of the bursary program.

AN ASSESSMENT OF BURSARIES

The implementation of the bursary programs includes recruitment, screening and selection, testing and documentation, placement, orientation, academic programs, enrichment, monitoring and support by contractors, counseling and health services, and followup. Each of these components is addressed briefly below.

Recruitment

Both the internal and the external bursary programs are seeking academically qualified students who show promise of succeeding in school and making use of their educations in professional occupations. Similar recruitment strategies are used by the two programs, but students who apply for external bursaries obtained information about the program from newspapers or from friends while applicants for the internal scholarships were most likely to have acquired information from a university or a secondary school source. Fifty-five percent of both groups considered both internal and external bursaries, and the students who elected the internal bursary were most likely to have believed that they were simply not ready to study overseas and they wanted their educational roots to be at home. Applicants for the external program were more likely to cite educational opportunity as the reason for applying for a scholarship while internal applicants almost universally cited financial need.

Recruitment strategies elicit qualified candidates. The internal program obtains applications from a more geographically dispersed population, and the external program could improve in this regard. Any modifications in recruitment strategies should be aimed at reaching specific, underrepresented audiences

without markedly increasing the size of the applicant pool. A.I.D. is encouraged to integrate the recruitment of internal and external bursars and, for purposes of obtaining the desired regional and ethnic mix, to identify qualified applicants in the internal pool who might be counseled to consider overseas study. This approach has the advantage of obtaining a diverse mix of students in both the internal and external bursary program without increasing the size of the applicant pool or the cost of recruitment.

Screening and Selection

The screening and selection process undertaken by the sponsoring organizations (EOC and SAIRR) are the most cumbersome and time-consuming aspects of program implementation. Given the large number of applicants, screening and selection must be expected to rely heavily on paper credentials and standard measures of performance, the case with the internal, and to some extent, the external bursaries as well.

The internal and external bursaries appear to differ in two ways with respect to screening and selection. First, they differ, according to students, in the degree to which financial need is central in the award decision. Internal bursary always weigh financial need more heavily, while external bursary awards criteria stress academic merit.

Second, they differ in selection methods. The external bursary program includes a personal interview as part of the final selection process. Not all EOC internal candidates are interviewed and SAIRR does not interview any candidate. Since research shows that personal qualities and communication skills are more accurate than paper qualifications as predictors of the performance of black students, internal bursars may be expected to fail at a higher rate than external bursars and SAIRR bursars would fail at a higher rate than EOC bursars. Since interviewing is a resource-intensive process, sponsors should track interviewed and non-interviewed students in their data bases to determine if interviewing should be mandated as part of the selection process for both internal and external bursars.

Both the internal and external bursary programs are aiming for 40 percent participation of women. The internal bursary program is performing slightly ahead of the external bursary program, with 36 percent females as opposed to 33 females in recent external intakes. Females are more likely to prefer internal to external study.

Testing and Documentation

Testing requirements vary between the internal and external programs. Students who are preparing to study in the United States receive achievement and English language tests, and these tests are important to placement in the U.S. universities. No tests are required for bursaries with the South African universities, where the matriculation results, acknowledged universally to be of little predictive value, are the primary measure used by the universities. In the long run, alternatives must be found for identifying students who qualify to study at the university level. At present, government regulations limit other options.

Placement

The placement processes for internal and external bursars differ markedly. External placements in about 200 institutions are handled by sponsors who are attempting to match the student with an appropriate university that is offering the student financial assistance. The university's contribution to the student's bursary is a driving force in the placement decision. Internal bursars make their own placement decisions and handle their own admissions to universities and technikons (24 institutions in all are selected). Students are somewhat more satisfied with the South African placement process as opposed to the U.S. system, probably because they value the opportunity to be involved in the process and to make independent choices. However, it is impractical and undesirable to alter either placement process as they both serve their purposes very well.

Neither bursary program offers career guidance nor aptitude testing. This service would be most beneficial to the undergraduate students who have no work experience and limited knowledge of occupations and fields of study. This lack of information contributes to the election of the traditional fields of study in education, social work, medicine, and the ministry. The program should introduce career guidance services for undergraduates that may include aptitude testing as well.

Due to a series of timing constraints, internal bursars do not know of their bursary award until after the beginning of the academic year. Therefore, students who are admitted to several universities may elect the institution cheapest or closest to home because they are unable to register at their school of first choice. Some students remain disappointed with the "last resort" and need guidance to transfer to other institutions once the award is received. Nonacademic concerns that affect the students' evaluation of their placement are similar for internal and external bursars. While students in the United States and in South Africa often criticize insufficient allowances for such items as travel, books, or meals, the South African students are much more likely to be concerned about cost and other problems related, first, to transportation and, second, to housing. Students in the United States encounter some significant problems with cost and availability of housing.

Finally, of the four organizations involved in placement (EOC, SAIRR, IIE, and Aurora Associates) only one, SAIRR, publicizes the availability of placements in institutions other than universities. Both educators and business leaders (and even students themselves) recognize the important role of technical and specialized education, and programs available through technikons or similar institutions should be supported and encouraged through bursary assistance. Currently, such placements constitute 2 percent of internal placements or 1 percent of total placements.

Orientations

Students who go to the United States have three orientations available to them, and they may spend up to 6 weeks in such programs. Students who study in South African universities have only a university orientation available, lasting up to 1 week. Both groups of students value the academic components of the programs and are most anxious to learn about their specific university and their own field of study. This suggests that the most effective orientations are

those that are most individualized, giving students opportunities to answer the questions they have about study and student life.

It is recommended that, for external bursaries, redundancy among orientations be eliminated. SAIRR and EOC should add an orientation for internal bursars to impart a full understanding of the terms of their scholarship, to allow staff to meet the bursar recipients, and to encourage a relationship with the organizations after they complete their studies. Logistically, these events might be arranged best in conjunction with university orientations instead of at a separate location.

EOC and SAIRR should advise the universities concerning their expectations for the orientation of their bursary recipients. The sponsors should consider hosting a workshop for universities on the design of orientations and include a representative from the U.S. orientation.

Academic Program Delivery

At the undergraduate level, the quality of tertiary education in the United States and in South Africa is comparable. The advantages of study in the United States include: exposure to a different culture, political system, and social environment; availability of learning resources; the supportive, success-oriented nature of instruction at the post-secondary level; the opportunity to see South Africa from an external perspective; exposure to technical and professional resources; freedom from political stress and social pressures; and increased self-esteem resulting from the opportunity to prove oneself in competition with American and international students. The advantages of study in South Africa include: highly relevant instruction oriented towards the South African situation, both professionally and socially; a cost one-third to one-fifth that of study in the United States; proximity to home, family, and friends; instruction that fully meets local licensing and credentialing requirements; the opportunity to be politically active; the probability that students will not become estranged from the local community; and the opportunity to influence change at local campuses.

At the graduate level, a greater variety of programs are offered in the United States, and access to graduate study in South Africa still is limited for blacks. Students, generally, are older when they pursue graduate studies and have fewer adjustment problems in the United States than undergraduates. The advantages of U.S. study for undergraduates and graduates, otherwise, are about the same, but the shorter term of study in graduate programs (18 months to 2 years) offers cost advantages over bachelor's degrees. Therefore, future programs should:

- Place emphasis on both skill building and institutional strengthening (e.g., for EOC);
- Favor undergraduate study in South Africa. Provide a semester or a year in the United States for technikon and university students who are on undergraduate internal bursars;
- Favor graduate study in the United States, with opportunities to conduct research and do practical

study in South Africa;

- Build more practical experience into all academic programs;
- Build in more academic advice and career guidance in all programs either as direct services or by referral;
- Emphasize fields of study where jobs are available and the demand is great: science, technical fields, and commerce;
- Give more attention to management training for the public and private sectors and include in the curriculum exposure to the notion of corporate culture and the environment of business and government at the management levels;
- Add an emphasis in community and economic development;
- Stress the importance of communication skills for all students. It is often these skills that lead to opportunity and advancement;
- Actively market technicians as a very sound option for study in fields where job demands are great;
- Urgently determine the magnitude of and address second year failure rates for internal bursars;
- Add overseas study for internal bursars adding about \$8,000 to the total internal bursary per student;
- Increase short-term, technical, and leadership training; and
- Integrate the design and implementation of internal and external bursaries.

Enrichment

All bursars are active participants in campus life. Most students are involved in sports or student organizations, and bursars studying in the United States are more likely to talk about political involvement as part of their enrichment. Bursars in South Africa have more opportunity for practical training, such as internships, as part of their academic programs.

Participants who are studying in the United States benefit from opportunities to interact with one another. An annual conference, once a part of the program, is an excellent opportunity to achieve some program objectives related to inter-racial solidarity, leadership development, and back-home planning and should be reinstated or replaced with other events that serve to extend the program beyond training into strategies that foster longer term social change and

communication among South Africans of different ethnic groups and geographical areas.

Monitoring and Support

The administrative components of student support are handled well. All contractors, responsible for internal and external bursars, have made limited investments in data bases and student records hampering program analysis and reporting. Each contractor is working on this area of administration and the external bursary managers are well on their way to a sound information system.

Both internal and external bursars would like more contact with their sponsors (contractors). Internal bursars receive visits twice yearly; external bursars many never have personal contact with the sponsor. Support is most critical during the first year of a student's academic career.

Academic advice is available at all universities. Academic Support Programmes are available at the open universities in South Africa and are important resources for students; career guidance is not generally available to bursars prior to or during their studies.

Counseling and Health

External bursars are insured through A.I.D.'s health and accident program, which includes medical and psychological coverage. Universities provide academic advisement and other counseling services and in some instances offer additional health coverage. Nothing comparable exists for internal bursars. Although few issues regarding counseling and health have arisen, guidance and career counseling are needs that future programs should address.

Followup

Followup is the least developed of the bursary program components. The program aims to produce graduates that are job ready and community minded, although there are few vehicles to facilitate these outcomes. Students are in need of job placement services and of opportunities to carry out their responsibilities and commitments to community action. The alumni organization initiated by EOC is one good mechanism to address both job placement and community service objectives for students who have completed their studies.

ASSESSMENT OF THE IMPACT OF STUDY IN THE UNITED STATES

Once they return to South Africa, students who studied in the United States begin to use their new skills and draw on U.S. experiences to serve their countries. External bursars are assessed in terms of their re-entry, jobs, community service, and leadership positions as summarized below.

Re-entry

Most external bursars had some problem re-entering South Africa after their study abroad. There were few suggestions about how sponsoring organizations could make the readjustment easier, but availability of information about South Africa during overseas study and opportunities to talk to other South Africans

were cited as two ways of cushioning re-entry shock. Conferences or other meetings of students were seen as important in this regard. Similar opportunities for internal bursars also would be valuable, particularly if an aim of the program is to help bursars become more aware and able actively to pursue change after completion of their studies.

Jobs

Students' experience with job placement has been somewhat uneven. The major influencing factors appear to be choice of field, their skill in marketing themselves to prospective employers, interpersonal and communication skills, and maturity and experience. In some cases, external degrees do not satisfy certification requirements in South Africa.

Community Service

Alumni acknowledge their responsibility for community involvement and many are engaged in community service in one form or another. Alumni interest in community involvement should be encouraged. There appear to be two ways that this can be accomplished. One is frequent communication among bursars during their studies, both in the United States and in South Africa, and the other is the EOC alumni association. Alumni networks should be encouraged and should include alumni of other external programs as well as alumni of the various internal bursaries available in South Africa.

Leadership

There is evidence that bursars are moving into positions of leadership and influence in their professions. The people who have done so are those with the most experience and maturity. Younger alumni, although well-employed, cannot yet expect to occupy very senior positions. To the degree that visible leadership is a desired outcome of the program, selection of bursars should take into account their previous experience and the kinds of employment they are likely to pursue in the future. Exerting influence for change in a major multinational corporation is different from exerting influence for change from an important position within a significant community organization.

MANAGEMENT

The implementing organizations have provided the services requested by A.I.D. and have done so under some severe political constraints. Costs are slightly higher than other A.I.D. contracts of a similar type that do not benefit from tuition waivers, but as bursaries become more routinized, administrative costs should decline. All sponsoring organizations should improve student tracking and reporting to achieve greater accuracy and timeliness in delivery of reports to A.I.D. EOC needs to strengthen and refine its internal management systems, and A.I.D. should support EOC-initiated efforts to develop itself as a leader in education in South Africa.

FINAL CONCLUSION

Bursaries continue to be a viable means to achieve objectives related to building a post-apartheid South Africa staffed by skilled black manpower. Other options for achieving this objective are presented in Volume II of this study. Taken together, the two volumes support bursary programs and argue for more clearly stated aims that include skill development, leadership, and institution-building, with a view toward both short- and long-term change.

APPENDIX A

INTERVIEW GUIDE FOR IMPLEMENTING ORGANIZATIONS IN SOUTH AFRICA

Introduce self, Creative Associates. Describe our scope of work and the reports we are preparing.

I. Background

Organization	Interviewee(s)	Date
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Give brief history of the organization. What is the role of the organization in this project? What are your functions? What are the goals of the project? How do you work with other organizations? (e.g. How does EOC work with SAIRR on internal bursaries? Briefly describe how the organization implements the project.

II. Recruitment

Describe how students are recruited. Describe your role in recruitment. How do you advertise the bursary program? Is the recruitment targeted towards specific audiences, locations, etc.? What kind of student are you trying to reach? What is the goal of recruitment? May we have copies of your advertisements? How effective is the recruitment process in achieving the goal? What suggestions, if any, would you make?

III. Screening and Selection

Describe the screening and selection process. What are the steps taken towards admitting students into the program? What is your role in that process? What are the selection criteria? Are interviews used? If so, please describe. Who does the interviews? How are they trained? What are they looking for in the interviews? What is the goal of selection? How effective is the selection process in achieving the goal? What suggestions, if any, would you make?

IV. Testing and Documentation

List the tests and other documents that are routinely compiled for each student who is selected. How would you evaluate the adequacy of the tests and documents in helping to make decisions regarding placement of students? What suggestions, if any, would you make?

V. Programming and Placement

Describe the programming and placement process. What is the role of your organization and who else is involved? Do you or the students consider any special factors in choosing a university? (cost, housing, location, transportation, academic program, etc.)? What criteria are used? Are the students assisted in the process? If problems arise, how are they resolved? What special arrangements are involved in placing students at open universities? How do you assist them with such needs as housing or transportation? In general, how would you describe the effectiveness of the placement process in meeting the goals of the program and the needs of students? What suggestions, if any, would you make?

