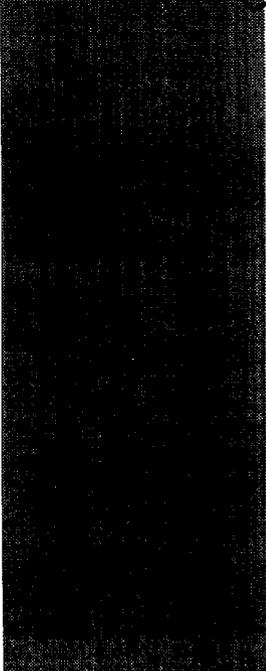


NATIONAL COMMISSION
ON HIGHER EDUCATION
MINISTRY OF EDUCATION



STUDENT FINANCIAL AID IN SOUTH AFRICA

2 JULY – 4 JULY 1995



Edited transcript of issues discussed at a three-day consultative conference held at the Eskom Centre Midrand and jointly organised by the National Commission on Higher Education (Ministry of Education) and the Tertiary Education Program Support (TEPS) (a project of USAID)

Documented by	Minnie Venter Mathew Smith
Editing & production management	Minnie Venter
Sub editing	Julie Anne Justus
Cover Design	Jane Goodfellow
Typesetting	Andy Scholtz of The Computer Room cc
Printing	Salty Prnt, Methodist Inner City Mission

The contents of this document are intended as edited transcripts of papers delivered workshop sessions and panel discussions during the three day conference. They represent the interpretations of the editor and do not necessarily reflect the views of the National Commission on Higher Education (Ministry of Education) the Tertiary Education Program Support (TEPS) or the sponsors

CONTENTS

Introduction	1
<i>Dr Teboho Moja</i>	5
<i>Minister Sibusiso Bengu</i>	7
<i>Professor J Reddy</i>	10
<i>Professor Ian Bunting</i>	15
<i>Professor Ian Bunting</i>	22
<i>Professor J Steele</i>	24
• Finance proposals	28
• Finance proposals	33
• Finance proposals	35
<i>Mr A M Slabbert</i>	39
• Governance and administration proposals	41
• Governance and administration proposals	42
• Governance and administration proposals	43
The way forward	46
Annexe 1	49
Names of delegates	97

INTRODUCTION

THE National Commission on Higher Education's 'Student Financial Aid Consultative Conference' was held at the Eskom Conference Centre in Midrand between 2 and 4 July 1995. It was organised and funded by the Tertiary Education Programme Support (TEPS), a programme of the United States Agency for International Development (USAID).

The main purpose of the conference was to enable stakeholders to comment on the Draft Report on a national student financial aid scheme, prepared by the Technical Committee appointed by the National Commission on Higher Education (NCHE). A summary of the Draft Report is included as Annexe 1 in this document.

The conference was attended by approximately 180 delegates from all the major stakeholder groups. The delegates included representatives from university, technikon and college interest groups, national student and staff organisations, associations and unions, as well as student representatives, senior staff members from student affairs and financial management divisions, non-governmental organisations concerned with student financial aid, donor agencies, the local banking sector and education policy specialists.

The conference concentrated its deliberations on the governance and administration aspects of the financial proposals, including the estimates of the numbers of needy students in universities and technikons. Delegates were invited to suggest amendments to the report and to indicate which proposals were acceptable.

The Technical Committee's brief from the NCHE contained three main elements:

- A national student financial aid scheme must be established which will contribute to the national drive to-

wards equity, redress, reconstruction and development in South Africa

- Eligibility for financial aid must not be 'colour-based' and must depend on the need which the country has for graduates of the programmes or courses of study for which the student is registered or wishes to register
- The new student financial aid scheme must be developed and governed in a spirit of partnership. It must involve all stakeholders and interest groups, including government, business, donors, higher education institutions and students

The Technical Committee proposed that a statutory Financial Aid Council (FAC) be established to administer a new national scheme. The Council will be responsible to the Minister of Education and representative of all stakeholders. It should have close links with any new higher education policy and planning structures which might be proposed by the NCHE.

A picture of the financial aid scheme emerged from the conference. A first formal report, based on the conference discussions, will be submitted to the NCHE in mid-July. The NCHE recommendations will then be submitted to the Cabinet for consideration at the end of July, after which a Draft Bill, if necessary, will be drawn up and submitted to Parliament in time to implement the scheme early in 1996.

The principle that costs for higher education should be shared between the state, donors, banks and students was accepted by all stakeholders. The setting up of such a scheme, moreover, was seen as critical to the survival of a tertiary system which has suffered a severe decline in real funding in the past decade. This decline came at the same time as a dramatic expansion of access demands from students from disadvantaged backgrounds.

The proposed 1996 scheme makes provision for approximately 70 000 students at universities and technikons. It is hoped that from 1997 the scheme will be expanded to cover students at colleges as well. The proposed funding requirement for 1996 is estimated to be between R600 and R700 million, with approximately 40 per cent of this figure being non-refundable bursaries.

It is further proposed that eligibility for the scheme should be based on three factors, namely,

- (a) the inability of students to pay higher education fees,
- (b) the appropriateness of the programme of study, and
- (c) the availability of funds in the scheme. Students' eligibility should be based on a national means test, applied by higher education institutions as well as on academic potential and progress through courses.

It is proposed that the aid packages be tailored to meet student requirements, such as whether a student is studying part-time or full-time, or is staying at home or in residence. Financial aid funds should not be allocated directly to students but to higher education institutions, which should pass the aid on to students as credits on their fee accounts. It is suggested that institutions receive their funds from the FAC, depending on previously-agreed upon estimates of how many needy students they will enrol.

Concerns were expressed by stakeholders at the conference on several issues. These included the estimates of how many students will need financial aid, what the means test will look like, aspects of the aid packages, the future role of non-governmental organisations (NGOs) in student aid and the ability of institutions to raise bursary money.

The NCHE was asked to meet with NGOs to discuss their future role in the scheme and to conduct a second survey of tertiary institutions to determine the accuracy of numbers provided to the conference.

Students articulated concern over financial problems being experienced, particularly the 1995 backlog. Since the brief of the conference did not extend to 1995 problems, this matter will be referred to the minister by the NCHE.

Further work for the expansion of the scheme, together with other areas of policy which need attention beyond 1996, will be conducted by the Task Group set up by the NCHE. Consultations with stakeholders will take place in the latter half of 1995 and early in 1996, before the final report is submitted to the Minister of Education.

CONTEXT OF CONSULTATION

Dr Teboho Moja, Executive Director of the National
Commission on Higher Education

THIS conference offers the first opportunity for public discussion and review of the Draft Report of the Technical Committee, and is important as it consolidates the new relationship between the government and stakeholders. Prior to April 1994, this relationship was characterised by conflict and opposition. It now continues in a process of consultation.

The Draft Report and work of the NCHE in this specific regard comprised various phases. Part of this process was the appointment of the Commission, the public invitation to participate in nominating the Commissioners and Committee members, and the invitation to stakeholders to participate. While the Task Groups have been appointed to continue with the work, it does not mark the end of the consultation process.

The Ministry of Education's January 1995 conference on the financing of higher education discussed issues of financing in a broader context, a process which led to the current deliberations. The Technical Committee was established because of outstanding questions in January. The Draft Report is a culmination of their efforts. It is important to note that the report is for consultation, and is not a final document. Input from the broader communities is essential in order to ascertain where the process came from and where it is going.

The outline for the process of consultation is as follows:

- **19 June 1995** Technical Committee completes Draft Report
- **2-4 July 1995** draft submitted to the consultative conference in Midrand

- **5-10 July 1995** Technical Committee revises report in light of the conference's recommendations
- **19 July 1995** final report of Technical Committee submitted to NCHE
- **August 1995** National Commission considers, amends where necessary and adopts report
- **31 August 1995** final report of Commission submitted to Minister

OPENING ADDRESS

Professor Sibusiso Bengu, Minister of Education

THE NCHE and the Technical Committee of the Finance Task Group, together with the organisers, should be congratulated for convening this conference and in particular for the inclusive and representative nature of the consultation. It is important to reflect on the process leading up to this consultation.

The Cheryl Carolus Committee was appointed late in 1994 in order to advise the Ministry on the potential problems in the area of higher education. This committee received numerous submissions from a broad range of stakeholders and consequently produced an interim report reflecting the concerns expressed by these stakeholders. Student financing was highlighted as a major area of concern which needed to be prioritised in order to assist as many academically deserving but financially destitute students as possible. A major fundraising drive was undertaken to assist students in the short term. This resulted in R200 million being raised and distributed to students in 1996. The committee ended its work by producing a final report which contained far-reaching proposals on student financing.

At the beginning of 1995 the Ministry of Education hosted a successful National Funding Conference. This well attended and fully representative conference built on the sound foundation laid by the Carolus Committee and its report contained a number of important recommendations.