VI. Orientations

Describe the goals and content of orientation(s) that are provided to students. How would you evaluate the effectiveness of the orientation(s) in helping students adapt to their university and begin their programs successfully? What suggestions, if any, would you make?

VII. Education

How effective are the universities in meeting the educational goals of this program? What suggestions, if any, would you make?

Current students are pursuing BA degrees. Would you continue or change this practice?

Would you modify or expand academic programs in any way in the future? What about practical or technical training? What about admitting non-matric students? How would you compare study in the United States with study in South Africa? What other ideas do you have for expanding the current program?

VIII. Monitoring and Reporting

Describe your student monitoring and reporting system for this program. Type and frequency of contact. How effective is the monitoring and reporting system in keeping students on track and

avoiding serious academic or personal problems? What suggestions if any, would you make?

IX. Enrichment

What activities do you provide or encourage outside the academic program? Are the students actively involved in campus or community life? Are there specific goals of the program related to enrichment? How would you evaluate the effectiveness of the program in meeting those objectives? What suggestions, if any, would you make?

X. Counseling and Health

What counseling or health services are provided to the students, and to what extent are those services utilized? How effective do you feel that you are in meeting the students' needs for health and counseling services? What suggestions, if any, would you make?

What kinds of counseling or other support services are available at the universities? How do they handle academic, financial, personal/social, or housing problems? How effective are the institutions at handling these issues?

XI. Followup

What is the role of your organization in followup? Do you conduct evaluations? What efforts are made to help students find jobs? Is there an alumni organization, and how does it help? Do you maintain contact with students after they have completed their studies? In general, how effective is the program in followup of students? What suggestions, if any, would you make?

XII. Management

Describe how your organization manages the bursary program. How do you plan, direct, control, and evaluate the program? How do you allocate resources and account for costs? What is your administrative cost per student? What are the most important factors in controlling costs in this program? What is the staff/student ratio? How do staff members monitor the program? What are your management goals, and how are you doing?

XIII. Other

What other information do you feel I need in order to fully understand this program?

INTERVIEW GUIDE FOR IMPLEMENTING ORGANIZATIONS IN THE UNITED STATES

Introduce self, Creative Associates. Describe our scope of work and the reports we are preparing.

I. Background

Organization	Interviewee(s)	Date
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Give brief history of the organization. What is the role of the organization in this project? What are your functions? What are the goals of the project? How many staff work on the project? Briefly describe how the organization implements the project. Procedures. How the organization works with other organizations.

II. Recruitment

Describe how students are recruited. Describe your role in recruitment. Is the recruitment targeted towards specific audiences, locations, etc.? What is the goal of recruitment? How effective is the recruitment process in achieving the goal? What suggestions, if any, would you make?

III. Screening and Selection

Describe the screening and selection process. What is your role in that process? What are the selection criteria? Are interviews used? If so, please describe. What is the goal of selection? How effective is the selection process in achieving the goal? What suggestions, if any, would you make?

IV. Testing and Documentation

List the tests and other documents that are routinely compiled for each student who is selected. How would you evaluate the adequacy of the tests (validity) and documents in making placement and other programming decisions? Has English proficiency been a factor? Are there particular academic strengths or weaknesses of the students? What suggestions, if any, would you make?

V. Programming and Placement

Describe the programming and placement process. What is the role of your organization and who else is involved? What factors do you consider when you place a student (cost, housing, location, transportation, academic program, etc.)? What was your number of transfers and how were they handled. In general, how would you describe the effectiveness of the placement process in meeting the goals of the program and the needs of students? What suggestions, if any, would you make?

VI. Orientations

Describe the goals and content of orientation(s) that are provided to South African students. What special features, if any, are added to orientations for this program? How would you evaluate the effectiveness of the orientation(s) in helping students adapt to the United States and begin their programs successfully? What suggestions, if any, would you make?

VII. Education

Describe the ideal institution for handling South African students.

How effective are the colleges and universities in meeting the educational goals of this program? Do students find the U.S. degree useful? What suggestions, if any, would you make?

What about second degrees? What about practical training? Merits of B.A. vs M.A. vs Ph.D.? How does the educational program achieve relevancy? That is, is there anything you can do to ensure that academic programs are practical and useful to students once they have returned?

VIII. Monitoring and Reporting

Describe your student monitoring and reporting system for this program. Describe type and frequency of contact. How effective is the monitoring and reporting system in keeping students on track and avoiding serious academic problems? What kinds of problems do students typically report (social, financial)? What suggestions if any, would you make?

IX. Enrichment

What activities do you provide or encourage outside the academic program? Are the students actively involved in campus or community life? Are there specific goals of the program related to enrichment? How would you evaluate the effectiveness of the program in meeting those objectives? What suggestions, if any, would you make?

X. Counseling and Health

What counseling or health services are provided to the students, and to what extent are those services utilized? Is this different from students from other countries? How effective do you feel that you are in meeting the students' needs for health and counseling services? What suggestions, if any, would you make?

XI. Re-entry and Followup

Is re-entry programming provided by your organization? What is the role of your organization in followup? Do you conduct exit or impact evaluations? Do you maintain contact? In general, how effective is the program in re-entry and followup of students? What suggestions, if any, would you make?

XII. Funding

This program is unique with respect to other A.I.D. participant training programs because tuition waivers and other contributions help support the program in significant ways. Please describe the history of the fund-raising effort for South Africa. How does it work now? How do you see it working in the future? What changes, if any, would you make in the funding of future bursary programs?

XII. Management

Describe how your organization manages the scholarship program. How do you plan, direct, control, and evaluate the program? How do you allocate resources and account for costs? What is your administrative cost per student? What are the most important

factors in controlling costs in this program? What is the staff/student ratio? How do staff members monitor the program? Please comment on subcontracting and how you work with the other organizations in the management consortium on this project. What are your management goals and how are you doing? What aspects of management do you feel contribute in significant ways to student success? What recommendations would you make concerning program management?

XII. Other

What other information do you feel I need in order to fully understand this program?

INTERVIEW GUIDE FOR STUDENTS CURRENTLY STUDYING IN THE UNITED STATES

Introduce self, A.I.D., Creative Associates.

During the next few months, I will be part of a team of educators who are making recommendations for an expanded scholarship program for South Africa. As part of the design process, we are talking to students who are in the current program to get their ideas about studying in the United States. I am going to ask you a number of questions about the program. Please feel free to comment in any way that you feel is appropriate. Before we begin, do you have any questions that you would like to ask me?

Give a copy of this document to the student.

I. Background

School	Location	Today's Date
Student age	Date of arrival	Degree objective
Field of study	Expected completion	Gender
From (town)		

II. Recruitment

How did you hear about this scholarship opportunity? Why did you apply? What were you doing at the time (working? studying?) ? Did you complete an application? Where? When? How long was the selection process? How much notice did you have before departing to the United States? Did you consider applying for a scholarship to a South African university? Explain. How would you evaluate your decision to come to the United States? How would you evaluate the recruitment process? What suggestions, if any, do you have?

III. Screening and Selection

Were you interviewed? If so, what was that like? How did you learn you were selected? On what criteria do you believe you were selected? How would you evaluate the selection process? What suggestions, if any, do you have?

IV. Testing and Documentation

Did you complete any tests as part of your placement? What tests? What documents or records did you submit? How would you evaluate the testing/documentation process? What suggestions, if any, do you have?

V. Programming and Placement

How were you assigned to the college or university you are attending? Did you participate in the selection? How would you evaluate this placement for you (any transfers?)? What suggestions, if any, would you like to make about placement?

How would you evaluate your housing, transportation, and food service arrangements? What suggestions, if any, would you make?

VI. Orientations

Did you receive an orientation before you left South Africa? By whom? What was covered? How would you evaluate the orientation? What suggestions, if any, would you make?

Did you participate in an orientation when you arrived in the United States? By whom? What did it cover? How would you evaluate the orientation? What suggestions, if any, would you make?

Did you participate in an orientation at the college/university? What did it include? How would you evaluate the orientation? What suggestions, if any, would you make?

VII. Education

Describe the curriculum or courses you are studying. Why did you choose this course of study? How would you evaluate the quality of your academic program (instruction, facilities and equipment, practical training, peer interaction, and academic support services such as tutoring)? What suggestions, if any, would you make regarding the academic program?

Do you feel that your course of study is relevant and will be useful to you when you return home? How are you able to make your study relevant and useful?

Are you doing a dissertation, thesis, or research project? What is your topic? How did you choose this topic? Why? Are these activities relevant to your intended work back home?

How would you evaluate your progress? What factors are contributing to the progress you are making?

VIII. Monitoring and Reporting

Who monitors your program? To whom do you report at the sponsoring organization? How would you evaluate the monitoring of your program? The logistical support? What suggestions, if any, would you make?

IX. Enrichment

While in the United States you have undoubtedly had learning experiences outside of the academic program (extracurricular activities, travel, conferences, mid-winter seminars, community events, church, etc.). What enrichment activities have been most important to you and why? With whom do you socialize, (United States, South Africa)? How would you evaluate the enrichment activities in general? What suggestions, if any, would you make?

X. Counseling and Health

How would you evaluate the counseling or health services you have received (if any)? What suggestions, if any, do you have?

XI. Followup

What do you expect to do when you complete this degree program? What goals do you have for yourself when you return to South Africa? How will your education help you meet your goals? Do you think your U.S. degree will advance your career? What will you tell others about your experience in the United States? Would you recommend U.S. study to other South Africans? How have you helped Americans learn about South Africa?

XII. Other

Would you recommend that scholarship programs such as yours continue?

What else would you like to add to your assessment of the program?

INTERVIEW GUIDE FOR STUDENTS CURRENTLY STUDYING IN SOUTH AFRICA

During the next few months, I will be part of a team of educators who are making recommendations for an expanded scholarship program for South Africa. As part of the design process, we are talking to students who are in the current program to get their ideas about studying in programs such as the one in which you are enrolled. I am going to ask you a number of questions about the program. Please feel free to comment in any way that you feel is appropriate. Before we begin, do you have any questions that you would like to ask me?

Give this document to the student.

I. Background

School	Location	Today's date
Student age	Start date	Degree objective
Field of study	Expected completion	Gender
From (town)		

II. Recruitment

How did you hear about the bursary program? Why did you apply? What were you doing at the time (working? studying?)? If employed, name the employer. Did you consider applying for a scholarship to study in the United States? Explain. What steps did you take to initiate your application? Where? When? How did (EOC,SAIRR) follow up on your application? How soon after applying were you notified of the status of your application? How would you evaluate the recruitment process? What suggestions, if any, do you have regarding recruitment?

III. Screening and Selection

Were you interviewed? If so, what was that like? How did you learn you were selected? On what criteria do you believe you were selected? How would you evaluate the selection process? What suggestions, if any, do you have?

IV. Testing and Documentation

What kinds of materials did (EOC, SAIRR) request to support your application? Did you complete any tests as part of your placement? What tests? How would you evaluate the testing/documentation process? What suggestions, if any, do you have?

V. Programming and Placement

Did you choose the university you are attending? Why did you choose this university? Did you have assistance in making the decision? In the future, should the choice of universities be conducted in the same way or would you make changes in the university placement process? What suggestions, if any, would you like to make about placement?

Describe the components of your scholarship (financial, housing, academic). How would you evaluate your housing, transportation, and food service arrangements? What suggestions, if any, would you make?

VI. Orientations

Did you participate in an orientation conducted by EOC or SAIRR? What did it cover? How would you evaluate the orientation? What suggestions, if any, would you make?

Did you participate in an orientation at the university? What did it include? How would you evaluate the orientation? What suggestions, if any, would you make?

VII. Education

Describe the curriculum or courses you are studying. Why did you select this course of study? How would you evaluate the quality of your academic program (instruction, facilities and equipment, practical training, peer interaction, and academic support services such as tutoring)? What suggestions, if any, would you make regarding the academic program?

Do you feel that your course of study is relevant and will be useful to you when you finish?

How would you assess your academic performance? What are the factors that are affecting your performance?

VIII. Monitoring and Reporting

How often are you in touch with your sponsors and for what reasons? What are your academic reporting responsibilities to your sponsor? How would you evaluate the monitoring of your program? What suggestions, if any, would you make?

IX. Enrichment

Do you participate in extracurricular activities? Do you belong to any student organizations on campus? Does your academic prospectus include internships or practical training? What suggestions, if any, would you make regarding educational opportunities outside the academic program?

X. Counseling and Health

Do you receive health insurance or medical services as a bursary student? Do you receive counseling or other academic support services? Are you familiar with the ASP program at your university? Have you used the ASP and, if yes, how would you evaluate the services? What suggestions, if any, do you have?

XI. Followup

What do you expect to do when you complete this degree program? What goals do you have for yourself? How will your education help you meet your goals? Would you like assistance with job placement after graduation, or do you feel confident that you will locate a suitable job without assistance? What will you tell others about your experience as a bursary student.

XII. Other

Would you recommend that scholarship programs such as yours continue?

What else would you like to add to your assessment of the program?

INTERVIEW GUIDE FOR STUDENTS WHO STUDIED IN THE US AND HAVE COMPLETED OR TERMINATED THEIR PROGRAMS

Introduce self, A.I.D., Creative Associates.

During the next few months I will be part of a team of educators who are making recommendations for an expanded scholarship program for South Africa. As part of that process, we are talking to students who studied in the United States. I am interested in learning how you would assess that experience and how you feel your studies have helped you contribute to development in South Africa. Before we begin would you like to ask me any questions?

Give a copy of this document to the student.

I. Background

School(s) attended in the U.S.
Dates of study
Degree obtained
From (town)

Location(s) of schools
Field of study
Age Gender
Today's date

II. Returning to South Africa

How would you describe your return to South Africa? Describe your experiences in adjusting to life in South Africa. Did you have any assistance in making the transition back home? How do you think students should be prepared for their return home after study in the United States?

III. Employment

Describe your work history since completing your studies in the United States. Are you currently working? Name the employer. Is your job related to your field of study? Is it suitable to your level of education? Do you use your education (knowledge and skills) in your job? Did your U.S. degree help you get your job? How well did your education prepare you for employment? How did you choose your field of study? In retrospect, would you elect the same field of study again?

Did you have assistance with employment after returning from the United States? Describe the assistance, if any.

What suggestions would you make to other students who are finishing their studies and looking for jobs? How can the program help other students in the future?

IV. Contributions to Development

Since completing your studies and returning to South Africa have you had opportunities to contribute to the development of your country? How have you been able to assist your community? What experiences in the United States, if any, helped you make these contributions to your community?

Based on your experiences in the community since you have returned to South Africa, what activities or experiences would you encourage other students to have while they are in the United States?