At its inception, the NCHE was urged by the Ministry to accelerate the investigation into the viability of a National Student Loan/Bursary Scheme, drawing on the preliminary work of the Carolus Committee. The expertise and research experience of the Commissioners and their research counter-

parts was to be blended with the practical recommendations of the different stakeholders

It was felt that no viable policy options could be produced without the direct input of all stakeholders. While it is not in the interest of progress to sacrifice research experience and expertise, the public process of enquiry, consultation and review is an essential aspect of transformative activity. In this way, an increasingly wide range of role players become part of the movement of change. The National Education Policy Investigation (NEPI) process was a good example of this approach to policy formulation. The desire is not only to emulate the NEPI process, but to develop it further.

Although the debate about student financing started off with different stakeholders on opposing sides, consensus is clearly emerging within the higher education community. This emphasises the need for transformation in this sector to be an inclusive, principled and managed process, and for stakeholders to assist the NCHE in its important task.

Unlike other countries, South Africa has developed a culture where it is broadly accepted that students should make some contribution towards their tertiary education. The Technical Committee has endorsed the view that students who can afford to pay should pay while those who are unable to pay, especially those from disadvantaged communities should be assisted with a combination of loans and bursaries. It is important that no one with academic ability and/or potential should be deprived of an opportunity to study at the higher education level because of a lack of financial means.

While the Government of National Unity will make a meaningful contribution to the National Student Financial Aid Scheme, it will not be enough. Appeals will have to be made to the donor community, local industry and commerce to invest by assisting students to attain skills vital to the economy, and so encourage the development of human resources.

In times of scarce and competing resources it is incumbent on educational institutions to manage their resources as cost-effectively as possible. It is further imperative that they embark on income-generating activities which will seek to augment the public funds allocated by the government.

The student leadership should take up the challenge to assist the Ministry with a massive education programme which will inform students of their obligations to repay all loans granted for their studies. The student movement will furthermore have to assist the Ministry in clamping down on the abuse of scarce student financial aid.

The Technical Committee will examine the debates at the conference and will submit a report to the NCHE, which in turn will make a final report for consideration by the Ministry and Department of Education. After Cabinet approval the Ministry will seek the endorsement of Parliament in order to prepare for the setting up of the National Loan/Bursary Scheme in 1996.

MODE OF OPERATION OF THE NATIONAL COMMISSION ON HIGHER EDUCATION

Professor Jairam Reddy, Chairperson of the National
Commission on Higher Education

THESE deliberations on student financial aid take place against the backdrop of the distortions and imbalances of the previous apartheid education system. It is interesting to note that no official enquiry into the higher education system has ever been undertaken in South Africa. What is important, however, is that there is a general consensus that the entire system is in need of restructuring.

The Cabinet approved the appointment of the NCHE which comprises 12 Commissioners and a secretariat operating from the HSRC Building in Pretoria. The Commission was given 14 specific tasks to investigate the restructuring of the higher education system with four core areas to address:

- What constitutes higher education
- Immediate and long-term goals
- Types of institutions, missions and relationships
- What advisory and administrative structures to put in place

Earlier in 1995 the NCHE constructed a vision statement, still subject to modification as their operating guide towards redress and equity.

Working Vision

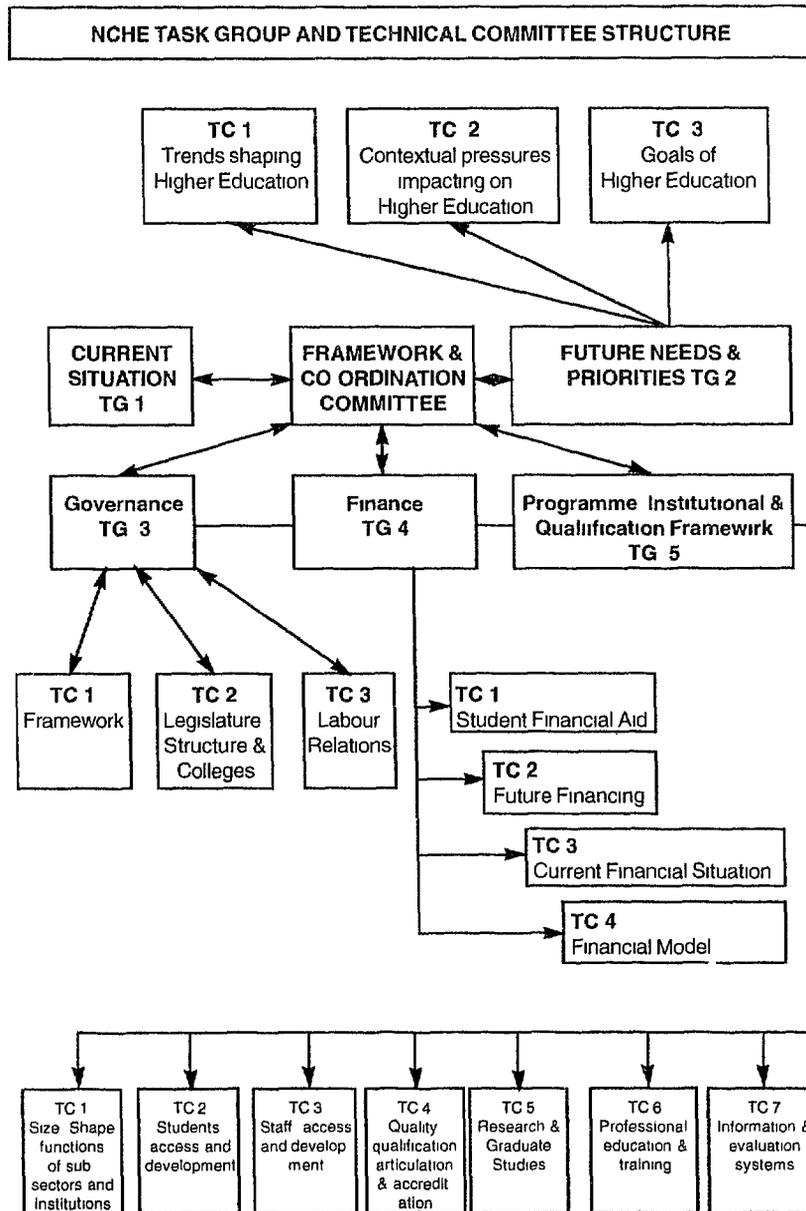
The proposed system of higher education will be underpinned by the principles of high quality, life-long learning, equity, democracy and efficiency. The higher education system will be a well planned and integrated component of the national system of education and training. Its students and staff will be representative of South African society. The over-arching mission of the system is the development of human resources, research capacity and our communities. The higher education system's production of knowledge is to promote economic, political, cultural and intellectual development nationally, regionally and internationally.

The NCHE has defined 'higher education' which will guide its work while it remains subject to modification.

Working Definition

Higher Education consists of all the learning programmes leading to qualifications that represent a level of learning which is higher than the present matriculation or higher than the anticipated Further Education Certificate (FEC) in the National Qualification Framework (NQF), regardless of whether Standard 10 or the proposed FEC. In terms of this definition, learning therefore encompasses the traditionally understood meanings attached to both education and training.

How does the NCHE plan to go about this task?



It is important for all stakeholders to be given the opportunity to make proposals of what South Africa will need in order to establish a new system. Towards this end, the NCHE appointed five task groups, each chaired by a member of the Commission. The task groups will make the recommendations to the Commission, which in turn will make the decisions to be passed on to the minister. The work of the NCHE is on track, with the secretariat recruited, the task groups appointed and their briefs finalised.

Because the functions are complex, Technical Committees were formed. These Technical Committees are chaired by the task group members who will write the reports and feed them to the task groups. There are, for instance, many professional and other organisations in South Africa that will be consulted. In addition to these consultations, the NCHE will host seminars and workshops to which it will invite all relevant stakeholders. Stakeholders have been requested to make submission to the NCHE. These comments will be incorporated into the work of the Commission.

The Commission is planning site visits to stakeholders. Given the large number of higher education institutions in the different provinces, however, not all of them can be visited. The Commissioners will thus meet with selected stakeholders and the provincial education ministers. It is hoped that this process will be completed in about a year from now, after which time the NCHE will formulate its policy to present to the public for scrutiny.

The Draft Report on student financial aid, currently under discussion, is the result of the work of one Technical Committee. This committee will set out strategies for an equitable dispensation, mindful of the expectations of all stakeholders, and pose solutions to entrenched problems inherited in the higher education institutions.

In the final analysis, the NCHE will be able to provide the Ministry of Education with policy recommendations. In addi-

tion, because of the kind of consultations and the mode of operation it is hoped that a new dispensation will lead to an ethos of co-operation between the Ministry and the stakeholders. This is important for the nation-building process in South Africa.

As part of the Commission's quest for transparency and accessibility, the draft briefs will be distributed to all stakeholders, a newsletter to publicise the work of the Commission will be sent out, and an electronic data base has been made accessible to those institutions and stakeholders with e-mail.

In conclusion, the final NCHE report will not be a board-room exercise because it will have been through a process of consultation. However, it must be understood that the NCHE has to prioritise certain areas which cannot wait until 1996. The Commission is staggering the interim reports and is starting to look at what can be implemented. Between now and the end of 1996 a final document will be produced. While it is understood that the issues and processes are complex and time consuming, institutions realise the need for change and transformation.