V. Reflections on U.S. Study

What was the most valuable part of your experience in the United States? Why? What would you change? What advice would you give to other students going to the United States?

Did you consider studying in South Africa? Why did you choose the United States? Would you make the same choice again?

VI. Followup

Do you maintain contact with persons you met in the United States? Would you like to continue some involvement with others who studied in the United States? What kind of program followup, if, any, would be useful to you?

VII. Success Factors

For students who successfully completed the program and are working and/or making solid contributions to the community, ask them

- Why were you successful in your U.S. study?
- Why are you successfully employed or contributing to the community?

VIII. Drop Out

For students who were terminated from the program, ask why and obtain history and recommendations.

IX. Second Degree

For student in another degree program, ask why they made this choice and what they expect to do when they complete the second degree.

X. Other

What else do you think I should know about study in the United States?

APPENDIX B

STUDENT INTERVIEWEES CURRENTLY STUDYING IN SOUTH AFRICA

UNIVERSITY OF THE WITWATERSRAND

SAIRR	EOC	TOWNSHIP/VILLAGE	AGE	GENDER	DEGREE	PROVINCE	HOMETOWN AREA
X		Atok	20	M	B-Program	Transvaal (Rural)	Pietersburg
X		Mamelodi	22	M	BSc-Civil Engrg	Transvaal (Urban)	Pretoria
X		Kutloanong	19	M	B-Program	OFS (Rural)	Odendaalsrus
X		Soweto	20	M	BSc-Computer Sc	Transvaal (Urban)	Johannesburg
X		Thohoyandou	18	M	MBCHB	Transvaal (Rural)	Venda
X		Kwanyama	26	M	BA-Education	Transvaal (Rural)	Kwangwane
X		Temba	20	M	B-Program	Transvaal (Urban)*	Hammanskraal
X		Soweto	26	F	BDS	Transvaal (Urban)	Johannesburg
X		Butterworth	23	F	BSc-Pharmacy	Cape (Rural)	Transkei
X		Glen Cowie	24	F	BSc	Transvaal (Rural)	Lebowa Kgomo
X		Mmabatho	21	F	B-Program	Transvaal (Urban)*	Bophuthatswana
X		Soweto	24	F	BSc-Nursing	Transvaal (Urban)	Johannesburg
	X	Mmabatho	18	F	MBCHB	Transvaal (Urban)*	Bophuthatswana
	X	Katlehong	22	F	BSc	Transvaal (Urban)	Germiston
	X	Soweto	21	M	BSc	Transvaal (Urban)	Johannesburg

UNIVERSITY OF THE WITWATERSRAND

SAIRR	EOC	TOWNSHIP/VILLAGE	AGE	GENDER	DEGREE	PROVINCE	HOMETOWN AREA
	X	Eldorado Park	21	F	B-Pharmacy	Transvaal (Urban)	Johannesburg
	X	Katlehong	21	F	LLB	Transvaal (Urban)	Germiston
	X	Soweto	26	M	BA-Drama	Transvaal (Urban)	Johannesburg
	X	Seshego	21	F	BA-Education	Transvaal (Urban)	Pietersburg

FORT HARE

SAIRR	EOC	TOWNSHIP/VILLAGE	AGE	GENDER	DEGREE	PROVINCE	HOMETOWN AREA
X		Katlehong	18	M	BA-Agriculture	Transvaal (Urban)	Germiston
X		Kwa-Ford	40	M	B-Program	Cape (Urban)	Port Elizabeth
X		Kwa-Thema	21	M	BSc	Transvaal (Urban)	Springs
X		Shilon Mission	23	F	B-Com Acc	East Cape (Urban)	Whittlesea
X			21	F	B-Social Sc	Cape (Rural)	Alice
X			18	F	BSc	Cape (Rural)	Alice
	X	Newtown	18	F	BA-Communicat'n	Cape (Semi Urban)	Adelaide
	X	Khubvi	20	M	B-Paed	N Transvaal (Urban)	Sibasa
	X	Kwa-Thema	20	M	BA-Communicat'n	Transvaal (Urban)	Springs
	X	Kwazakhele	23	M	BSc	E Cape (Urban)	Port Elizabeth
	X	Kwazakhele	24	M	B-Commerce	E Cape (Urban)	Port Elizabeth
	X	Lower Ndonga	23	M	BA-Communicat'n	Cape (Rural)	Lady Frere
	X	Kwa-Magxaki	28	F	BA	Cape (Urban)	Port Elizabeth

NATAL UNIVERSITY

SAIRR	EOC	TOWNSHIP/VILLAGE	AGE	GENDER	DEGREE	PROVINCE	HOMETOWN AREA
X			19		BSc-Elect Engrg	Natal (Urban)	Durban
X			20		BA	Natal (Urban)	Durban
X		Tongaat	19		BSc-Chem Engrg	NNatal (Sem Rural)	Tongaat
X		Soweto	24		BSc	Transvaal (Urban)	Johannesburg
X		Mahlabathini	21		BA	Natal (Rural)	N Natal
X		Umhlanzana	20		BA-Music	Natal (Urban)	Durban
X		Nelspruit	25		B-Social Sc	Transvaal(S-Urban)	E Transvaal
X		Mobeni	18		MBCHB	Natal (Urban)	Durban
X		Rustenburg	20		MBCHB	Transvaal(S-Urban)	Rustenburg
X		Tongaat	20		BSc-Mech Engrg	Natal (Sem-Urban)	Tongaat
X		Phoenix	20		BSc	Natal (Sem-Urban)	Durban
X		Raisehorpe	19		B-Commerce	Transvaal (Urban)	Pietersburg
X			18		BA	Natal (Rural)	Zululand
X			23		BSc-Engineering	Natal (Urban)	Pietermaritzbrg
	X	Mgababa	22		B-Social Sc	Natal (Sem-Urban)	Durban
	X	Umhlathuzana	28		B-Music	Natal (Sem-Urban)	Durban

NATAL UNIVERSITY

SAIRR	EOC	TOWNSHIP/VILLAGE	AGE	GENDER	DEGREE	PROVINCE	HOMETOWN AREA
	X		26		B-Social Sc	Natal (Rural)	Zululand
	X	Kwazakele	28		B-Social Sc	Cape (Urban)	Port Elizabeth
	X	Sydenham	19		BA	Natal (Urban)	Durban

MEDICAL UNIVERSITY OF SOUTHERN AFRICA

SAIRR	EOC	TOWNSHIP/VILLAGE	AGE	GENDER	DEGREE	PROVINCE	HOMETOWN AREA
X		Soweto	24	M	BVMCH-Veterinary	Transvaal (Urban)	Johannesburg
X		Nakowankowa	31	M	MBCHB (Medicine)	Transvaal (Rural)	Tzaneen
X		Vhufuli	20	M	MBCHB (Medicine)	Transvaal (Rural)	Venda
X		Mamelodi	19	F	BSc-Physio Ther	Transvaal (Urban)	Pretoria
X		Zamdela	22	F	B-Cur	Transvaal (Urban)	Sasol I
X		Soshanguve	20	F	MBCHB	Transvaal (Urban)	Pretoria
	X	Elim	18	M	BCHD-Dentistry	Transvaal (Rural)	Gazankulu
	X	Voslorus	24	M	B-Dental Therapy	Transvaal (Rural)	Boksburg
	X	Swartskopville	22	F	B-Occup Therapy	Cape (Urban)	Port Elizabeth

UNIVERSITY OF BOPHUTHATSWANA

SAIRR	EOC	TOWNSHIP/VILLAGE	AGE	GENDER	DEGREE	PROVINCE	HOMETOWN AREA
X		Mamethlake	23	M	BA-Education	Transvaal (Rural)	Hammanskraal
	X	Ikagelong	22	M	BA-Education	Transvaal (Rural)	Zeerust
	X	Gelukwaarts	22	M	BSc-Education	Transvaal (Urban)	Kroonstad
	X	Lehurutsi	22	M	BSc-Education	Transvaal (Rural)	Zeerust
	X	Natalspruit	23	F	B-Social Sc	Transvaal (Urban)	Germiston
	X	Dobsonville	20	M	BA-Education	Transvaal (Urban)	Roodepoort
	X	Katlehong	23	M	BSc-Education		
	X		20	F	BSc-Social Sc**	Transvaal (Urban)	Vereeniging
	X	Makwassie	22	M	BA-Education	WTransvaal (Rural)	

**With Honors

UNIVERSITY OF WESTERN CAPE

SAIRR	EOC	TOWNSHIP/VILLAGE	AGE	GENDER	DEGREE	PROVINCE	HOMETOWN AREA
X		Blikkies	19	M	B-Com Acc	Cape (Urban)	Upington
X		Robinvale	19	M	BA-Law	Cape (Urban)	Atlants
X		Khavelitsha	19	M	BSC-Medicine	Cape (Urban)	Bellville
X		Ntselamanzi	20	F	HED	Cape (Rural)	Alice
X		Gelvandale	19	F	B-Com	Cape (Urban)	Port Elizabeth
	X	Kenhardt	20	M	BA	Cape (Rural)	Upington
	X	Zamdela	22	M	B-Juris	Transvaal (Urban)	Sasolburg
	X	Soweto	25	M	B-Com	Transvaal (Urban)	Johannesburg
	X	Mahwelereng	23	M	B-Admin	Transvaal (Urban)	Potgiersrus

VISTA (HAMELODI) PRETORIA

SAIRR	EOC	TOWNSHIP/VILLAGE	AGE	GENDER	DEGREE	PROVINCE	HOMETOWN AREA
	X	Metz Location	22	M	B.A. (Education)	Transvaal (Rural)	Tzaneen
	X	Kameel Rivier	27	M	B.A. (Education)	Transvaal (Rural)	Kwandebele

UNIVERSITY OF PORT ELIZABETH

SAIRR	EOC	TOWNSHIP/VILLAGE	AGE	GENDER	DEGREE	PROVINCE	HOMETOWN AREA
X		Korstein	21	F	B. Pharm.	Cape (Urban)	P. Elizabeth
X		Arcadia	21	M	B. Sc.	Cape (Urban)	P.E.

*Semi Urban

UNIVERSITY OF CAPE TOWN

SAIRR	EOC	TOWNSHIP/VILLAGE	AGE	GENDER	DEGREE	PROVINCE	HOMETOWN AREA
	X	Athlone	21	F	BSc- Physiotherapy	Cape (Urban)	Cape Town
	X	Soweto	22	M	MBCHB	Transvaal (Urban)	Johannesburg
	X		25	M	BA	Cape (Urban)	Grahamstown
	X	Rietievville	19	F	BA-Law	Transvaal (Urban)	Rietief
	X	Elisies Rivier	21	F	BSc	Cape (Urban)	Cape Town
	X	Kwanobuhle	23	M	BA-Law	Cape (Urban)	Uitenhage
	X	Landsdowne	20	F	B-Social Sc	Cape (Urban)	Cape Town
X		Retreat	20	F	B-Com	Cape (Urban)	Cape Town
X		Athlone	21	F	MBCHB	Cape (Urban)	Cape Town
X		City Centre	21	M	BS-Elect Engrg	Transvaal (Urban)	Johannesburg
X		Athlone	21	M	BS-Elect Engrg	Cape (Urban)	Cape Town
X		Soweto	24	M	BA-Social Sc	Transvaal (Urban)	Johannesburg

UNIVERSITY OF CAPE TOWN

SAIR#	EOC	TOWNSHIP/VILLAGE	AGE	GENDER	DEGREE	PROVINCE	HOMETOWN AREA
X		Soweto	23	M	BS-Civil Engrg	Transvaal (Urban)	Johannesburg
X		Newfields	21	M	B-Com		
X			22	M	BA	Cape (Urban)	Grahamstown
X		Langa	23	M	B-Social Sc	Natal (Urban)	Durban
X		Chuniespoort	30	M	BA	Transvaal (Rural)	Pietersburg
X		Chavenby Estate	21	F	BSc	Cape (Urban)	Cape Town
X			26	F	BA	Cape (Rural)	Alice
X		Athlone	19	F	BSc	Cape (Urban)	Cape Town
X		Lamontville	22	F	BA	Natal (Urban)	Durban
X		Kuils River	19	F	BA-Social Sc	Cape (Rural)	Cape Town

PENINSULA TECHNIKON

SAIRR	EOC	TOWNSHIP/VILLAGE	AGE	GENDER	DEGREE	PROVINCE	HOMETOWN AREA
	X	Glenhaven	19	F	Dipl. Arch.	Cape (Urban)	Bellville
	X	Kensington	19	F	Nat. Dipl. Journ	Cape (Urban)	Cape Town

RHODES UNIVERSITY

SAIRR	EOC	TOWNSHIP/VILLAGE	AGE	GENDER	DEGREE	PROVINCE	HOMETOWN AREA
X		Ilinge	21	M	B. Journ I	Cape (Rural)	Transkei
X		Kameel Boom	17	F	B. Pharm I	TVL (Rural)	Rustenburg
X		----	20	F	B.A. III	Cape (Urban)	Grahamstown
X		Umzimkulu	21	F	B.Sc. III	Cape (Rural)	Transkei
	X	Mlungisi	32	M	B. Pharm. III	Cape (Urban)	Queenstown
	X	Meloding	22	M	B.Sc. III	OFS (Urban)	Virginia
	X	Thabong	20	F	B.A. II	OFS (Urban)	Welkom

STELLENBOSCH UNIVERSITY

SAIRR	EOC	TOWNSHIP/VILLAGE	AGE	GENDER	DEGREE	PROVINCE	HOMETOWN AREA
	X	Cloetesville	19	F	B. Comm. II	Cape (Urban)	Stellenbosch
X		Matatiel	21	M	MBCHB III	Cape (Rural)	Uitenhage
X		Paarl East	20	M	MBCHB II ₁	Cape (Urban)	Paarl

*Semi Urban

UNIVERSITY OF DURBAN WESTVILLE

SAIRR	EOC	TOWNSHIP/VILLAGE	AGE	GENDER	DEGREE	PROVINCE	HOMETOWN AREA
	X		23		B. PAED	OFS (Urban)	Bethlehem
	X		23		B.A.	Cape (Urban)	Western Cape
	X	Tongaat	20		B.A. Social Sc	Natal (Urban)	Durban
	X	Tongaat	22		B.A.	Tul (Rural)	Pietersburg
	X	Umlazi	23		B.A.	Natal (Urban)	Durban
	X	----	21		B.A. Law	OFS (Urban)	Ficksburg
	X	Umlazi	21		B.A.	Natal (Urban)	Durban
	X	Umlazi	21		B.Sc.	Natal (Urban)	Portshepstone
	X	---	20		B. Accountancy	Natal (Urban)	Durban
	X	Kwamashu	24		B.A.	Cape (Urban)	Cape Town
	X	Kwamashu	20		B. Admin.	Natal (Urban)	Durban
	X	Guguletu	28		B. Social Sc	Cape (Urban)	Cape Town
	X	Elliot Dale	20		B. Proc.	Cape (Rural)	Transkei