OUTLINE OF THE DRAFT REPORT

Professor Ian Bunting, Convenor of the Technical Committee

Context of Report

The Technical Committee undertook its work in a context which was determined by the preliminary work of the Minister of Education's interim assistance group appointed in late 1994 (the Carolus Committee), by decisions taken by the Ministry of Education's January 1995 conference on the funding of education and by the March 1995 white paper on education and training

The Technical Committee took particular note of the following key features of the March 1995 white paper on education and training

- its commitment to equity, redress and development,
- its commitment to the importance of partnerships in resolving the educational problems facing South Africa,
- its commitment to democratic participation at all levels of the education system

It took note also of the following key areas of consensus which emerged from the January 1995 financing conference

- Higher education in South Africa cannot be free. Because higher education generates private as well as public benefits, its costs must be shared by students and by the government
- A financial aid scheme is needed to help some students pay the private costs of their higher education
- The scheme must be for financially needy students only, where need is determined by a national means test which contains no population group based criteria

- The scheme cannot be a demand-driven one – financial aid will have to be rationed on grounds of affordability

Terms of Reference

The Commission directed the Technical Committee to formulate proposals for a student financial aid scheme which has these main features

- It must be a national scheme
- It must be affordable in the sense that it must take account of the ability of the government, higher education institutions and donors to provide the funds required by the scheme
- It must embody the commitments to equity and to development contained in the March 1995 white paper on education and training
- It must be a scheme which applies to universities and technikons in 1996, but which could be extended in 1997 to all higher education institutions
- It must in 1996 have loan and bursary components
- It must make provision for the inclusion of work-study and community-service components in later years

Major Tasks for Technical Committee

The Technical Committee decided that its terms of reference required it to undertake three main tasks. It must determine

- how a new financial aid scheme should be governed and administered,
- what the demand for financial aid could be,
- how a new scheme should be financed

Governance and Administration Proposals

Two key demands faced the Technical Committee when it formulated its governance and administration proposals

- **A policy demand** All future government funding mechanisms, including financial aid, should be used as instruments for the implementation of national higher education policies
- **An efficiency demand** New government administrative structures for a financial aid scheme should not be established. The administration of student financial aid programmes should be left with those who are at present doing it well

The Technical Committee has offered a set of proposals which could satisfy both demands. It has recommended the establishment of a statutory financial aid council which is representative of all stakeholders and which is responsible to the Minister of Education for the implementation of financial aid policies approved by the Minister. It has also recommended that a nongovernment organisation, which has expertise in the field of student financial aid administration, be appointed as the agent of the statutory financial aid council.

Totals of Financially Needy Students

The Technical Committee indicated in its draft report that it was satisfied that an acceptable estimate for 1996 of financially needy students was 70 000, constituting 55 000 from the university sector and 15 000 from the technikon.

Financing the Scheme

The Technical Committee noted that any proposals on the financing of a new national student financial aid scheme

would be constrained by a number of possibly conflicting demands

- **An affordability demand** The scheme should be an affordable one within the current parameters of government funding of higher education. No assumption should be made that government funding of higher education can increase in any substantial way.
- **A sustainability demand** The scheme introduced in 1996 should be one which can be continued into 1997 and beyond.
- **An equity demand** The introduction of the scheme should lead to access to higher education becoming fairer.
- **A development demand** The introduction of the scheme should assist with the creation of a higher education system which is responsive to national development and reconstruction needs.
- **A quality demand** The introduction of the scheme should not damage the higher education system by diverting government subsidy funds from teaching and research to student welfare.

The Technical Committee has attempted in its long-term financing proposals to meet all five of these demands

- **Equity** – Provision should be made for a minimum of 70 000 financially needy students to be supported by the scheme in 1996 with increased numbers in later years. The loan burdens of students should be reduced as much as possible by the use of bursary funds wherever possible.
- **Development** - The targeting of key disciplines and degrees should be a central feature of financial aid funding.

- **Quality and affordability** - Possible cuts in the teaching and research subsidies of institutions should be avoided by bringing new, external funds into the higher education system to support the student financial aid scheme. The scheme should be funded partly from government and partly from nongovernment sources.
- **Sustainability** – The sustainability of the scheme should be ensured by making new government funds the ‘back bone’ of the scheme and by using external sources which could offer guarantees of long term funding.

Some of the specific recommendations formulated by the Technical Committee are these

- **Means test levels and Rand values of financial aid packages** - Further empirical studies should be undertaken to determine what income levels should be included in the national means test, and to determine what the Rand values should be of the various financial aid packages for students.
- **Loans and bursaries** - In any year at least 40 per cent of the total funds available for disbursement to students should be bursaries, on the understanding that awards of bursaries to individual students could, depending on family circumstances and academic achievement, vary from nil to maximum proportions of up to 65 per cent.
- **Repayment mechanisms for loans** - Loan repayments should if at all possible be income-contingent.
- **Donor support for higher education institutions** - The Ministry of Education should encourage donor organisations to continue to support not just the national scheme but also the programmes of individual higher education institutions. Institutions would continue to need donor support because the national scheme would not be able to meet in full all the private costs of needy students.

Financing the Scheme in 1996

The Technical Committee has recommended that a minimum of R600 million should be made available for 1996 for the new national student financial aid scheme. The Technical Committee has recommended that these funds be divided into two categories: R250 million for bursary funds and R350 million for loan funds.

It has recommended further that if as seems possible, no more than R250 million could come as new funds from government sources and if no more than R100 million of institutional funds could be included in the scheme's financial model, then the balance should be acquired as loan capital from local commercial banks.

The Technical Committee's view was that use of commercial bank loans would require the following in consumable funding in 1996:

	Rands millions
bursary funds from the own resources of universities and technikons	100
bursary funds from government sources	150
contribution to endowment fund to cover defaults in loans	110
<hr/>	
total	360
<hr/> <hr/>	

If these funding proposals were adopted, then the required R250 million would be available in the form of funds for bursaries and the required R350 million in loans would be available from banks. The R110 million placed in an endowment fund would be sufficient to provide default cover for R350 million in loans.

Problems with the 1996 Scheme

The Technical Committee stressed that the above proposals for 1996 are based on a cut of 20 per cent having been made to its original funding scenario. A major effect of this cut is that a shortfall of R150 million could exist between the total costs of financially needy students and the R600 million in aid provided by the scheme. This shortfall would have to be met by higher education institutions or by the own/family resources of students or by other sources such as donors.

Donor Funds

Because of the uncertainties which exist at present with this source of funding, no provision has been made for donor funds in the financial model developed in the report. The Technical Committee has nevertheless recommended that urgent attempts be made to raise donor funds for the national scheme. If R150 million in donor funds could be made available, then the scheme could be funded in full in 1996.

NUMBERS OF FINANCIALLY NEEDY STUDENTS

Professor Ian Bunting, Convenor of the Technical Committee

DATA on the numbers of needy students at institutions and the scope of their need was requested from the executives of universities and technikons. The tables in the Draft Report reflect the outcome of these questionnaires. While the Technical Committee sent questionnaires to all tertiary institutions, all 21 universities responded but only 10 out of the 15 technikons responded. National education data was used for calculating certain enrolment figures.

Institutions were grouped in terms of categories employed in the previous constitution, for instance Houses of Assembly, of Delegates and of Representatives and institutions previously under the control of the Department of Education and Training.

Most of the figures received from the higher education sector had to be massaged and adjusted, which caused serious problems. Few institutions had in place the kind of aid scheme which would require them to put students through a means test. This led to inflated returns by some institutions and under-estimations by others. Also, a number of institutions could not distinguish between bursaries, scholarships and financial aid.

Where the numbers were inflated, the committee made adjustments downwards. Institutions in the distance category, for instance UNISA, returned their questionnaire stating their level of needy students as nil. This obviously had to be taken into account when the estimates were calculated. Through the adjusted estimates, the figures of 55 000 students for the

university sector and 15 000 for the technikon sector were derived. The Committee felt that a number of 70 000 was a reasonable estimate from which to start, albeit derived from statistical manipulations.

To form a picture of what was actually being spent on financial aid in the system, the Committee used 1994 numbers as it was felt that 1995 was distorted due to the R200 million received. The Committee took a broad view across the university and technikon sector in order to establish what an equitable system can look like, taking into account the wide differences in fee structures and the inevitable problems such as the differences in fees between students in residence and those not in residence.