*Semi Urban

UNIVERSITY OF VENDA

SAIRR	EOC	TOWNSHIP/VILLAGE	AGE	GENDER	DEGREE	PROVINCE	HOMETOWN AREA
	X	Soweto	23	M	BSc	Transvaal (Urban)	Johannesburg
	X	Gunda Village	20	M	B-Com	Transvaal (Rural)	Sibasa, Venda
	X	Vulva Village	23	M	BSc	Transvaal (Rural)	Louistrichard
X		Khubui	21	M	BA	Transvaal (Rural)	Sibasa, Venda
X		Nkowankowa	27	F	B-Juris	Transvaal (Rural)	Tzaneen

*Semi Urban

APPENDIX C

EXTERNAL BURSARIES - INTERVIEWEE PROFILE

LOCATION	ARRIVAL DATE	AGE	GENDER	FIELD OF STUDY	DEGREE OBJ	COMPLETION	HOME TOWN	SPONSOR
1. Howard Univ. DC	1984/9/86	26	M	Elec. Engineering	E.Sc.	5/89	Durban	Aurora
2. Howard Univ. DC	7/87	25	M	Chemical Engineering	B.Sc.	5/91	Butterworth	IIE
3. Catholic University DC	8/87	28	F	Library Science	M.A.	5/90	Soweto	IIE
4. Boston College Boston	7/88	30	F	Psychology	M.A.	5/91	Durban	IIE
5. Harvard Boston	7/87	36	F	Education	PH.D.	5/91	Pretoria	Aurora
6. Bentley College Boston	7/86	29	M	Business	B.A.	5/89	Soweto	IIE
7. Boston Univ. Boston	7/88	29	M	Mathematics	PH.D	5/92	Cape Town	Aurora
8. Simmons Coll. Boston	7/88	19	F	Accounting	B.A.	5/92	Cape Town	IIE
9. Univ. of Washington	8/98	26	F	Teaching Eng. as Second Lang.	M.A.	6/90	Durban	IIE

LOCATION	ARRIVAL DATE	AGE	GENDER	FIELD OF STUDY	DEGREE OBJ	COMPLETION	HOME TOWN	SPONSOR
10. Univ. of Washington	9/88	25	M	Political Science	M.A.	6/90	Durban	IIE
11. Univ. of Pug Tacoma, Wash.	7/87	21	M	Accounting	B.A.	5/91	Bethlehem	IIE
12. Univ. of Washington	8/87	47	F	Public Health	M.A.	6/90	Mmabatho	IIE
13. Portland State	7/88	41	M	Education	M.Sc.	8/89	Durban	IIE
14. Lewis & Clark	7/88	23	M	Chemistry	B.Sc.	5/92	Dennilton	Aurora
15. Lewis & Clark	7/88	25	M	Physics	B.Sc.	5/92	Bethlehem	Aurora
16. Univ. of Oregon	7/87	31	M	Computer Science	M.Sc.	6/89	Cape Town	IIE
17. USC Los Angeles	8/84	34	M	Pharmacy	Pharm.D.	90 or 91	Port E.	Aurora
18. Texas Southern	7/87	22	M	Pharmacy	B.Sc.	90 or 91	Carltonville	IIE
19. Texas Southern	7/88	30	M	Business	B.Sc.	'92	Ulundi	IIE
20. Texas Southern	7/85	27	M	Biology	B.Sc.	5/89	Nelspruit	IIE

LOCATION	ARRIVAL DATE	AGE	GENDER	FIELD OF STUDY	DEGREE OBJ	COMPLETION	HOME TOWN	SPONSOR
21. Rice Univ.	7/88	20	M	Eng. Comp. Sc.	B.Sc.	5/92	Durban	IIE
22. Eastern Illionis Univ.	9/86	23	F	Psychology	B.A.	12/89	Cape Town	Aurora
23. UCLA	7/87	27	M	Political Sc. Psych.	M.A.	2/89	Durban	IIE
24. Stanford Palo Alto, CA	8/88	38	F	Education	M.Ed	9/89	Johannesburg	IIE
25. Mills Coll. Oakland, CA	9/88	19	F	Chemistry	B.A.	6/92	Durban	IIE
26. Claremont - McKenna	8/88	22	M	Economics	B.A.	6/92	Johannesburg	IIE
27. Pomona Claremont, CA	9/86	25	F	Economics	B.A.	6/90	Potgietersrus	IIE
28. USC Los Angeles	7/87	30	F	Urban & regional Planning	Ph.D	9/92	Mafikeng	IIE
29. UCSC Santa Cruz	8/86	28	M	Computer Science	BA	6/90	Johannesburg	IIE
30. UCB Berkeley, CA	6/86	36	F	Social Welfare	Ph.D.	9/89	Durban	IIE
31. UCSC Santa Cruz	9/85	26	M	Mathematics	B.A.	6/89	Johannesburg	IIE

LOCATION	ARRIVAL DATE	AGE	GENDER	FIELD OF STUDY	DEGREE OBJ	COMPLETION	HOME TOWN	SPONSOR
32. Occidental College	7/88	20	M	Exercise Science	B.A.	6/92	Cape Town	IIE
33. Scripps Claremont, CA	8/88	20	F	Science	BS	6/92	Cape Town	Aurora
34. Stanford PaloAlto, CA	8/88	33	M	History	MA	6/89	Durban	IIE
35. U. of Penn Philadelphia	7/87	21	M	Accounting	BA	6/90	Durban	IIE
36. U of Penn Philadelphia	7/88	-	M	Chemical Engineering	BA	-	Cape Town	IIE
37. U of Penn Philadelphia	8/88		M	Fine Arts	MA	5/90	Durban	IIE
38. Penn State State College	8/85		M	Science	BA	12/89	Durban	IIE
39. Penn State State College	1/86		F	Nutrition	MA	8/89	Durban	IIE
40. Penn State State College	8/88		M	Education	M.Ed.	5/90	Cape Town	IIE
41. Penn State State College	8/88		M	Education	M.A.	5/90	PE	Aurora

LOCATION	ARRIVAL DATE	AGE	GENDER	FIELD OF STUDY	DEGREE OBJ	COMPLETION	HOME TOWN	SPONSOR
42. Penn State State College	7/88		F	Special Educ.	MED	7/90	Durban	IIE
43. U. of Penn Philadelphia	7/87		F	Education	MA	7/89	Transkei	IIE
44. U of Penn Philadelphia	1/88		M	Business	BS	5/90	Durban	IIE
45. U of Penn Philadelphia	1/86	30	M	Business	BA	12/89	Johannesburg	IIE
46. U of Penn Cheney	7/87		M	Education	Med.	7/89	Benoni	Aurora
47. Denison Univ. Granville Ohio	8/86		M	Chemistry	BS	5/90	-	IIE
48. Univ. of Cincinnati Ohio	7/86		M	Mechanical Engineering	BS	5/90	Ulurdi Kwazulu	IIE
49. U of Illinois Champagne - Urbana	7/87	35	M	Animal Science	PH.D.	5/91	Umtata	IIE
50. Franklin University Columbus Ohio	7/86		F	Accounting	BA	5/90	Durban	Aurora

LOCATION	ARRIVAL DATE	AGE	GENDER	FIELD OF STUDY	DEGREE OBJ	COMPLETION	HOME TOWN	SPONSOR
51. Franklin University, Columbus Ohio	7/87	20	F	Business	BA	8/91	Johannesburg	Aurora
52. Franklin University, Columbus, Ohio	7/88	30	M	Finance Accounting	BA	7/92	Johannesburg	IIE
53. Franklin University Columbus Ohio	8/87	26	F	Computer Science	BS	5/91	Johannesburg	IIE
54. U of Illinois Champaign - Urbana	8/87	36	F	Linguistics	MA	5/89	Bloemfontein	Aurora
55. U of Illinois Champaigne - Urbana	7/88	38	M	Linguistics	PH.D.	5/91	Matatiele	Aurora
56. (Princeton Univ.) Princeton, N.J.	7/87	22	M	Electrical Engineering	B.Sc.	5/91	Newcastle	IIE
57. (Princeton Univ.) Princeton, N.J.	7/85	23	M	Electrical Engineering	B.Sc.	6/89	Durban	IIE

LOCATION	ARRIVAL DATE	AGE	GENDER	FIELD OF STUDY	DEGREE OBJ	COMPLETION	HOME TOWN	SPONSOR
58. (Princeton Univ.) Princeton, N.J.	7/88	20	F	Electrical Engineering	B.Sc.	6/92	Durban	IIE
59. (Princeton Univ.) Princeton, N.J.	7/88	20	F	Electrical Engineering	B.Sc.	6/92	Durban	Aurora
60. (Princeton Univ.) Princeton, N.J.	6/85	25	M	Chemical Engineering	B.Sc.	6/90	Durban	IIE
61. (Syracuse, Univ.) Syracuse, N.Y.	7/86	28	M	Mechanical Engineering	B.Sc.	5/89	Johannesburg	Aurora
62. Grinnell Coll Grinnell Iowa	7/87	23	F	Psychology	B.A.	5/91	Homelands	IIE

APPENDIX D

RETURNED SOUTH AFRICAN STUDENTS

U.S. UNIV.	DATES	DEGREE/DISCIPLINE	AGE	GENDER	EMPLOYER/OCCUPATION
New York Univ	87-88	MA-Law Education	36	F	University Bophuthatswana/Law Lecturer
Vanderbilt	81-83	MA-Economics	38	F	University Bophuthatswana/Econ Lecturer
UC Berkeley	84-85	LLM-Law	50	M	University Bophuthatswana/Law Lecturer
U-Ohio, Toledo	85-86	MPA-Public Admin	40	M	University Bophuthatswana/Pub Admin Lec
U-Mass, Boston	84-86	MBA-Business	35	M	Anglo-American/Div Marketing Manager
Univ Iowa	86-89	PhD-Geography	39	M	University Bophuthatswana/Geography Lec
Univ Illinois	87-88	MS-Economics	30	M	Ctr Scientific & Indus Research/Rschr
Wooster Univ	82-86	BA-Physics/Computer	35	M	Anglo-American/Program Analyst
Roosevelt Univ	83-86	BA-Marketing	27	M	Pilkington/Marketing Manager
Penn State U	86-87	MSc-Health Educ.	53	F	University Bophuthatswana/Nursing Sc
University DC	85-87	MBA-Business	35	F	University Bophuthatswana/Business Lec
Ohio Univ	85-87	MEd-Education	31	F	University Bophuthatswana/Geography Lec
Univ Iowa	82-83	MEd-Education	50	M	University Transkei/Professor Education
Columbia Univ	84-85	MSc-Library Science	40	F	University of North/Senior Librarian

U.S. UNIV.	DATES	DEGREE/DISCIPLINE	AGE	GENDER	EMPLOYER/OCCUPATION
Columbia TC	83-84	MA-Nursing Educ	49	F	University of North/Nursing Lecturer
Miami Univer	86-87	MBA-Business	31	M	University of North/Teacher Trainer
Washington U	83-87	BA-Engineering	32	M	Hulett-Tongaat/Process Manager
Cornell Univ	83-84	LLM-Law	30	M	Private Attorney
Ball State U	85-86	MA-Linguistics	49	M	University Western Cape/English Lectur.
Northwestern U	85-87	MA, PhD-Education	55	F	University Western Cape/Teacher-Trainer
Wittenburg U	83-87	BA-Economics	33	M	UNILEVR/Assistant Warehouse Manager
Univ Miami	83-84	LLM-Law	38	M	Univ Durban Westville/Sr. Law Lecturer
New York Univ	81-83	MBA-Business/Finan	45	M	University Transkei/Principal
U Minnesota	86-88	MSW-Social Work	28	F	Unemployed
Columbia TC	85-86	MA-Nursing Educ	49	F	University Bophuthatswana/Nursing Lect
SUNY-Binghmn	85-87	MS-Chemistry	35	M	University of North/Jr. Chemistry Lect
U Connecticut	86-87	MA-Educ Psychology	35	F	Ministry of Education/Sch Psychologist
Stanford Univ	85-86	LLM-Law	30	M	Private Attorney
UCLA	82-84	MA-Urban/Reg.Plannng	41	M	Government Transkei/Education Planner
Morgan State	82-84	MEd-Education	42	M	University Transkei/Dean; Sr. Ed. Lect.
Tuskegee Univ	83-87	BA,MA-Agriculture	34	M	Hulett-Tongaat/Estate Manager

U.S. UNIV.	DATES	DEGREE/DISCIPLINE	AGE	GENDER	EMPLOYER/OCCUPATION
Wooster Univ	81-85	BA-Int'l Economics	29	F	Permanent Bldg. Society/Client Services
U N. Carolina	83-86	MSW-Social Work	41	F	Univ Western Cape/Social Wrk Lecturer
SW Adventist	84-88	No Degree* (Chem)	29	M	Volunteer Teacher Aide
Univ Vermont	86-87	MEd-Education	40	M	University of North/Sr. Education Lect
Louisiana St.U	84-86	MEd-Counseling Ed.	32	F	Univ Western Cape/Lecturer Education
Boston Univ	85-87	MA-Psychology	32	M	Univ Western Cape/Psychology Lecturer
E. Illinois U	87-88	MEd-Counseling	29	F	University of North/Sr. Counselor
U S. Carolina	85-86	No Degree	55	M	University Transkei/Public Admin Lect
UC Berkeley	87-88	MPH-Public Health	45	F	Univ Bophuthatswana/Public Hlth Lect
Univ Iowa	85-88	MSW-Social Work	27	F	NGO/Community Worker
U Washington	86-87	MAEd-Communications	49	F	Bop TV/Utilization Officer
Univ Iowa	84-85	MEd-Education Instr	31	F	University Bophuthatswana/Education Lec
Adelphi Univ	82-84	MSW-Social Work	48	F	University Transkei/Social Work Lectur.
St. Peter-NJ	81-84	BA-Economics	29	M	Nedbank/Manager's Assistant, EEOC
Claremont Grad	86-88	MA-Psychology	34	M	U Bophuthatswana/Industrial Psych Lect
Yale Univ	87-88	LLM-Law	31	M	U Bophuthatswana/Sr. Law Lecturer