DETERMINATION OF FINANCIAL CONSEQUENCES OF PROPOSALS

Professor J Steele, Member of the Technical Committee

THE 1996 financial aid scheme should be based on the assumption that 55 000 university and 15 000 technikon students will require funding of some kind in 1996. These 70 000 students should be divided into various academic and residence status categories and various means test levels

- Various standard financial aid packages corresponding to each of these categories and means test levels should be calculated on the basis of estimates of the average tuition, housing and other costs which students in universities and technikons are likely to face in 1996
- Because the costs involved in giving each of the estimated total of 70 000 students the full package associated with his or her category and means test level will exceed the total of funds likely to be available from government, donor and institutional sources in 1996, reductions should be made to the rand values of these packages. Cuts should not be made to the numbers of students to be funded by the scheme in 1996
- Giving even reduced packages to 70 000 students in 1996 will require a minimum of R250 million in consumable bursary funds and R350 million in loan funds. To meet this minimum combined total of R600 million, use should be made of loan capital from the local banking sector, as well as 'consumable' bursary funds from government sources and from higher education institutions themselves

- The loan capital from the local banking sector should for 1996 and for subsequent years be obtained in the form of 'mortgage-type' loans which are covered by government guarantees. These government guarantees should be implemented through the setting up of a guarantee fund into which regular annual amounts, based on estimates of default rates, are deposited. The amount to be deposited in the guarantee fund for 1996 should be based on an estimated 38 per cent default rate.

Further bursary funds from institutions and from non-governmental organisations should be added to this minimum total of R360 million to prevent students being faced with unaffordable loan debts.

The determination of the financial consequences of various proposals considered by the Technical Committee depended to a large degree, on the inputs and the assumptions on which the computations were based.

The essential two inputs were concerned with numbers of students at universities and technikons in need of aid and the calculation of the amounts of individual aid packages to be granted. These inputs were subject to various assumptions.

Assumptions about the numbers of students included the following:

- The Technical Committee's estimates that the total of needy students in 1996 would be 70 000 was accurate.
- The parameter of the 'means test' requirements ('below a band of R40 000-R50 000 income per year') provided to the universities and technikons as the basis for their estimates was realistic.
- The distribution of the numbers of needy students into each of the different categories of aid packages was accurate.

- The grouping of needy students in the different levels of 'own/family' contribution to the packages would be the same in each of these categories
- There will be growth of about two per cent per annum in numbers of needy students for about three to four years, after which these numbers will begin to decline

Assumptions about aid packages included the following

- Different standard aid packages will be used for the university and technikon sectors
- The groupings into four levels of aid packages as follows provide a realistic average of aid to be granted in 1996
- Full-time students in residence - R18 500 (university) and R16 500 (technikon)
- Full-time students, not in parental home and not in residence - R13 500 (university) and R11 700 (technikon)
- Full-time student in parental home - R8 500 (university) and R6 700 (technikon)
- Part-time/distance tuition R2 000 (university) and R2 000 (technikon)
- The consequential averages of R13 472 (university) and R10 970 (technikon), based on the groupings of students in the different categories, is reasonably accurate
- It can be expected that the financial costs will increase with inflation over the period of the scheme

Structure and determination of financial aid

In order to ensure that the loan portion of any package will provide an achievable repayment obligation, a bursary component should form a significant part of each package, based both on assessed financial ability of the family and on academic achievement

The method used for calculating the financial implications of the proposed financial aid scheme was a simple one based on averages of the component parts of the scheme. The consequence of this method is to significantly increase the margin of error. An error in any of the inputs or assumptions made can make a major difference to the calculated result.

An alternative would have been to calculate the financial implications separately for each university and technikon in collaboration with personnel from the institutions and to combine the results. This would likely have reduced the margin of error but would have been significantly more time consuming.

As the continued future of a successful scheme is dependent on the reported estimates of the likely financial implications for the participants in the scheme, it is vitally important that the estimates made are as accurate as possible. Therefore it is essential that these estimates and the inputs and assumptions on which they are based are thoroughly checked and validated.

Aggregate financial effect

Calculating the aggregate financial effect of a financial aid scheme, having applied the inputs and assumptions, yields an aggregate amount of aid packages (after deducting own/family' contribution of an average of 15,75 per cent) of approximately R750 million.

This annual amount for the first year can be separated into an amount for bursaries (approximately 53 per cent) and the balance for loans. As far as the loan fund is concerned, provision has been made for an amount, estimated at about 38 per cent, which will be lost through default on repayment commitments. This loss will be provided for by means of an endowment fund with annual contributions of R110 million per year.

Therefore, the amount to be provided as 'consumable' (written off) funds in the first year and increasing proportionally each year, will be of the order of R500 million. It is anticipated that from expenditure already incurred - the obligation for which will be reduced substantially by the scheme - the universities and technikons will be able to contribute approximately R100 million.

The best information available indicates that the balance of R400 million of consumable funding will not be achievable and that, as a consequence, the scale of the scheme will need to be reduced by about 20 per cent through reducing the package amounts. The consequence of this will be to place a burden on certain of the higher education institutions.

The funding of the loan portion of the scheme is dependent on whether an 'income-contingent' or a 'mortgage type' repayment option is adopted. It appears that there will not be the amount of committed consumable funding required to support the former type of repayment option and a scheme, in co-operation with the commercial banks at reduced interest rates and 12 to 15 year repayment terms, appears the only viable option.

Examples of repayment commitments

- Loans of R7500 per year for three years – repay R424 per month for 15 years
- Loans of R6700 per year for four years - repay R546 per month for 15 years

FINANCE PROPOSALS: Questions and Discussions

Numbers of students

- 1 **Regarding UNISA** The return of nil needy students is incorrect and this error should be corrected. UNISA caters for 40 per cent of South Africa's total student population.

and cannot be discounted. The questionnaire was probably interpreted incorrectly as almost 60 per cent of the students come from disadvantaged communities and not all of them can pay fees. It is proposed that the figure of 70 000 is a gross under-estimation and an additional 20 000 (at least) from UNISA should be added before any further discussion.

- **Response** The UNISA questionnaire was filled in by a senior member of the administrative staff. It was accepted because the response was in line with other information, such as the university not being able to spend current money offered through TEFSA.
- 2 **Regarding TEFSA** The TEFSA money to UNISA could not be spent because of time and administrative constraints. UNISA has currently a system in place and 1 000 students benefited from TEFSA funding.
 - 3 **The income distribution levels as per the Draft Report are unrealistic.** A more realistic model would have been to take national income levels, to take a sample and look at general trends. It is unrealistic to attempt to extrapolate from existing models.

Income-contingent loans

- 4 **What has happened to the issue of income-contingent loans?** At the January conference there was broad consensus around the issue of income-contingent loans.
 - **Response** The Committee looked seriously at income-contingent repayments which offer a great advantage to the individual student. The Committee also looked at a model where the existing schemes will be kept in place and a national scheme will be responsible for the interest.

repayments. While this posed administrative problems, it may have to be revisited. The gap that will be created between the amount of money to be written off and the amount of money needed may be possible to fill through an income-contingent scheme.

- An income-contingent loan can be as tough as a mortgage loan financially, with a low interest rate when it starts but coupled with severe repayments. There is nothing inherent in an income-contingent loan to make it less viable than a mortgage loan.
- While no government can demand that an unsuccessful student or a student unable to find employment should repay the money, income-contingent loans mean that a student has the opportunity to start repaying once she or he starts to earn a living. The government can recoup the money in this way. The flaw in this model, however, will be the burden of cheating and non-disclosure of commencement of employment.
- The problem with a mortgage-based repayment scheme is that it assumes that the government will guarantee payments. This means that the scheme may create a climate in which banks do not have to chase the money and the banks will be the entities that are ultimately enriched. As repayments will be difficult, defaulting students will be criminalised. The question remains whether a student who earns R2 500 per month can afford R500 repayment on a study loan.

Responsibility of institutions

- 5 The various scenarios proposed by the Technical Committee suggest that at least R100 million and possibly R200 million of institutional funds will have to be put into the scheme. Institutions may not have the capacity to sustain their current levels of bursary funding once a new national

scheme is introduced - chiefly because donors are likely to withdraw support from institutions

- 6 The estimate that R200 million will be required from other sources to supplement the national scheme is probably a low one. Every effort should be made to limit the amounts drawn from their own sources which institutions will have to use for financial aid purposes
- 7 With regard to the maintenance and enhancement of bursary funding, the Draft Report implies that the existing funding thrust by institutions have to be maintained and enhanced. The burden of the packages as well as the 20 per cent cut in subsidies will impose a liability on institutions that will impact on funds for teaching and research. This raises the question of the financial viability of the Draft Report and proposals

Humanities discussion

- 8 Regarding access problems for black students the emphasis on economic development could lead to funds only being made available to enrolments in sectors such as engineering, commerce, etc, which will lead to further exclusion of black students because of their poor schooling
 - **Response** 'Development' is fully inclusive of cultural and holistic development, and does not mean only technological and economic development. South Africa needs social scientists as much as any other scientist, so any deliberations about linking funding to economic and development needs should not exclude the social sciences. Nevertheless, one cannot have a system where institutions and students have limitless choices. Some limits will have to be placed on over-subscribed disciplines. Those students currently in the system and of good academic standing should not be excluded and models have to be shaped around new access policy

Colleges

- 9 A major problem in the report is the exclusion of colleges from the proposals
- **Response** Colleges are excluded from the Draft Report because the Technical Committee's brief specified only technikons and universities. If the consultative conference believes that colleges are an urgent issue, this will have to be taken up with the Minister of Education.

Means testing

- 10 Means testing is problematic and it is often difficult to get a real account of what people earn.

Proposed financial aid packages

- 11 The assumption that own/parental contributions could range from 5 per cent to as high as 50 per cent is unrealistic, given the low means test ceiling of R50 000 in gross family income.
- 12 The assumption that the packages for students not living in residence or the parental home could be R5 000 (or 27 per cent) less than those of students in a catering residence is a highly problematic one. The financial package for students not in residence is too low and the extent of the differential will make it difficult for institutions to persuade students to leave residence.

Income-contingent loans

- 13 The Technical Committee should have considered in more detail than it did the issue of income-contingent repayments for loans. It appears to have ignored the consensus that has developed around the urgent need for loan repayments to take this form.

14 The Committee appears to have taken a wrong view of what is involved in income-contingent loans. Such loans can be as tough as mortgage-type loans, but can deliver better repayment rates than mortgage-type loans.

Bank loans

15 The mortgage-type repayment requirements of bank loans will place an unnecessarily heavy burden on those least able to afford to repay the loans, namely the financially needy students whom the scheme is designed to assist.

16 The suggestion that the government guarantee loans through the setting up of an endowment fund will contribute to a 'culture of non-payment'. The banks will not attempt to pursue defaulting debtors and will simply hand over the problem to the government.

17 The estimate of 38 per cent as an initial default rate is unrealistically low.

FINANCE PROPOSALS: Suggested Questions for Working Groups

Totals of financially needy students

- Do the various estimates which the Technical Committee has offered of financially needy students and of fee structures within different groupings of institutions seem reasonable?
- Should the financial aid scheme in 1996 be based on 55 000 university and 15 000 technikon students?
- Are further detailed surveys needed to determine the actual totals of financially needy students at each university and technikon?

Means test

- What will be a reasonable upper limit of gross family income for a national means test? Is a band of R40 000 to R50 000 acceptable?
- Should there be different levels of support and of expected own/family contributions within the framework of a national means test?

Costs per student

- Are the Technical Committee's estimates of the average costs per student reasonable?

Finance models

In its initial finance model the Technical Committee presupposes that R752 million will be needed in 1996 from government and institutional sources to support 70 000 university and technikon students. The Technical Committee notes that R750 million in consumable funds will not be available in 1996. Its conclusion is that at most R350 million in consumable funds is likely to be available in 1996 and on a recurrent basis in later years. Should the Technical Committee's recommendations have been

- that the full R350 million should be used in 1996 for bursaries and/or TEFSA-style loans for (say) 32 000 and not 70 000 students?
- that the full amount should be used in bursaries and/or TEFSA-style loans for 70 000 students but at reduced levels of support?
- that 70 000 students should be supported as fully as possible, even if this means that the support has to be in the form of bursaries plus loans which are not income-contingent?

Funding proposals

- Are the proposals as set out on page 51 of the Draft Report (see Annexe 1, Section 6.7) acceptable?

FINANCE PROPOSALS: Working Groups Reports

At the conclusion of the preliminary discussions, the conference broke into seven stakeholder working groups

- institutional managers and executives (two groups),
- bursary and financial aid officers (one group),
- student representatives (two groups),
- non-governmental organisation representatives (one group),
- policy-making, donor and bank representatives (one group)

These working groups were asked to make a record of their discussions and to report back to a plenary session of the conference (see Grid 1)

- **Numbers of needy students** Five of the groups reported that their view was that the estimated total of 70 000 students for 1996 was too low. The two student groups reported that they were uncertain about the correctness of the estimates made by the Technical Committee
- **Financial packages, the means test and family/own contributions** The donor/bank group and one of the student groups reported that they were satisfied with the proposed financial packages and with the broad suggestions about the means test and its related levels of own/family contributions. The second student group and one of the manager groups reported that they were concerned about the differences proposed for the packages of those living in residence and not in residence. The remaining groups reported

GRID 1

Group	No of Needy	Package	Fee Diffs	More Research	Income con vs Mortgage Work Study	Redress	By 1996	Means Test	Grad Tax + other sources	Instit R200m	Fin Exclusions	38% Default	Def of need yrs + Criteria	Access	Colleges	95 Debt
Student A	?	a & b(i)	FLEX	✓	✓	IC							✓	✓	✓	✓
Student B	?	OK	STD	✓		IC	NB	R60K	✓				✓	✓	✓	✓
NGOs	Too Low	?Income Bands	✓			IC	Interim Scheme		✓	? Poor In ? Donors						
Managers A	Too Low	?Family Contrib a+b(i) H/N		✓ incl future		IC	Interim Scheme	More Research	Seed	X	Will not Prevent	X				
Managers B	Too Low	a b / ?+R Loan /		✓ incl DE Students		IC	✓	More Research	✓ Seed	? Poor In ? Donors			✓	✓ (+ leverage)	✓	
Bursary	Too Low	a&b(i) N/H			✓	IC			Bonus Bonds	X						
Donors/ Banks	Too Low	N/H		✓ not delay			✓	LIES					Guar Needed (linked to int rates)	✓		
NOTES	DE Techn Scheme will ↑ access	Reduce costs						National Test OK?				Banks Do not want to chase	Leverage HRM Number of years Academic Progress			

that they were concerned about the spread of related own/family contributions built into the means test by the Technical Committee

- **Further research required** All seven groups reported that they believed that further empirical research at institutions was necessary before means test levels and own/family contributions are set
- **Loan repayments** Six of the seven groups reported that they favoured the introduction of an income-contingent loan scheme. The bank/donor group reported that banks will not be prepared to become involved in an income-contingent repayment scheme
- **Sources of funding for loan component of scheme** Five of the seven groups reported that their view was that sources of funding other than bank loans should be found for the loan component of the scheme. The suggestions made included the possibility of introducing graduate taxes, education bonds and international loans. One of the student groups and the bank/donor group made no comments on possible sources of funds for the scheme
- **Inclusion of institutional bursary funds in the financial model** The two student groups and the donor/bank group offered no comments on the proposal that account be taken of institutional bursary funds in the financing model. The two manager groups, the bursary officer group and the non-governmental organisation group were opposed to the proposal on the grounds that (a) it assumed that donor funds will continue to go directly to universities and technikons, and (b) it took no account of the current financial problems of many of the poorer universities and technikons
- **Other issues** Various groups raised a number of additional issues during the report back session
- The two student groups reported that they were concerned

about the definition of 'needy' used in the proposal about the impact the proposals could have on access and about the possibility that the proposals will not reduce the risk of financial exclusion' faced by many students

- The two student groups reported also that they were concerned that the current proposals dealt only with a new scheme to begin in 1996, and that no attention had been paid to the impending 1995 debt crisis
- One of the manager groups raised concerns about the definition of 'needy' to be used in the scheme, and about the effects of linking the provision of financial aid to financial leverage mechanisms
- The donor/bank group reported that banks will not want to become involved in any scheme which required them to chase defaulting debtors

In conclusion, the main concerns were

- Even though the distance education institutions had submitted nil returns in response to the Technical Committee's questionnaire provision had to be made for financially needy distance students to be supported in 1996
- The estimated total of 15 000 financially needy technician students for 1996 was probably at least 5 000 too low Account had to be taken of the rapid growth in black students which has occurred in recent years in the historically white technicians
- The return of TEFSA money by institutions should not have been used as collateral information by the Technical Committee The fact that some institutions were not able to use their full TEFSA allocations in 1994 and 1995 does not imply that they had low numbers of financially needy students It shows only that they did not have the institutional capacity to make full use of the available funds

GOVERNANCE AND ADMINISTRATION OF THE SCHEME

Mr A M Slabbert, Member of the Technical Committee¹

Summary of governance proposals

- The 1995 model, in which full control of the national aspects of a student financial aid scheme is vested in one or more non-governmental organisations, must be dropped. The governance of a new student financial aid scheme must be consistent with the use of financial leverage as the main instrument of national higher education policy implementation, as well as with the principle that all stakeholders must be involved in the formulation of financial aid policies, and where possible with their implementation and administration.
- The formulation of broad policies and plans concerning financial aid for students should be vested in whatever council is established to advise the Minister of Education on overall national higher education policies.
- The implementation of student financial aid policies and plans approved by the Minister of Education should be delegated by him or her to a new statutory financial aid council. This council should be assisted in its administration of the scheme by the appointment of an agency, which could be an existing non-governmental organisation.
- Financial aid funds should not be allocated directly to students. Funds should be allocated to higher education.