U.S. UNIV.	DATES	DEGREE/DISCIPLINE	AGE	GENDER	EMPLOYER/OCCUPATION
E. Illinois U	85-86	MSEd-Education	33	M	Ministry of Education/Teacher-Trainer
Harvard Univ	81-82	LLM-Law	32	F	Private Attorney
Michigan St. U	84-85	MA-Education	33	F	Educ Opportunity Council Coordinator
U Minneosta	82-84	MS-Nursing Educ	42	F	University of North/Nursing Lecturer
Boston Univ	84-86	MA-Journalism	32	M	SACC/Director of Communications
Fl. Inst Tech	84-88	BSc-Mech Engineerng	32	M	Unemployed
U Rochester	86-87	MEd-Education	30	F	Coordinator English Education Programme
Bentley Univ	86-88	MBA-Business	33	M	Beares/Training Manager
CUNY	81-83	BA-Economics	37	M	Mobil/Senior Training Manager
Georgetown U	85-87	BA-Journalism	25	M	<u>The Star</u> /Journalist
Rensselaer Ins	83-84	MS-Electrical Engrg	30	M	Pretorius Associates/Chemical Engineer
Shippensbrg St	83-88	BS-Chemistry	26	M	AECI/Chemical Engineer
Kenyon	86-88	BA-Chemistry	26	F	Unemployed
Fl. Inst Tech	84-87	BS-Chemical Engrg	28	M	Middelburg Steel/Chemical Marketing
Marquette Univ	84-86	BS-Mechanical Engrg	28	M	Afrox/Mechanical Engineer
Wilmington U.	85-88	BA-Marketing	40	F	Nursing Home/Part-time Aide

APPENDIX E

EXPERT SOURCES: SOUTH AFRICA

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- A. Arkin
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Educational Opportunities Council
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- Adrian Botha
Executive Director
American Chamber of Commerce
- Rose Brettell
Fund Raiser
Sagewood School
- George Carter
Director
Academic Support Programs
Rhodes University
- Zack Chuenyane
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Unilever
- Abie Daniels
Registrar
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- Marius de Jager
Chief Executive
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Khanya College
- Peter E. Franks
Director
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- Adele Gordon
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EXPERT SOURCES: UNITED STATES

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APPENDIX G

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APPENDIX H

IMPLEMENTING ORGANIZATIONS—TRAINING FOR DISADVANTAGED SOUTH AFRICANS (TFDA)

Educational Opportunities Council

The Educational Opportunities Council (EOC) was established in 1979 as a nonprofit organization with the broad goal of finding an alternative education system in South Africa. Its National Council is chaired by Archbishop Desmond Tutu. Dr. Mokgethi Motlhabi is Executive Director. Although one of its major functions is the selection and support of students in bursary programs, its broader functions include to:

- Coordinate efforts on the part of organizations and individuals involved in black education and development and to liaise with such organizations;
- Assess the educational needs of black people in South Africa;
- Assist in the development of black-based (but nonracial) organizations in the field of education and training;
- Promote programs of nonformal, compensatory education at primary, secondary, and tertiary levels;
- Direct students to further study in the United States, Western Europe, South Africa, and other countries;
- Encourage South Africans who have been educated outside South Africa to return home to participate in providing the needed leadership for the education, training, and development of their fellow South Africans;
- Work for a just allocation of resources and equitable educational opportunities for all South Africans; and
- Enable, through the Research Unit, black South Africans to discuss issues of concern to them and to South Africa as a whole and to share their deliberations with all those concerned to build a democratic nonracial society.

EOC has a five-person Board of Trustees and a seven-person National Council. There are five regional boards for Natal, the Eastern Cape, the Western Cape, the Orange Free State, and the Transvaal. The head offices are in Johannesburg. Presently there are two regional offices: One in Port Elizabeth and a second in Durban. Regional offices for Bloemfontein and Cape Town are planned.

The total annual budget of EOC is R2,836,308 (U.S.\$680,000). It administers seven bursary schemes for Canadian, U.S., Dutch, and British private and governmental donors. Private donors include The Ford Foundation, The Kellogg Foundation, the University of California, the University of Colorado, and the Carnegie Endowment. The bursary programs include:

- the United States/South Africa Scholarship Program;
- scholarships to Canada;
- scholarships to the Netherlands;
- black Faculty Research Scholarships;
- the South African Scholarship Program;
- the British Undergraduate Fellowship Scheme; and
- the Career Development Fellowship Program.

In addition, EOC operates the Research Program and St. Ansgar's Study Centre. The research unit has the following aims:

- Analyze in discussion forums current events, writing, and research on South Africa in order to fully understand the intricate socio-economic conditions that affect black South Africans;
- Conduct research aimed at improving the service EOC gives to its local and overseas scholarship holders; and
- Act as a reservoir of information on current issues in South Africa, on black opinion, on educational institutions, and on other important institutions and organizations providing service to black people.

TDSA accounts for about 70 percent of the work load for EOC's staff of 25 persons. Dr. Motlhabi is assisted by Buti Tlhagale, Associate Director: Programme, and Eleanor Molefe, Assistant Director: Administration. Mrs. Molefe also directs the internal bursaries component, assisted by a Student Counselor. Tselane Morolo is in charge of External Bursaries, also assisted by a Student Counselor. The Durban and Port Elizabeth offices each are headed by a full-time Coordinator.

South African Institute of Race Relations

The South African Institute of Race Relations (SAIRR) was founded in 1929 with the aim of promoting racial goodwill in South Africa. Its major activities are research and publication of research on race relations. Its annual Race Relations Survey is acknowledged internationally as an authoritative compilation of information and statistics on racial and political developments in the country. SAIRR is governed by a 45-member Council of which Rev. Stanley Mogoba,

presiding Bishop of The Methodist Church of South Africa, is President.

SAIRR has administered school and university bursaries since 1936. Over the years, it has undertaken a variety of program initiatives. After a reorganization several years ago, it has retained only its research and bursary functions and devolved to other organizations those it deemed extraneous to its central purpose.

SAIRR is headed by Dr. John Kane-Berman. Dennis Venter administers the SAIRR bursary scheme with a staff of nine. The bursary office is located adjacent to the SAIRR headquarters in Johannesburg. Funding for SAIRR bursaries comes from a variety of sources, including South African corporations and foundations, individual trusts, and foreign donors. Altogether, SAIRR administers bursaries valued at R5,200,000 (U.S.\$1,200,000) per year, USAID is its largest donor for tertiary bursaries.

Institute of International Education

The Institute of International Education (IIE) is a nonprofit educational organization founded in 1919. Former Senator Charles H. Percy is Chairman of the Board of Trustees, and Dr. Richard M. Krasno is President. The IIE mission is to build international understanding through educational exchange. In 1987, IIE administered 247 programs funded by the United States, other governments, and private sources. Its annual budget is \$113.3 million. In addition to its New York City headquarters, IIE has offices in Washington, D.C., Chicago, Denver, Atlanta, Houston, and San Francisco.

The South Africa Education Program (SAEP) is one of five IIE programs aimed human resource development for South Africans. The South Africa programs are directed by Sheila Avrin McLean, Vice President for Education and the Arts. Bart Rousseve is Director of SAEP. IIE also administers Fulbright programs that include South Africans. All of IIE's South African programs are overseen by a 21-member National Council chaired by Dr. Bok.

SAEP places and supports approximately 100 South African students per year. Of these, 85 are USAID-supported, and 15 are supported by contributions from corporations and foundations.

As Director of SAEP, Mr. Rousseve supervises a six-person staff. They include a Coordinator for Administration, a Coordinator for Programs, and four administrators. Placement of IIE's South African students is done by Ann O'Sullivan, who is part of IIE's Placement Division. Student support is carried out on a regional basis from the IIE field offices.

Aurora Associates

Founded in 1978, Aurora Associates is a technical and management consulting firm located in Washington, D.C. Mr. Robert C. Walker is President and Chairman of the Board of Directors. Dr. James M. Statman is Executive Vice President. Aurora Associates is a minority-owned firm whose participation in TDSA responds to U.S. government support of minority-owned enterprises. Aurora Associates works internationally and in the United States with an emphasis in the United States on health and social services and internationally on agriculture and education. The company's major clients are USAID, the U.S.

Department of Commerce, the U.S. Department of Health and Human Services, and the National Institutes of Health.

Aurora has three program divisions: Research and Evaluation; Training and Technical Assistance; and International Programs. Its South Africa program, called the South Africa Higher Education Program (SAHEP), is administered as part of the International Division. SAHEP is headed by Dr. Vincent Vera, Project Director, who is assisted by a staff of seven, including a Program Officer and a Placement and Counseling Officer. The Washington based SAHEP staff is responsible for all placement and logistic support for TDSA participants. In addition to SAHEP, the company's other long-term international projects include a rice production project in Guinea-Bissau, a ground-water lowering and wastewater disposal project in Egypt, a cereals production project in Senegal, and, as part of a consortium of organizations, the Basic and Nonformal Education and Skills Project in Lesotho.

The Development Affairs Office for South Africa

The Development Affairs Office for South Africa of the United States Agency for International Development (USAID/Pretoria) is based in Pretoria. It administers U.S. Government Foreign Assistance funds to South Africa in the form of three major programs. TDSA is the bursary program. The Educational Support and Training Program (ESAT) is a \$5 million umbrella program of grants for pre-primary and primary education, literacy, and teacher training. Community Outreach and Leadership Development (COLD) is a \$9.3 million program of grants to community organizations. Funds for the South Africa program are appropriated by the U.S. Congress as a part of AID's annual Foreign Assistance budget of \$129,500,000.

The Development Affairs Office was established in 1986. The current Director is Dennis Barrett. He is assisted by a Deputy Director and a program and project staff. Denny Robertson, as Project Officer, is in charge of the bursary program.

PN-ABF-210

**Training for Disadvantaged
South Africans: Review and
Design
Volume II**

Prepared for the United States
Agency for International Development
by
Creative Associates International, Inc.

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TABLE OF CONTENTS

Preface		iv
I.	Introduction	1
	The Context: Education and Training in South Africa	1
	The Demand for Skilled People	1
	The South African Education System	3
	The U.S. Response: An Overview	4
	The Review and Design: Purpose and Methodology	6
	Contents of the Report	8
	Footnotes	8
II.	A Program Design Option	9
	Training	10
	Long-term Participant Training.	10
	Short-term Participant Training	15
	In-Country Training	16
	Technical Assistance	16
	Organizational Development	16
	Training Design	18
	Training of Trainers	19
III.	Implementing ITTASA	20
	Training	20
	Recruitment	20
	Screening and Selection	21
	Counseling	21
	Placement	22
	Orientation	22
	Monitoring and Support	23
	Enrichment	24
	Followup	24
	Technical Assistance	25
	Management of ITTASA	26
	Cost	27

IV.

Summary	30
Training	30
Technical Assistance	30
Conclusion	31

PREFACE

Training for Disadvantaged South Africans: Review and Design, an assessment and planning study, was conducted by Creative Associates International, Inc., (CAI) from January 2 to June 2, 1989. The Review and Design Team (RDT) examined both internal and external bursaries that comprise the Training for Disadvantaged South Africans (TDSA) program. The RDT examined the effectiveness of bursaries in developing the human potential of black South Africans and their potential to build skills for a post-apartheid South Africa. The project was conducted in the United States and South Africa and relied on information from students, former students, educationists, businesspersons, and community leaders concerned about tertiary education. The findings of the study are reported in two volumes. Volume I is a review of program experience to date. Volume II provides design options for future programs. The introduction to the report appears in both volumes.

The RDT wishes to acknowledge the support and assistance of USAID/Pretoria staff, especially Denny Robertson and Dipolelo Ngatane, who facilitated a smooth and thorough study. The Agency for International Development (AID) in Washington, and Jim Hoxeng in particular, offered valuable insights and document review. Staff members from the Educational Opportunities Council (EOC), the South African Institute of Race Relations (SAIRR), the Institute of International Education (IIE), and Aurora Associates generously provided their time and assistance. Without the support of these organizations and individuals, the TDSA Review and Design could not have been carried out.

The RDT also wishes to thank the 280 students who contributed their insights, enthusiasm, criticisms, and hopes. The team also thanks the staff members of 50 universities in South Africa and the United States for their hospitality and assistance in facilitating interviews. Finally, the RDT appreciates the contributions of other interviewees, named in the appendices, and extends to them best wishes in the continuing efforts to bring about a nonracial South Africa.

The RDT was housed in South Africa in the Johannesburg offices of J. van Rooyen and Co. Special thanks are due to Vinah Khumalo for her tireless assistance. At CAI, we wish to thank Jacquelyn Conley, Derry Velardi, Cynthia Prather, and Oanh Le Trinh who researched, prepared, edited, and produced the reports.

Brenda, Furhana, Isabel, Joyce, David.
June 2, 1989

I. INTRODUCTION

South Africa is a unique and confounding place. Much of the wealth of human resources goes untapped in a nation where legal and historical constraints reserve decisionmaking to a small white minority. Not only are 30 million blacks* excluded from full participation in the social, political, economic, and intellectual life of the country, but they are also prevented from acquiring the skills and experience to prepare for participation when, inevitably, access becomes a reality. The reasons for the limitations on participation of blacks in South Africa are numerous. The context for the education and training of black South Africans is complex.

THE CONTEXT: EDUCATION AND TRAINING IN SOUTH AFRICA

Throughout the 20th century, the Government of South Africa deliberately has excluded blacks from skilled jobs and systematically skewed the educational curriculum away from technical subjects. Thus, blacks are not playing a full role in the economy, nor are they equipped to manage the country post-apartheid. Developing an indigenous capacity to run the economy now and in the future is of deep concern to blacks and whites alike.

Two fundamental realities are evident to the observer of the South African economy. First, there is a growing demand for skilled manpower and second, the education of blacks has failed to prepare them to respond to the needs of the labor market. Each of these features of the South African context is described below.

The Demand for Skilled People

In June 1987, the total population of South Africa was 35,206,898, including the so-called independent homelands. Of this number, 16.9 percent were white, expected to decrease to 10 percent by the year 2000. At present, the managers, senior technicians, and professionals are largely white, while 40 percent of the black population is unskilled labor and 37 percent is unemployed.¹

On April 16, 1989, a headline in The Star read, "16,000 Workers Needed." The article states that historically, "South Africa relied on imported trained labor for its high tech projects. While it always had available labor, it never had the structured training necessary to meet industry's basic needs." The same is true of skilled and professional positions as well; whites are not available in sufficient numbers to meet the demand of the economy. The current situation is this:

- South Africa faces a massive skills deficit, particularly in technical and managerial jobs;

*Throughout this document the term black is used to refer to nonwhite South Africans--those persons legally disadvantaged by apartheid. The term includes Africans, Asians, and so-called coloreds.