¹ For the presentation of the Governance and Administration of the Scheme please refer to the relevant section in the Annex 1

institutions for disbursement to students in the form of credits being passed on their fee accounts

- The allocation of financial aid funds should be made on a 'forward contract' basis and not on the basis of historical student enrolments. This 'contract' indicating how many needy students in specific categories should receive financial support will be approved each year by the Minister of Education on the recommendation of whatever council advises him or her on national higher education policies
- The sketch of the proposals contained in Section 4 of this Draft Report should be considered to be an 'ideal scenario', which could only be implemented over a period of some years
- The new financial aid scheme should operate this way for 1996
 - the present Universities and Technikons Advisory Council (AUT) should be the body which advises the Minister of Education on broad student financial aid policies,
 - the administration of the scheme should be delegated to a subcommittee of the AUT appointed by the Minister and to a non-governmental organisation which will serve as agent for the subcommittee,
 - universities and technikons should be required to submit their financial aid requirements in a narrow and simpler format than that envisaged in Section 4 of this Draft Report

GOVERNANCE AND ADMINISTRATION PROPOSALS: Questions and Discussions

Relationship between HEC and FAC

- 1 Is it acceptable for a strong distinction to be drawn between the formulating of financial aid policies (the proposed function of the HEC) and the implementation of financial aid policies (the proposed function of the FAC)? Will it not be preferable to make the FAC a subcommittee of the HEC?
 - **Response** The proposals do not imply that all financial aid policy issues will be vested in the HEC. The HEC will be involved with broad 'shape and size' policy issues and the FAC with the finer-grained policies required to operate a national financial aid scheme. These will be such policies as the criteria to be incorporated into a means test, and the evaluative and monitoring processes required. The FAC could not be a subcommittee of the HEC because the 'action flow' proposed is that the HEC advises the Minister, who then accepts the policy and delegates its implementation to the FAC.

Administration of loans

- 2 Who will administer loans awarded in terms of the new scheme?
 - **Response** The issue of who administers the loan component of the proposed national scheme will depend on the kind of loan scheme which is eventually adopted by the minister. If the draft proposals are accepted, then the local banking sector will administer individual loans. Banks have, and institutions and non-governmental organisations do not have, the necessary infrastructure to deal with what will be hundreds of thousands of individual loan accounts.

Financial leverage

- 3 Financial leverage Is a leverage principle appropriate in the context of the award of financial aid to students?
- **Response** If financial leverage is to become the main mechanism for policy implementation in the higher education system, then the award of financial aid funds has to be an integral part of this mechanism. Problems will arise if, for example, the HEC's funding proposal requires an institution to enrol large numbers of disadvantaged students and if the FAC does not provide aid funds for these students.

GOVERNANCE AND ADMINISTRATION PROPOSALS: Suggested Questions for Working Groups

- Should responsibility for the governance and administration of a national student financial aid scheme be vested in a new statutory Financial Aid Council?
- Should one or more NGOs be contracted to serve as agents for a new statutory Financial Aid Council?
- Are the Technical Committee's proposed procedures in its 'ideal scenario' acceptable?
- Are the Technical Committee's proposals for 1996 acceptable?

GOVERNANCE AND ADMINISTRATION PROPOSALS: Working Group Reports

GRID 2

	Role of FAC	Role of NGOs	Ideal Scenario	1996 Proposal	Other Issues
Student A	1 single body under FAC	A role within single Structure	Look at Central CH for Administration Aid	AUT OK S/C contracts agency/agencies	Need Flexibility Forums @ Institutions Must not limit access
Student	FAC this year BHEC later	2 NGOs (L+B) phase into 1 later + Middle Com	Broadly OK Phase in ↘ ↙	AUT NO Capacity to bid Site visits	Assumed IC scheme New vs returning students Forums @ institutions
NGOs	Not until NCHE reports FAA	Proposal to TC + NHCE Not just administration		Awards to Inst AND NGOs TC must consult NGOs FAA @ TEFSA in interim	Poor rural role important
Manager A	OK in principle as Stat Body (HEC clarified)	ONE via tender	OK in principle Time critical 2nd Sem?	AUT S/C with stakeholders neutral chair	TC relink to Banks
Manager B	FAC independent reports to Minister including administration	Expertise into FAC	Look at CHs (national or regional)	Institutional Capacity (FAC to help) AUT OK if more rep	Equity + transparency changes phased in after consultation
Bursary Officers	OK in principle FAC incl admin	ONE if possible keep it simple!		2 bids for Techni kons Dates too tight Payment quick	FAA local knowledge recovery role assist instit
Donors/Banks	OK but do not duplicate	NGOs + Private Sector to tender Accounts to FAC or Institutions		Donors will not like interim Must be 1st year of New? Last Interim Scheme?	Add Aid Agency to flow

- Financial Aid Council (FAC)** All working groups other than the non-governmental organisation group and one of the two student groups supported the proposal that a statutory FAC be established and that it have the responsibilities and functions proposed by the Technical Committee. The student group which did not support the proposal argued that while an interim FAC would be necessary, the proposed functions and responsibilities of the statutory FAC should devolve to the HEC once it has been estab-

lished. The non-governmental organisation group maintained that no consideration should be given to the establishment of a FAC until the NCHE has submitted its final report on the governance and administration of the higher education system.

- **Role of non-governmental organisations** Six of the seven working groups supported the proposal that non-governmental organisations should have an administrative role only in a new financial aid scheme. The non-governmental organisation group objected to this, arguing that their roles should not be limited to administrative ones only. The view of all groups was that non-governmental organisations could play a valuable role in the administration of a new scheme. A majority view expressed was that the future scheme should have only one non-governmental organisation as administrative agent, and that all non-governmental organisations should be able to submit tenders for this contract to the FAC.
- **Detailed administrative proposals** Six of the seven working groups accepted the broad outline of the way in which a new scheme could operate. Those supporting the proposal made the following additional suggestions:
 - consideration should be given to the setting up of a central clearing house for all financial aid applications,
 - a detailed timetable for the introduction of the administrative processes should be set up as soon as possible,
 - the role of the financial aid agent in the 'flow chart' of processes should be made clearer,
 - the role of donor agencies in the proposed 'flow chart' of processes should be clarified.

The non-governmental organisation group did not accept the proposal on the grounds that there had been insufficient consultation on its implications. The Technical Committee,

this group argued, should be required to consult further with non-governmental organisations

- **Governance and administration in 1996** The non-governmental organisation group rejected these proposals on the same grounds as it had rejected the Technical Committee's longer-term administrative proposals. The donor/bank group expressed concern that the proposals suggested that the 1996 scheme would be an interim one only. This group stressed that 1996 should rather be the final year of the present arrangements or the beginning of a new scheme. One of the student groups did not support the proposal that the interim FAC for 1996 be a subcommittee of the AUT, on the grounds that the current AUT was not a properly representative body. The other groups, with the exception of the non-governmental organisation group, either supported or had no objection to the proposals concerning the AUT. A number of more specific concerns raised by working groups were these
 - the interim FAC should have stakeholder representation and a neutral chair,
 - many institutions lack the capacity to implement a large-scale scheme in 1996,
 - the proposed dates for applications and for the submission of institutional requests to the FAC are too tight and will need to be reconsidered
- **Other issues** The working groups raised the following further issues during the report back meeting
 - The new scheme should not limit further the access to higher education of those who have been disadvantaged by apartheid. Particular care must be taken with the impact such a scheme may have on the rural poor
 - Provision should be made for the financial aid mechanisms at institutions to become more transparent, and

for stakeholder and in particular student representation in institutional financial aid structures

- No changes should be made to the scheme in future years without full discussion and consultation with institutions and other stakeholders

The Way Forward

The report back sessions had given it a good sense of which proposals were acceptable and which should be amended. Following is a summary of the discussion.

- **Framework issues** Although no direct discussions had been held on the first three sections of its report, it appeared that the conference accepted the framework of the proposed scheme and in particular the account offered, through the brief given to the Technical Committee, of the scope and nature of the scheme. The only issue which the NCHE would need to revisit was that of the exclusion of the college sector from the 1996 scheme.
- **Financing issues** Provision should be made to support at least 70 000 financially needy students in 1996. The total of funds required for the financial aid scheme in that year should be a minimum of R600 million and preferably R750 million. At least 40 per cent of this total should be available in the form of bursaries.

Further attention should be paid to the following issues:

- Because the total of 70 000 needy students used in the calculations for 1996 is an underestimation and conservative, further detailed studies should be conducted in an attempt to obtain more accurate estimates.
- The empirical studies should also be used as a basis for determining what each institution's 1996 estimate of

needy students should be The amounts approved for financial aid for 1996 should be the result of a negotiated agreement between the FAC and each institution

- Narrower gaps should exist between the financial packages for students in institutional student housing and not in institutional housing
- Provision should be made for different packages for students in science/technology disciplines and for those in humanities disciplines
- Attempts should be made to raise the capital required for the loan component of the scheme from sources other than commercial banks
- The repayment mechanism for loans should be income-contingent if at all possible
- All government funds committed to the scheme should be 'new money' in the sense of not being deductions from the general subsidies of higher education institutions
- High priority should be given to the obtaining of donor support for the national scheme as well as for institutions involved in the scheme Ministerial support should be given to institutional attempts to raise financial aid funds for donors
- **Governance and administration issues** A majority of stakeholders present supported the Technical Committee's proposals on governance and administration issues The only stakeholder group opposed to these proposals was the non-governmental organisation group The following issues require further debate
 - the specific responsibilities and functions of the financial aid agency and of the statutory Financial Aid Council (FAC),