- The shortfall cannot be met by a shrinking resident white population;
- Political instability and the weak rand have shrunk the supply of immigrant labor; and
- The shortage is aggravated by the emigration of economically active whites. Emigres numbered 1,076 skilled professionals in 1987.²

The critical and growing need for trained people portends a climate more receptive to black employment and access to responsible positions. Coupled with an array of other pressures to change discriminatory practices, the Government has made concessions that include employment and training opportunities for blacks.

But the gap is great. There are few blacks currently working in existing professional jobs. In 1985, the numbers of nonwhites in high level manpower categories were as follows:³

<u>Category</u>	<u>% of Nonwhites</u>
Engineers	.1
Scientists	5.5
Lawyers	6.0
Architects, quantity surveyors	2.9
Managing Directors	3.9
Technicians	17.8

In 1989, there are 49 African engineers. The Anglo-American Corporation alone needs 30 mechanical and electrical engineers, 30 mining engineers, 30 metallurgists, and 25 geologists a year. There are 27 African chartered accountants, and four of them are women. There is a shortage of 7,000 chartered accountants.⁴

Black professionals cluster in traditional occupations such as education and nursing, but they are present in very small numbers in the technical professions and managerial positions cited above. In addition, by the year 2000, South Africa will need 116,000 new managers. "The factor most constraining economic growth in South Africa (is) the serious and growing shortage of skills at all levels of management...This is aggravated by the brain drain...the ratio of one supervisor to 45 workers in South Africa underlines the fact that South Africa is essentially a labor-intensive economy lacking competent supervisors⁵".

The demand for well-trained people is evident. The reasons for the lack of blacks ready to assume available positions is deeply rooted in apartheid and in practices such as job reservation where certain occupations have been limited to whites. One overwhelming constraint to job preparation is South African education, segregated for all.

The South African Education System

At all educational levels from primary school to the university, blacks suffer from lack of access to quality education relevant to their personal development and to the needs of the nation. Gerrit Viljoen, Minister of Education and Development Aid, told Parliament that in 1986 the Department of Education and Training, which administers African education, lacked 1,494 classrooms at the primary level and 3,030 at the secondary level to maintain its norms of 40 primary and 35 secondary pupils per class. At the same time, there was a surplus of about 150,000 places in white schools. Despite this, the Government clings to its policy of separate education for different population groups. F.W. de Klerk, the new leader of the National Party, acknowledges that the government is committed to separate education "as long as people [demonstrate] a will for it." In 1986-1987, government expenditures on education ranged from R368.56 per capita for black schools to R2299.00 per capita for white schools.⁶

In addition, the curriculum for blacks has stressed liberal arts and practical education, and instruction in the sciences and mathematics has been absent. Teacher preparation is woefully inadequate in these latter two areas. In fact, the overall level of teacher qualifications in black schools is low. Only 42 percent of teachers in African schools have a post-standard 10 teaching certificate. Only 3.4 percent have a university degree. South Africa lacks the physical capacity in terms of facilities and teachers to educate its black students.

It is not surprising that nonwhite students terminate their educations early. At the primary level, only 1.6 percent of whites fail to complete, but for the remainder of the population, the picture stands in sharp contrast. Statistics on nonwhites failing to complete primary education are as follows:⁷

<u>Race</u>	<u>Nonwhites Failing to Complete Primary Education</u> <u>(%)</u>
Africans	84.0
Coloreds	59.0
Asians	24.7

Political instability, school boycotts, and detentions further aggravate the situation at the secondary level where many students are out of school for a significant part of their school-age years.

For those who manage to persevere through standard 10 to sit for matriculation examinations, failure is the likely result. In 1986, 311,294 African students were enrolled in standards 9 and 10. Ninety-six thousand sat for examinations. Forty-eight thousand (about half) passed; 12,000 passed with the exemption required for university entrance; 800 were qualified in mathematics; 500 were qualified in mathematics and science.⁸ Some matriculants enter universities, but they fail at much higher rates than their white counterparts. At each level of the education system, the numbers completing the program shrink dramatically.

There are positive trends in education that promise to counter some of the destructiveness of the Government's system of education. The trends include:

- Increased admissions of blacks at open universities along with some accommodation of black students in campus housing;
- Impressive participation of the private sector in support of scholarships at all levels of education and including university study. This year, the Anglo-American Corporation has 502 students at universities, and other multinationals offer substantial support as well;
- More donors (in addition to the United States) investing in primary, secondary, and university bursaries;
- Proliferation of independent, nonracial schools in the major urban centers that attract students and private sponsorship;
- Academic Support Programmes at the open universities that show promise of improving pass rates of black students;
- Increased numbers of bridging programs that assist secondary school matriculants in preparing for the university; and
- Saturday schools that provide extra tutorials for high school students.

THE U.S. RESPONSE: AN OVERVIEW

The legislative and programmatic guidance directing A.I.D. to support university training for South Africans legally disadvantaged by apartheid is contained in three documents. The most recent, a 1988 justification for increased bursary assistance, stresses the "importance of well-trained indigenous leadership in guiding political as well as economic and social development." The document states that the program purpose is "to expand the black leadership cadre in preparation for a post-apartheid society." Among the earliest documents, a 1983 Action Memorandum arguing for A.I.D. support of bursaries, states the purpose of U.S. support is to "prepare black South Africans to participate at all skill and responsibility levels in the operation of Africa's industrialized economy." The most inclusive program guidance is drawn from the Comprehensive Anti-apartheid Act of 1986, which states that U.S. assistance to South Africa should aim to overcome the constraints of apartheid and help people to become full contributors to the political, social, economic, and intellectual life of the nation. These sources provide the framework for implementation of a bursary program.

In 1982, A.I.D. began to respond to the human resource crisis in South Africa

by funding external bursaries for U.S. study for South Africans. The program is administered under contracts to three organizations: The Institute of International Education in the United States (IIE); and the Educational Opportunities Council (EOC) and the South African Institute of Race Relations (SAIRR) in Johannesburg. IIE, a New York-based, nonprofit education organization, provides placement and support for students at U.S. universities, assisted under a subcontract by Aurora Associates of Washington, D.C. EOC, also under a subcontract with IIE, provides screening and selection of U.S. bursars. EOC and SAIRR provide screening, selection, placement, and support for bursars at South African universities under direct contracts to USAID/Pretoria.

The cumulative A.I.D. contribution to the Training for Disadvantaged South Africans Program (TDSA) is \$48,033,251. The program has supported a total of 1,275 bursaries for South African students. Of that number, 613 of the recipients have studied in the United States, and, to date, 662 have received assistance for study at South African institutions.

A.I.D. contracts since its involvement began are summarized in Table 1.

TABLE 1

A.I.D. SUPPORT OF TDSA

<u>Contractor</u>	<u>Number</u>	<u>Amount</u>
External		
IIE	3044	\$ 6,000,000
IIE	5024	10,270,000
IIE	7070	9,840,650
Aurora	5027	5,562,601
		- - - - -
Total (External)		\$31,673,251
Internal		
EOC	5003	\$ 8,195,000
SAIRR	5002	8,165,000
		- - - - -
Total (Internal)		\$16,360,000
GRAND TOTAL		\$48,033,251

In addition to A.I.D. financing, the U.S. bursary program enjoys a significant amount of private support, primarily from corporate and foundation contributions and fee waivers from U.S. universities. Private support distinguishes TDSA from other A.I.D. participant training programs. Waivers:

171

- Diminish the per-student cost to A.I.D.;
- Enable bursars to attend more selective institutions; and
- Increase awareness of South African issues in the university community.

An annual appeal spearheaded by Dr. Derek C. Bok, President of Harvard University and Chair of IIE's National Council for South African Programs, generates tuition and fee waivers from more than 200 U.S. colleges and universities. For the 1989-90 academic year, the Bok Appeal generated 317 waivers valued at \$3,132,316. More than 80 U.S. corporations, foundations, and other institutions also contribute. Corporate and foundation support for IIE's South African programs totalled \$1,311,701 in fiscal 1988.

The assessment team examined the South African bursary program as a whole and, while stressing the important role played by the private sector, the team focussed on the A.I.D. contribution to bursaries.

THE REVIEW AND DESIGN: PURPOSE AND METHODOLOGY

Training for Disadvantaged South Africans: Review and Design examined A.I.D.'s involvement in bursaries. The study was conducted by Creative Associates International, Inc. at the request of the A.I.D. Development Office in Pretoria. As the title indicates, the effort had two purposes:

- To extract lessons learned from the current bursary programs; and
- To generate options for an expanded program of bursary assistance to South Africa.

The TDSA Review and Design was undertaken by a team of five persons assisted by additional staff in Washington, D.C. and in Johannesburg. The TDSA Review and Design was the most thorough review undertaken since the program's inception.

The review employed a naturalistic approach, using as a guide the book, Naturalistic Inquiry by Yvonne S. Lincoln and Egon G. Guba. The methodology was designed to be interactive, with investigators and subjects working together to identify and test hypotheses. Conclusions emerged in the process of discussion and interview; redundancy of information reinforced tentative conclusions.

Two types of data sources were the bases for the study: interviews and documents. Five guides were used to conduct interviews and were developed collaboratively with subjects, including students, sponsors, contractors, and educators. Copies appear in Appendix A. The guides were used for interviews with the following categories of participants:

- Staff of implementing organizations in South Africa;
- Staff of implementing organizations in the United States;
- Students currently studying in the United States;
- Students currently studying in South Africa; and
- Students who have completed U.S. study and returned to South Africa.

In all, the RDT interviewed 280 students and 110 expert sources. Interviews lasted from 1 to 3 hours and were conducted at the subject's location of choice. Student interviewees were divided into three categories as summarized in Table 2.

TABLE 2
STUDENT INTERVIEWEES

<u>Category</u>	<u>Number Interviewed</u>
Students studying in South Africa	154
Students studying in the United States	62
Students who studied in the United States and returned to South Africa	64
Total	280

Lists of the student interviewees, by category, are provided in Appendices B, C, and D.

Expert sources were divided into two categories as indicated in Table 3.

TABLE 3
EXPERT SOURCES, BY CATEGORY

Category	Number Interviewed
Sources in South Africa	72
Sources in the United States	38
Total	110

Expert sources are identified in Appendices E and F.

Documentary sources were most useful in establishing the program history and for verifying data supplied by the interviewees. These sources are cited in the Bibliography (Appendix G).

CONTENTS OF THE REPORT

Volume I of this study examines the current bursary programs and reports results of which A.I.D. and the American people can be proud. Further, it draws conclusions and makes recommendations for fine tuning the program. Volume II of this study offers an option for the design of future bursary programs. The design builds on the results of the program to date and broadens and extends the program to achieve several ambitious and worthwhile aims.

FOOTNOTES

¹Race Relations Survey 1987/88 (Johannesburg: The South African Institute of Race Relations, 1988), pp. 292-293.

²Ibid., 1988, p. 305.

³Ibid., p. 291.

⁴Ibid., p. 307.

⁵Ibid., p. 306.

⁶Ibid., p. 151.

⁷Ibid., p. 304.

⁸Ibid., p. 165.

II. A PROGRAM DESIGN OPTION

Learning about South Africa's human resources system has been a rewarding and challenging task. In this section of the second volume of the study, the RDT has combined both information and spirit of optimism to create one model for the programming of A.I.D.'s bursary funds. The opportunities are many and A.I.D. plays an important role in hastening change.

The TDSA study team recommends an integrated training and technical assistance program for South Africa that coordinates more closely its bursary programs and its grant-making initiatives. The Integrated Training and Technical Assistance for South Africa Program (ITTASA) is based on the team's assessment of the current bursary programs, the policy guidance of the U.S. Government, the needs assessment conducted by the team in South Africa, and extensive experience with manpower training and capacity building programs initiated by A.I.D. elsewhere in Africa. These sources suggest that:

- Bursaries are an effective means of educating black South Africans for relevant and meaningful employment opportunities increasingly available to them;
- Education and training programs for South Africa's racial majority must consider both the needs of the present and the requirements of a future without apartheid;
- Leadership and organizational skills are as important as technical skills in preparing South Africans for the present economy and for a future nonracial society;
- The resources of the U.S. Government should contribute to social change without assuming direct responsibility for programs that can and should be supported by the current Government of South Africa;
- Preparation for South Africa's future is both an individual and an organizational task. The skills and knowledge of people at all levels must be organized and directed through effective South African institutions that have competent management systems; and
- Neither sufficient individuals nor organizational capacity exist at present to fully meet the need for skilled black governance of most major institutions.

These findings lead the study team to recommend the following goals for ITTASA:

- Build a cadre of skilled technicians and professionals who can influence organizational change;
- Strengthen the management skills of qualified technicians and professionals; and
- Develop institutions that will have the capacity to provide educational leadership and build South Africa's human resources.

As the goals indicate, ITTASA contains two key program elements: training and technical assistance. Each component is described below.

TRAINING

Training is the primary means of achieving the program's goals. As indicated in Table 4, three types of training are recommended: long-term participant training; short-term participant training; and in-country training.

Long-Term Participant Training

Four types of long-term training are proposed for ITTASA:

- Advanced study in professional and technical fields;
- Preparatory study in professional and technical fields;
- Technical education; and
- Organization effectiveness training.

Advanced Study in Professional and Technical Fields includes graduate education in the United States for promising young technicians and professionals who hold bachelor's degrees. Although the RDT would not preclude graduate bursaries in a broad range of fields, including education and the social sciences, the following areas are recommended for emphasis:

- Sciences, such as geology and metallurgy;
- Technical fields such as mechanical and electrical engineering, mining engineering, computer science, and applied mathematics; and
- Commercial subjects including business administration, finance, marketing, and entrepreneurship.

In somewhat less demand because access by blacks is limited for political reasons, the following skills should also be supported in preparation for the future: urban and regional planning, political science, labor relations, nuclear physics, African studies, and the like. Finally, the training of teachers in any of the scientific, technical, or commercial fields can be easily justified.

TABLE 4
TRAINING FOR THE ITFASA

TYPE	COMPONENT	LENG- TH	TARGET AUDIENCE	FIELDS/ COMPETENCIES	PRIMARY VENUE	TRAINING OUTCOME	ENRICHMENT
L T O E R M	Advanced Professional & Technical Education	2 yrs	Promising young technicians and professionals holding B.A.	Sciences, Technical Fields, Commerce	United States	Graduate degrees	In-South Africa research; Practical experience in the United States.
	Preparatory Professional & Technical Ed.	4 yrs	Matriculants	Same	South Africa	Undergraduate degree	Overseas study for high achievers; practical training.
	Technical Education	4 yrs	Matriculants	Same	South Africa	Diploma	One year overseas study for high achievers; practical training.
	Organization Effectiveness Training	short courses	All professional and technical participants	Influence, Communication, Supervision, Corporate culture, Leadership	United States, South Africa	N/A	Mentoring; Internships
S H O R T	Leadership Development	3 mos to 2 yrs	Experienced professionals	Executive Leadership, Management	United States, Third countries	Certificate or degree	Links with counterparts in the United States and the South African region.
	Technical Training	short courses	Experienced technicians	Technical Fields or Management	South Africa	Certificate	Practical experience
C O U N T R Y	Institutional Development	short courses	Community-based organizations	Administration and Management	South Africa	N/A	Technical assistance

The advanced study component of the proposed bursary program has two objectives. Participants who receive graduate degrees should be able to:

- Obtain employment in professional or technical fields where the nation is experiencing shortages or where blacks are underrepresented; and
- Demonstrate the skills necessary for influencing organizations, including communication skills, negotiation, group dynamics, power sharing, ability to identify and function within a corporate culture, inter-racial cooperation, and communication and employee supervision.

Several compelling arguments exist for the support of advanced study. First, the manpower shortage is urgent and critical. It creates an unprecedented opportunity for blacks. Second, education is highly valued in South Africa, and academic credentials are important to obtain access to mainstream employment. Third, the greatest need, post apartheid, will be in leadership positions for which graduate study of all kinds is preparation. Finally, graduate study in South Africa is limited, and access to blacks still is restricted.

Graduate study can be profitably enriched in two ways. First, the RDT recommends that all graduate students be urged to complete final projects or research papers and that to the extent that this is possible, projects and papers on topics pertinent to South Africa should be done in South Africa. This makes graduate study more relevant, encourages contact with the home situation, and focuses the students on contributing to the development of South Africa. Airfare between South Africa and the U.S. is equivalent to five months maintenance allowance for students. Therefore, if they return to South Africa for one semester or more to conduct research, the cost should not be a barrier. Second, graduate students should obtain as much exposure and practical experience as possible while in the United States. Practical experience enhances employability and increases understanding of American professional life.

Preparatory study in professional and technical fields includes undergraduate study in South Africa for recent matriculants who show academic potential and have financial need. Although some undergraduates who want to study in fields not readily accessible in South Africa, such as marketing, may be considered for U.S. study, the majority of undergraduate programs should be offered in South Africa. The fields of study that should be emphasized are the same as the fields identified earlier for advanced study. However, less importance should be placed on the field of study for undergraduates because they are not likely to be fully prepared to commit to a career. Nevertheless, career and academic guidance is important to educate undergraduates about their aptitudes and about the job market.

Participants who receive undergraduate degrees under the preparatory study component of the bursary program should achieve three objectives:

- Identify a career path and evaluate their potential to obtain jobs in the chosen career;
- Gain admission to graduate study, where appropriate; and
- Obtain an internship, attachment, or first job experience and adjust successfully to the world of work.

The arguments for undergraduate study are related largely to the need and demand for bursaries for blacks in South Africa. The RDT estimated that 8,000 candidates are eligible to receive bursaries each year, and a small percentage of the demand can be satisfied. The cost to the U.S. Government of study in South Africa is one third the cost of study in the United States, and the quality of undergraduate programs is high. Furthermore, undergraduate study in South Africa encourages students to establish their professional roots at home. It gives them a chance to prove themselves academically, to mature and adjust to campus life, and to be involved in local issues and community service. It ensures educational relevancy and prepares students for the struggle for racial justice.

Undergraduate study can be enriched in two ways. First, exposure overseas broadens the outlook of students, regardless of academic discipline. Therefore, the study team urges the inclusion of one semester or one year of study abroad for undergraduates. This is likely to add a year to their programs in the event that academic credit is not available for the experience (and should not be overly emphasized in the requirements to receive the opportunity). Second, undergraduates need practical training. Every effort must be made to secure internships, attachments, or other first job experiences and to mentor and coach students while they are completing practical training.

Technical education is diploma-level study for matriculants in South Africa. Diploma study is pursued primarily at technikons, of which there are 12, and the 3-year courses are available in most of the fields available to undergraduates at the universities. The admissions standards are somewhat more flexible, and the courses are more practical and less theoretical than degree programs. Again, the fields of emphasis would be the sciences, and technical and commercial subjects.

The bursars' objectives for technical education are to:

- Obtain employment in the elected career field; and
- Successfully complete the practical training component of the program.

There are several arguments for including technical education in the bursary program. First, many students who cannot gain admission to universities will qualify for admissions to technikons. Second, university education is over-emphasized in South Africa, and the country needs to develop a market for more practical training. Third, many people fear that during post apartheid, the

most devastating manpower shortages will be at the mid-level where the infrastructure of the country is operated. The transportation, power, building, and maintenance jobs must be filled by competent, trained persons, many in highly specialized, technical fields. Accountants, quantity surveyors, middle managers, and supervisors of all kinds will be desperately needed.

Technikons have not been readily accessible to blacks, but the picture is changing. While the team does not recommend a special bursary program for this component of ITTASA, it urges education of applicants concerning technikons and active inclusion of technikons in the promotion of the program. Finally, the team recommends that any enrichment opportunities, such as overseas study, be available to technical as well as academic students.

Organization effectiveness training is supplemental training for all graduate, undergraduate, and diploma students. A certificate or other credential should be offered where possible. The objectives of organization effectiveness training are to prepare bursars for the world of work. Participants should be able to:

- Apply and interview for jobs;
- Work effectively with people;
- Influence the decision process; and
- Meet the performance standards and requirements set for employees.

In interviews throughout South Africa, the RDT was told that the greatest barrier to employment and upward mobility for blacks is the lack of communication skills needed to succeed in the corporate environment. Blacks have been excluded from opportunity to "learn the organizational ropes" and need every chance to hone these skills. The skills include:

- Defining corporate culture;
- Communicating one-on-one and in groups;
- Understanding group dynamics;
- Using power and influence;
- Negotiating;
- Supervising other people; and
- Introducing and managing change.

Regardless of their rank in the organization, the bursars need to know how to use their positions most effectively. Their programs could be greatly enriched by any opportunity to receive mentoring or on-the-job coaching in an internship or attachment.

Short-term Participant Training

Two types of short-term participant training are proposed: leadership development and technical training.

Leadership development is for experienced professionals who will manage institutions and lead South Africa's nonracial government. Such programs would ordinarily be short courses tailored to the needs of the audience, although graduate degrees in such areas as public administration, policy, political science, educational administration, and health management may also be appropriate. The current career development program provides an excellent model. The objectives of leadership development are to:

- Identify and develop future leaders for the public and private sectors; and
- Develop a network or counterparts in the United States and third countries that can advise and support future leaders.

Courses would include training in the following areas:

- Executive leadership;
- Planning;
- Development administration;
- Participatory decisionmaking;
- Policy analysis;
- Conflict resolution; and
- Strengthening democratic institutions.

The training would take place in the United States or in third countries where participants could develop relationships with their counterparts.

Technical training for experienced professionals would provide short-term opportunities to strengthen skills in specific areas of demand in South Africa. Courses would include educational management, curriculum design, personnel administration, management of nonprofits, entrepreneurship, and a range of skills related to water, power, and other aspects of the state infrastructure. South Africa has a strong capability in such short-term technical training, so most of it would be provided locally. However, the program should include third country training outside South Africa, at facilities such as the Institute for Development Management in Botswana, primarily for exposure purposes. For specialized training in social areas such as interracial communication or scientific areas such as synthetic fuel technology, the United States might be preferred.

The objectives of technical training are to:

- Upgrade the skills of blacks who hold technical or professional jobs; and
- Provide management or other skills that are needed for advancement.

Technical training serves a dual purpose if it can be provided in a nonracial setting. Participants learn technical skills while learning to relate as peers and as colleagues to members of other racial groups.

In-Country Training

In-country training is used here to describe a type of training found elsewhere in A.I.D. projects and to distinguish this component of the program from short-term training. The purpose of in-country training, as it is defined here, is to strengthen local institutions. It differs from participant training in several ways:

- The focus is on the work group or the whole organization, not the individual employee;
- The program is initiated by the organization. The management (and staff in many cases) define their needs for development and produce a training plan for the long-term strengthening of the organization; and
- Funding is provided by A.I.D. or its management agent based on the organization's training plan.

The study team urges A.I.D. to make every effort to build the capacity of black-run organizations in South Africa. In-country training is one vehicle.

TECHNICAL ASSISTANCE

Technical assistance is a means of enhancing training and of supporting the achievement of the goals related to institutional capacity building. Broadly defined, technical assistance is the inclusion of the set of services known as organizational development and includes training design and training of trainers. This set of services is depicted in Table 5.

Organizational Development

Organizational development (OD) employs behavioral sciences to improve and strengthen organizations. Numerous interventions or services are provided as part of an OD process. The following services are relevant for South Africa and ITTASA in particular:

- Needs assessment and evaluation;

- Planning and institutional development;

TABLE 5
TECHNICAL ASSISTANCE FOR ITTASA

<u>Type</u>	<u>Target Audience</u>	<u>Venue</u>	<u>TA Outcome</u>
Organiza- tion De- velop- ment	Organizations managing bursary programs Community-based organization	South Africa	Effective, efficient, black-run organizations
Training Design	Training institutions	South Africa United States	Courses in organization effectiveness, leader- ship, etc. tailored to needs of black South Africans
Training of Trainers	Trainers, OD specialists, management consultants, black university facul- ty	South Africa	Cadre of OD and training specialists available to work with black organi- zations in South Africa

- Team building (human systems improvement); and
- Management development (administrative systems improvement);

The objectives of any OD program will include helping the organization to:

- Divide work (structure and rationalize the operation);
and
- Coordinate work (get people to cooperate with each
other toward a common purpose).

The technical assistance component of ITTASA is important. Throughout South Africa, employers report that the most difficult aspects of workplace integration are social, normative, interpersonal, and cultural. Blacks and whites alike have the skills needed to do the job, but barriers to access and advancement for blacks are attributed to lack of understanding or experience in running organizations.

184

Black-led organizations make similar observations and recognize that their lack of access to on-the-job learning is a void in their leadership development.

Technical assistance services should be directed toward institutions in South Africa that have a training or human resources development function. A.I.D. works with many of these organizations and they are likely beneficiaries of technical assistance. They include:

- **Bursary Contractors.** These are the organizations that manage scholarship programs. Currently, EOC and SAIRR are under contract to A.I.D.
- **Educational Grantees.** These are organizations that are aiming to build black capacity in the delivery of educational services to children and adults. The Funda Centre and Sagewood School are two examples.
- **Professional Associations.** Associations aim to develop members of their profession and these organizations can be training grounds for black leadership. Examples are the Association of Black Accountants of South Africa and the Black Lawyers Association.
- **Training Groups.** Recognizing the need for training of all types, black organizations are beginning to provide training services and could be a resource in the future. An example is the Black Management Forum. Black universities might be included here as well.

Preference would be given to black-run organizations and to nongovernmental entities. These groups would be assisted by organizational development specialists to identify their needs, plan for their own development, prepare a training plan to include any of the types of training defined in the preceding section (i.e., long-term, short-term, or in-country), build their work units, and strengthen their administrative capacities. The aim is to have both individuals and organizations that are ready for increased responsibility and authority.

Training Design

In its set of recommendations for ITTASA, the RDT identified courses, workshops, seminars, or other short programs that will strengthen a bursary program and lead to institutional change. The RDT suggested courses in organization effectiveness, leadership and management, and the numerous related communication skills. It is likely that these courses would be developed with technical assistance to identify specific training needs and to develop courses and related materials.

In South Africa, training institutions, including black universities, would receive assistance with training course design. In the United States, technical assistance would be used to develop short courses for long-term participants and for

technical trainees in the United States for the expressed purpose of obtaining specialized skills.

Training of Trainers

During the assessment in South Africa, the RDT was not able to identify an indigenous capability in organizational development. Although some individuals have been trained through the bursary scheme, the capability does not appear to be available. Therefore, the team recommends the addition of this objective to ITTASA:

- Build a local capability in organizational development.

The result would be a nonracial technical assistance group. At the outset of the OD program introduced by external consultants, local consultants would be identified to serve as co-trainers. At the end of the program, these trainers would be able to sell their services in South Africa and perhaps elsewhere in the region.

III. IMPLEMENTING ITTASA

In this chapter, implementation guidelines are provided for the two ITTASA program components: training and technical assistance.

TRAINING

A central feature of ITTASA is a bursary scheme. ITTASA differs from the current bursary program by providing more substantive foci and adding support services to ensure greater participant success. Internal and external bursaries are combined into one program that includes long-term and short-term training. The implementation of the bursary program is discussed below by referring to each of the operational tasks:

- Recruitment;
- Screening and selection;
- Counseling;
- Placement;
- Orientation;
- Monitoring and support;
- Enrichment; and
- Followup.

Recruitment

Although a general recruitment for bursary applicants would be important in this program (the demand is great, especially at the undergraduate level, in all fields of study), the ITTASA process would include targeted recruitment as well. For the general bursaries, promotional material would announce the availability of graduate and undergraduate scholarships for study in the United States and in universities and technikons in South Africa. It would identify the sciences, technical fields, and commerce as priority areas and would urge applicants to seek job counseling prior to applying if their career choices were uncertain. Recruitment for these long-term participants would utilize secondary schools, universities, newspapers, community organizations, and radio and would encourage personal recruitment of applicants by former bursars.

Independently of the recruitment for graduates and undergraduates, recruitment of short-term trainees would be aimed at obtaining participants for a specific program (e.g., executive leadership or computer literacy). Applicants would be nominated by an employer, community members, or community organizations, including black businesses and NGOs.

Candidates for short-term, in-country training would also be recruited through organizations based on an organization training plan described earlier and the training, developed with technical assistance if needed, would be designed especially to meet the organization's needs.

Screening and Selection

Screening of applicants for bursaries would be based on several criteria including:

- Academic merit;
- Financial need;
- Evidence of community service and commitment;
- Letters of recommendation;
- Leadership potential;
- Field of study and potential for contributing to that field; and
- Communication skills.

Depending on the type of program, different criteria would receive emphasis. Financial need would weigh heavily for internal undergraduate bursaries; academic merit and fields of study would be the main factors in considering candidates for advanced study; leadership potential would be emphasized for the leadership development program. Community service, letters of recommendation, and communication skills would be important criteria for almost any program.