- the relationship between the Higher Education Council (HEC) and the FAC,
- the need for the FAC to be a subcommittee of the AUT in 1996,
- the need for representative financial aid structures to be established at institutions,
- the timetable for the implementation of an administrative process of the kind described in the report,
- exactly how the administrative processes will work in 1996

ANNEXE I

SUMMARY OF DRAFT REPORT OF THE TECHNICAL COMMITTEE - SUBMITTED FOR CONSULTATION IN JULY 1995

1	Introduction	51
2	Preliminary report of the Technical Committee	53
2 1	Initial points	53
2 2	Background and context	54
3	Guidelines and directives terms of reference of the Technical Committee	57
3 1	Scope and nature of the new financial aid scheme	57
3 2	Financing the new aid scheme	59
3 3	Administrative and programme design issues	59
3 4	Final directive	60
4	Administration of a new financial aid scheme	61
4 1	Essential administrative components	61
4 2	Distribution of funds	66
4 3	Processes and procedures	67
4 4	Proposals for 1996	71
5	Financially needy students and financial aid in universities and technikons	73
5 1	Some preliminary points	73
5 2	Head count enrolments in universities and technikons	75
5 3	Estimates of totals of financially needy students	76
5 4	Expenditure on financial aid	77
5 5	Some working estimates for 1995	79

6	Financing a new student financial aid scheme	80
6 1	Guidelines and directives	80
6 2	Basic financial assumptions	80
6 3	Scenario One	83
6 3 1	Implications of Scenario One for higher education institutions	84
6 3 2	Implications of Scenario One for students	86
6 3 3	Major problems facing Scenario One	87
6 4	Scenario Two Reducing the totals of financially needy students	88
6 5	Scenario Three Reducing the rand values of the financial packages	89
6 6	Income-contingent loans	92
6 7	Funding proposals for a new financial aid scheme	93
6 8	Risks in the proposed scheme	95

1.

INTRODUCTION

IN April 1995 the executive of the National Commission on Higher Education (NCHE) appointed a Technical Committee on the recommendation of the Commission's Facilitating and Co-ordinating Committee. The Technical Committee submitted a preliminary report to the NCHE at the end of April 1995 and in May 1995 divided into three subcommittees to deal with the following issues:

- how the present numbers of financially needy students in the university and technikón sectors should be determined
- how a new national financial aid system should be financed
- how a new financial aid system should be administered

The work which was of particular value to the Technical Committee was

- the background papers and reports prepared during late 1994 by the Minister of Education's interim assistance group (the Carolus Committee),
- the papers and background papers prepared for or made available to the Ministry of Education's January 1995 conference on the financing of higher education,
- the report on the proceedings of the same conference which was published in May 1995

The Technical Committee was able to produce the Draft Report once these subcommittees had submitted their reports. This document is a shortened version of the Draft Report and does not necessarily represent the views of the NCHE nor the views of the Ministry of Education. It represents only the preliminary views of the Technical Committee.

This summary of the Technical Committee's Draft Report is structured as follows:

- Section 2 outlines the issues raised by the Technical Committee in its preliminary report and Section 3 the directives and

guidelines laid down by the NCHE after it had considered this preliminary report

- Section 4 discusses the issue of how a new financial aid system should be governed and administered and the issue of what governance and administrative procedures could be put in place for 1996
- Section 5 outlines the results of the Technical Committee's analysis of the extent of financial need in the university and technikón sectors
- Section 6 deals with the financing of a new scheme with the benefits which could be paid to students and with the costs of loans to students
- Section 7 sums up the draft recommendations of the Technical Committee

2.

PRELIMINARY REPORT OF THE TECHNICAL COMMITTEE

2.1 Initial Points

When the Technical Committee submitted its preliminary report to the NCHE at the end of April 1995 it expressed the following broad concern

- A student financial aid scheme should form part of an overall policy framework for higher education in South Africa. The specific details of a student financial aid scheme should flow from policies dealing not only with its future shape and size and with the ways in which future government funding will be utilised in higher education, but also with issues such as access of students to the higher education system. Since policies on these issues will begin to emerge from the Commission only towards the end of 1995, the Technical Committee was being asked to do its work in a 'policy vacuum', a situation which is highly problematic.

The Technical Committee noted, nevertheless, that it understood the need for the NCHE to formulate recommendations on a new student financial aid system for the Minister of Education which could be implemented by the beginning of the 1996 academic year. The financial crises facing higher education institutions and students in South Africa were so urgent that the professional concerns of those involved in policy studies had to be set aside.

In its written preliminary report to the NCHE, the Technical Committee addressed four sets of issues which will be central to the development of a new student financial aid scheme in South Africa

- the broader context and background within which the new financial aid scheme must be considered,
- the nature and scope of the new financial aid scheme, the mix between loans and bursaries, and the eligibility of different groups of students for bursaries, loans and loan subsidies,

- which organisations should finance, govern and administer a new financial aid scheme
- what the specific terms for both loans and bursaries should be, including maximum and minimum amounts, and the interest rate, and length and nature of repayment for loans, specifically

2.2 Background and context

Unlike discussions in many other countries, the South African debate has not had its origins in concerns about government moves to force students to share the costs of their higher education. In South Africa, the principle of costs being shared by the state and students has been in place for many years. This principle, that higher education cannot be entirely free, has not been challenged in recent South African debates, on the grounds that higher education clearly generates both private and public benefits. Because South African university and technikon students are already expected, through the payment of tuition fees, to contribute to the cost of their studies, the South African experience is very different to that of many other countries where tuition fees are not charged to students.

Major concerns about the lack of a national student financial aid scheme surfaced strongly in South Africa in the late 1980s. While the enrolments in universities and technikons of students from educationally and economically disadvantaged backgrounds was growing sharply, the government in effect abandoned its subsidy formula for universities. Two major consequences of this abandonment of the formula were

- (a) that government subsidy payments to universities and technikons declined in real terms, and
- (b) that universities and technikons were forced to raise tuition fees (and in certain cases residence fees) at rates above the rate of inflation in order to balance their budgets.

These sharp increases in fees had serious negative effects on both institutions and students. Certain institutions found that substantial proportions of their students could not meet their fee commitments. Many students found that they were being refused access to examinations, to graduation ceremonies, and to the right to re-register on the grounds of the non-payment of fees.

During the 1990s the financial burden on higher education institutions through bad debts increased sharply. It is the combination of the financial issues and the major equity issues raised by financial exclusions that has made the implementation of a national financial aid scheme in South Africa essential and urgent.

These background issues and the specific South African context imply that any new financial aid scheme could deal only with mechanisms for assisting more students than at present to meet the private costs of their higher education studies.

The Technical Committee argued that there are three further features which a new national student financial aid scheme must have:

- A new aid scheme cannot be one which lessens the obligation of the government to make adequate budgetary provision for higher education in South Africa. In other words, the aid scheme must not provide the government with a way of lessening or diminishing its obligations to support higher education institutions from public funds.
- Any new aid scheme must not diminish other student financial aid programmes such as those run at present by institutions, employers, donors, and non-governmental organisations.
- The full redress, equity and development demands facing higher education in South Africa cannot be met by a financial aid scheme alone. Provision for the meeting of these demands has to be built into the NCHE's proposals for new institutional funding mechanisms.

When the findings of the Carolus Committee and the responses of various stakeholders at the January 1995 conference are taken together with the points made above, then a national consensus could exist on the following key principles for any new South African student financial aid system:

- Students must continue to contribute to the cost of their higher education through the payment in particular of tuition fees.
- Provision must be made for those who are not able to meet all their private costs because of social and economic circumstances.

- Any new aid scheme must strive to achieve equity and redress in the South African higher education system. The new scheme must assist talented individuals from disadvantaged communities to gain access to appropriate higher education institutions. No one should be excluded from the South African higher education system solely on the grounds that he or she is not able to meet the required private costs.
- Even though equity and redress must be important aspects of any new aid scheme, the scheme cannot be a demand-driven one. For example, not everyone who is eligible for aid in terms of a means test should be guaranteed aid regardless of his or her chosen programme of studies. Equity issues have to be offset by affordability concerns as well as by national development and reconstruction needs.
- The financial aid scheme must not provide support to anyone who registers, or wishes to register for a programme of academic studies which he or she is likely to fail.
- A financial aid scheme must not be a loan programme only. It must also have a bursary component and perhaps work study and community service components.

These current debates have not addressed the crucial issue of whether formal part-time and distance programmes, as well as vocational training programmes which are not part of the formal higher education system, should fall under the umbrella of a national student financial aid scheme.

A financial aid scheme which is eventually implemented in 1996 may have to be amended as the NCHE moves to considerations of a detailed vision and plan for higher education and a detailed financial model for higher education.

3.