Where there is some flexibility in selection and where academic records are not critical, interviews should be part of selection. This is especially true for advanced degree study and for management or leadership training.

Both recruitment and selection should be handled as objectively as possible, involving independent parties and representative panels throughout.

Counseling

Counseling services of all kinds are woefully lacking in South Africa. Bursary sponsors should provide career guidance and counseling both prior to application and after placement, especially for undergraduates. Applicants need to know more about the job market, employer expectations, and the various fields of study and majors they should pursue. They should be advised regarding study in the United States and in South Africa and should be referred for more extensive counseling or testing if the case merits it. Students who will study in South Africa and select their own institutions should learn about technikons and universities and should understand the different environments and academic programs they offer.

Placement

At present, placement in South African institutions is by self-selection. A contractor handles placements in the United States. The placement process can be strengthened by the addition of counseling services and pre-placement advisement (discussed in "counseling" above), especially for undergraduates and for students selecting their own institutions.

In the United States, the best placements result when there is a good match between the students' academic objectives and the university program, when other South African students are on campus, when the foreign student office is experienced, and when the community is receptive to and interested in South African students. The most important factors in academic quality at a university are faculty interest in the student, international experience of faculty, extent of materials and resources related to South Africa available for study and research, and the extent and availability of practical training and other "hands-on" experiences.

Orientation

As the first formal contact with the bursary program, the orientation should thoroughly address the program's purpose and the expectations that sponsors have for students as well as the administrative matters that are essential to the efficient operation of the program. Participants should be informed of the reasons that they are awarded a bursary:

- To develop professional or technical skills;
- To influence organizations where they work or are otherwise engaged; and
- To contribute actively to their communities.

Orientation for degree students should include preparation for campus life, including strategies for dealing with unfamiliar social situations; the identification and use of support services and campus facilities; study tips; preparation for course selection and other academic decisions; and housing, meals, books, and transportation arrangements. Students also need to understand policies regarding transfers of universities and changes of majors as well as strategies for handling academic problems.

Special additional preparation is needed for study in the United States, and a special orientation for each university is especially useful regardless of the location of the institution. The most effective orientation programs should do the following things:

- Set a context for the whole program so that students feel a part of something that is special;
- Emphasize the academic program and help increase students' knowledge of academic requirements and resources and build their confidence;

- Prepare students to address organizational, interpersonal, and social problems or unfamiliar situations;
- Begin to build a network among bursary participants; and
- Introduce the students to the university or technician, using both students and faculty members.

Orientations for short-term participants also include information on the bursary program but are directed to the training program's specific purposes and outcomes. Short-term training is intended to address specific issues of organization effectiveness, management or leadership development, or specific technical skills, and orientations must include stating expectations for application of the learning.

Monitoring and Support

Monitoring and support of bursary program participants varies depending on program length, venue, age of students and other personal factors, and program purpose. In general, monitoring and support services are designed to do the following:

- Ensure participant success;
- Encourage achievement;
- Facilitate enrichment opportunities;
- Handle administrative requirements; and
- Address personal emergencies.

Graduates and undergraduates are monitored by university personnel and by independent contractors. The youngest and least experienced students need the active support of a monitor (sometimes called counselor, advisor) so that difficulties can be identified and addressed early. For undergraduate students in South Africa the most serious concerns relate to appropriateness of their placement, academic failure, and unsupportive faculty or administrators. In the United States, monitors are needed to help students deal with loneliness, cultural differences, and curriculum relevancy. Graduate students are more self-sufficient but nonetheless want support and need assistance to make their studies relevant to South Africa.

Short-term trainees are monitored directly by training staff in most situations and need little outside support. Where training is targeted to a specific organization, monitoring should include contact with the employer or colleagues who are not part of the training program.

Enrichment

What happens to students and trainees outside the classroom is a very important part of their learning. Some experiences are extremely important to the participants' future, and enrichment should include the following types of activities:

- **Exposure overseas.** In addition to U.S. study for graduates, undergraduates should have opportunities to study for a semester or a year in the United States. The experience would be more important than academic credit although credit might well be obtained.
- **Work experience.** At all levels, students value and make use of internships and practical training. It is essential in most applied fields.
- **Mentoring and counterpart linkages.** Professionals benefit from linking with each other and with counterparts in the United States or the South African region. These relationships are intended to provide long-term support for participants when they return to their jobs or community action.
- **Research in South Africa.** Especially for graduate students, research and other advanced study projects should be conducted in South Africa.
- **Short courses in organization effectiveness.** Described in Section I, these courses prepare participants to influence organizations and obtain access to decisionmaking processes.

All students should be urged to be involved in activities outside the campus. Community service should be stressed, if not required, and the program should support broad exposure as well as professional enrichment.

Followup

Followup serves to reinforce the program's purposes and to provide services to participants when they complete their studies. Most critical for long-term participants is support during re-entry so that the goals they set and the commitments they make are not lost as they confront the many challenges of home and job. Undergraduates, especially, need job counseling and placement support.

Short-term trainees need support in using what they have learned in the applied setting. Management trainees, for example, need coaching and feedback; technical trainees need assistance in trying new techniques on the job. Most students need to deal with the response of friends, associates, and family

members who did not participate in the training. These students need support in readjusting to those relationships. Some followup is at a personal and informal level; other aspects need to be structured and formalized as part of the program and centered and "institutionalized" in South Africa.

TECHNICAL ASSISTANCE

The technical assistance component of the program serves to strengthen the training component by adding technical expertise in organizational development and training. This function helps to make training relevant and institutionalized in South Africa's black community. The technical assistance services are used to do the following:

- Identify training needs, especially needs related to the effectiveness of organizations;
- Assist organizations in developing training plans and in recommending employees for long- and short-term training;
- Design special, short courses that meet a particular need of substantial numbers of participants (e.g., intercultural communications or supervision);
- Build professional linkages by managing conferences or other events that will create an organizational infrastructure to support social and political change; and
- Work directly with organizations to improve management practices.

In addition to the provision of organizational development, a technical assistance group(s) could provide specific services to the program. Such services might include:

- Preparing a directory of management courses available in South Africa;
- Preparing recruitment materials;
- Designing an interview protocol and training interviewees;
- Providing career counseling;
- Providing aptitude testing; and
- Providing job placement counseling.

Finally, technical assistance resources also would have a technology transfer responsibility. Through co-training, the technical advisors could develop and expand the training and organizational development function in South Africa.

MANAGEMENT OF ITTASA

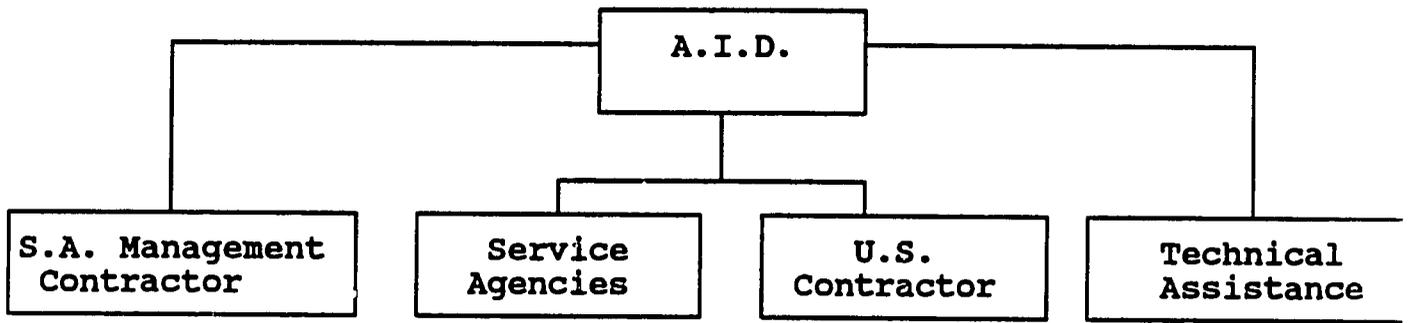
Throughout this document the RDT stresses several outcomes, including influencing change in organizations, building leadership, and developing institutions. Managing such a program is demanding, but the pay-off is great. Program management must include the follow elements:

- Broad-based community involvement from the beginning, starting with project design;
- South African-based management relying on black-run organizations; and
- A plan for strengthening the South African-based management firm(s) through technical assistance staged to phase out as competency increases.

In the early stages of the program, the responsibilities of the management firm would be limited and the remaining tasks delegated to subcontractors or other technical assistance entities. Gradually the firm would assume direct responsibility for those functions that would logically be part of its mission. The following entities would be involved initially in ITTASA:

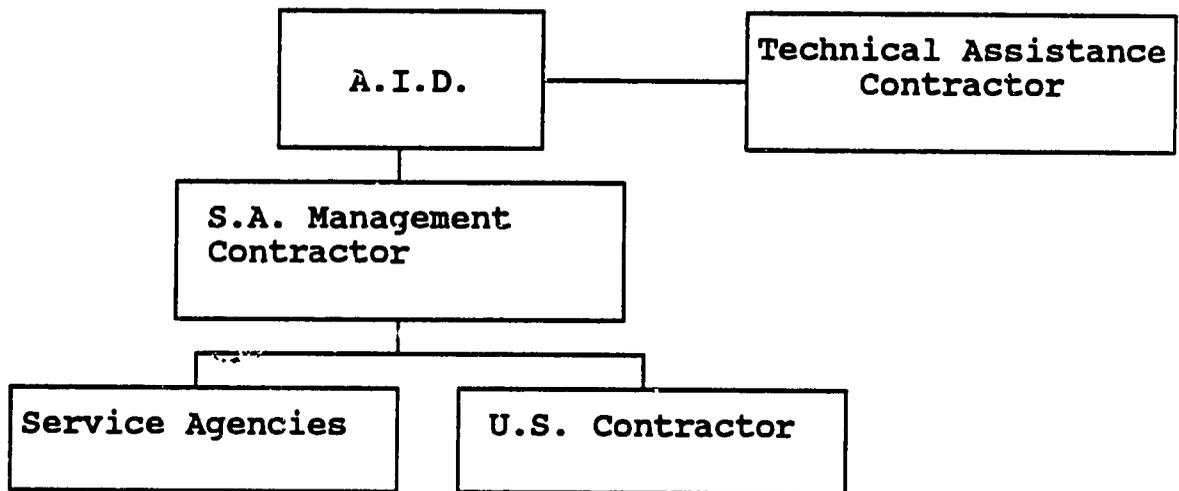
- South African contractor(s) to secure broad community involvement and to manage implementation;
- Local service agencies to provide career counseling, recruitment, conference planning, or other services that the contractor could not or should not provide;
- U.S. subcontractor(s) to handle training or education programs that occur in the United States; and
- A technical assistance contractor that supports the South African contractor and all other organizations that are defining their training needs, planning their development, or creating training programs to meet the needs of ITTASA.

It is quite possible for A.I.D. to contract directly and independently for each type of service, as follows:



This may be desirable initially.

In the second stage, the South African firm would take the lead:



In the final stage, the technical assistance contractor would be eliminated, having developed a local capacity that can now become a local service agency. The final result is the achievement of both training and institutional development objectives.

COST

Although it will be necessary to develop more precise budgets for ITTASA, Table 6 provides some estimates of the costs related to major program components.

197

TABLE 6
COSTS RELATED TO ITTASA

<u>Component</u>	<u>Budgeting Assumptions</u>	<u>Unit Cost</u>
Advanced Professional and Technical Education	Master's degrees in the United States; public institution	\$25,000/year. No waiver. Without travel. With administrative costs.
Preparatory Professional and Technical Education	Bachelor's degrees in the United States	\$20,000/year. No waiver. Without travel. With administrative costs (\$10,000 with waiver).
	Bachelor's degrees in South Africa	\$3,500/year.
	One year undergraduate study in the United States	\$12,000/year. No waiver. With travel. With administrative cost.
Technical Education	Training at a technikon	\$3,000/year without administration.
Organization Effectiveness Training	Three, 1-week seminars by U.S. trainers in the United States	Add \$2,000/year to the above.
Leadership Development	Six months in the United States	\$18,000/person. Without travel. With administrative costs.
Technical Training	Variable	Variable.
Institutional Development	One-week seminar, 15 participants, in South Africa	\$1,000.

TABLE 6 (Cont'd)
COSTS RELATED TO ITTASA

<u>Component</u>	<u>Budgeting Assumptions</u>	<u>Unit Cost</u>
Organizational Development	Ten community-based organizations; 10 participants each; two U.S. consultants	\$20,000/month with travel.
Training Design	With U.S. TA, 1-week course	\$1,500/course. Without travel.
Training of Trainers	Working with South African trainers	Add \$500/trainer/week.

195

IV. SUMMARY

As USAID continues to refine and expand its support of human resource development in South Africa, it is advised to design an Integrated Training and Technical Assistance Program (ITTASA). The program aims to:

- Build a cadre of skilled technicians and professionals who can influence organizational change;
- Strengthen the management skills of qualified technicians and professionals; and
- Develop institutions that will have the capacity to provide educational leadership and build South Africa's human resources.

As the goals indicate, ITTASA contains two key program elements: training and technical assistance. Each is summarized below.

TRAINING

Training includes long-term participant training, short-term participant training, and in-country training. Long-term participant training is a program for undergraduate and graduate bursaries in the United States and South Africa. It includes preparatory and advanced study in professional and technical fields such as the sciences, engineering, and commercial subjects, as well as technical programs at South African technikons. All of these programs are enhanced by organization effectiveness training to assist all professionals and technicians in becoming agents of effective change as they enter the work force.

Short-term participant training is directed toward skilled personnel who will assume major responsibilities in the future nonracial society. Short-term training includes leadership development and technical preparation largely in the United States and in African countries.

In-country training is aimed at strengthening community-based organizations. Training is provided to the staff members of organizations and is based on institutional needs.

TECHNICAL ASSISTANCE

Technical assistance includes organization development, training design and training of trainers. Organizational development is directed toward building leadership and management capacity in black community-based organizations and providing assistance with planning, team building, administration, and evaluation.

Technical assistance with training design is needed in ITTASA to develop a variety of courses that are intended to increase individual management skills and overall organizational effectiveness. These courses need to be tailored to

The final component of technical assistance is training of trainers. This set of activities aims to build a cadre of trained organizational development specialists who can serve the development needs of black institutions now and post apartheid.

CONCLUSION

The Integrated Training and Technical Assistance for South Africa Program builds on the achievements of the bursary programs initiated in 1982. It enhances those programs by considering the needs for individuals and black organizations to foster change and to assume leadership roles in South Africa.