GUIDELINES AND DIRECTIVES: TERMS OF REFERENCE OF THE TECHNICAL COMMITTEE

3.1 Scope and nature of the new financial aid scheme

The NCHE directed the Technical Committee to work within the following guidelines in its development of proposals for a new financial aid scheme

- Since the scheme forms part of the national drive towards the achievement of equity redress reconstruction and development in South African society, it must be a national scheme
- The new financial aid scheme must be developed in a spirit of partnership of the kind referred to by the Ministry of Education in its March 1995 White Paper on Education and Training This implies that all stakeholders must be involved in the development of the scheme, including higher education institutions, government departments, students non-governmental organisations commercial and business interests
- The main purpose of the scheme must be to assist those not able to pay the (private) share of their higher education costs
- The ability or inability to meet private costs of higher education must be determined by a nationally-defined means test
- The scheme for 1996 must consist of a loan plus bursary scheme Provision must however be made for the inclusion of work-study and community service components in later years
- If financial constraints make it impossible for all who are eligible in terms of the means test to be supported by the scheme then mechanisms for the distribution of aid must be developed These mechanisms must be sensitive to the un-

equal social and educational backgrounds of South Africa's higher education students and potential students

- The scheme must not if at all possible lead to a diminishing of the contributions to financial aid made at present by the business sector local and international donors and higher education institutions themselves
- The scheme must make provision for full time as well as part-time students and for distance education as well as contact education students
- The scheme must make provision for the needs of adult learners in higher education
- The scheme must, if possible cover all government higher education institutions It must also be one which could be expanded to include private commercial/vocational colleges provided that these are colleges which could receive formal government accreditation
- The specific scheme proposed for 1996 must be one which is capable of amendment and adaptation as the NCHE develops its broader vision and policies for higher education

The NCHE issued the Technical Committee with a number of specific directives under the broad heading of the nature and scope of a new financial aid scheme The following had to be considered

- the cost implications of subsidising the loan component of the scheme,
- the cost implications of extending the scheme to private commercial/vocational colleges
- the implications for the scheme of existing and in particular provincial government bursary and funding schemes,
- which of the private costs of students should be covered by the scheme,
- whether the use of the bursary and loan components of the scheme should be restricted to certain categories only of private costs (for example whether loans should be used for tuition fees only or for living expenses only)

3.2 Financing the new aid scheme

The NCHE directed the Technical Committee to give specific consideration to partnership arrangements for the funding of bursaries with the national government as the major partner and business donors, higher education institutions and provincial governments as participating partners.

The Committee had to explore further the ways in which the loan component of the scheme could be funded and pay attention to possible alternatives to full government funding of the loan component of the scheme.

3.3 Administrative and programme design issues

The NCHE recognised that the various administrative mechanisms governing the aid scheme and in particular the loan component would be dependent on the final financing model implemented. The following administrative guidelines apply:

- The administration of the scheme must be viewed as a co-operative exercise involving a number of different stakeholders notably the Ministry and the Department of Education, higher education institutions, donors, non-governmental organisations, the private sector and student organisations. All stakeholders must be given appropriate roles to play in the administration of the scheme.
- When determining which partner should fulfil some specific administrative role, account must be taken of the ability of the partner to fulfil that role. Particular account must be taken of the possible lack of capacity in certain historically disadvantaged higher education institutions. The following will be some of the roles which different partners could fulfil:
 - overall administration and monitoring of the scheme – a stakeholder council,
 - application of a means test and disbursement of bursaries and loans to individual students – either higher education institutions themselves or non-governmental organisations
 - assessment of credit worthiness of sureties (if necessary) – commercial banks or non-governmental organisations

- servicing (administration and payment collection) of individual loans - commercial banks non-governmental organisations or individual higher education institutions

3.4 Final directive

The NCHE's final directive to the Technical Committee was that it must prepare detailed and specific recommendations on any issues discussed in the preliminary report which are not covered by the directives and guidelines listed above

4.

ADMINISTRATION OF A NEW FINANCIAL AID SCHEME

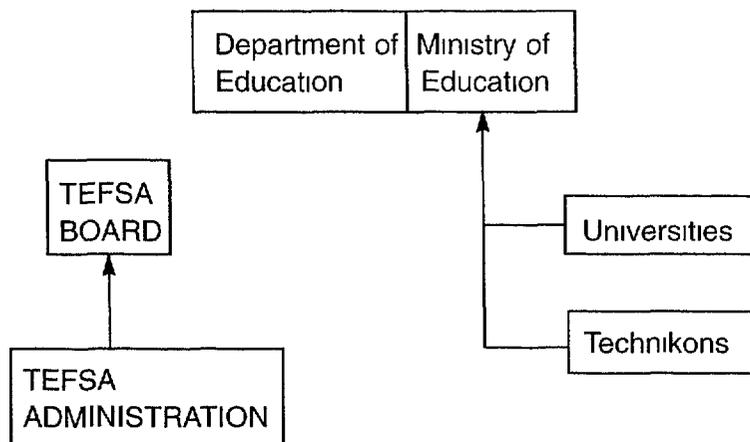
4.1 Essential administrative components

Three key elements for any administrative structure for a new aid scheme emerged from the guidelines and terms of reference mentioned above

- The administrative structure of the scheme must make provision for the involvement of all stakeholders: the national Ministry and Department of Education, higher education institutions, donors, non-governmental organisations, the staff sector and student and staff organisations
- Account must be taken of the abilities or capacities of stakeholders before specific administrative functions are assigned to them
- The administrative structure of the scheme must allow its funding mechanisms to have close links with national equity and development policies and plans

These three key elements imply that the financial aid administrative model which was implemented in 1995 will almost certainly have to be amended. This model is a relatively simple one which can be represented by Figure 1 and Figure 2.

Figure 1 Formal governance structure of 1995 financial aid scheme



Notes 1 \longrightarrow = is formally accountable to
 2 TEFSA is the Tertiary Education Fund of South Africa

Figure 2 Flow of funds on 1995 financial aid scheme

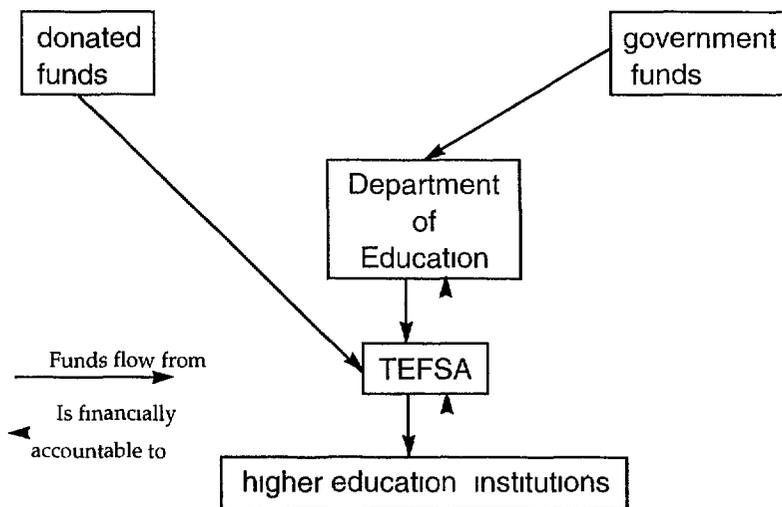
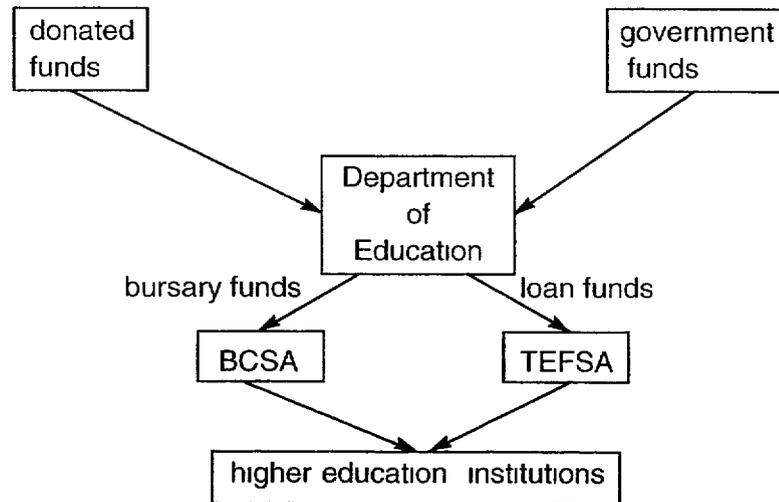


Figure 2 shows that in 1995 funds flowed either from the national Department of Education or from donors through the Tertiary Education Fund of South Africa (TEFSA) to higher education institutions. But Figure 1 shows that no lines of accountability exist between TEFSA and higher education institutions or between TEFSA and the national Department of Education. The Technical Committee argued that this generates the problems which will be raised towards the end of this section.

The Technical Committee took note of an extension to the 1995 model which has been proposed by the Bursary Council of South Africa (BCSA). The BCSA, which like TEFSA is a non-governmental organisation, has proposed that from 1996 all bursary funds be channelled through BUFSA (a new bursary fund). All loan funds are channelled through TEFSA. Its proposed mode for the flow of student financial aid funds from 1996 is summed up in Figure 3.

Figure 3 Flow of funds in 1996 on BCSA proposal



The Technical Committee maintained that the existing 1995 TEFSA model and the proposed BCSA/TEFSA model for 1996 generates the following problems:

- Future governance structures for higher education in South Africa will almost certainly have to make provision for

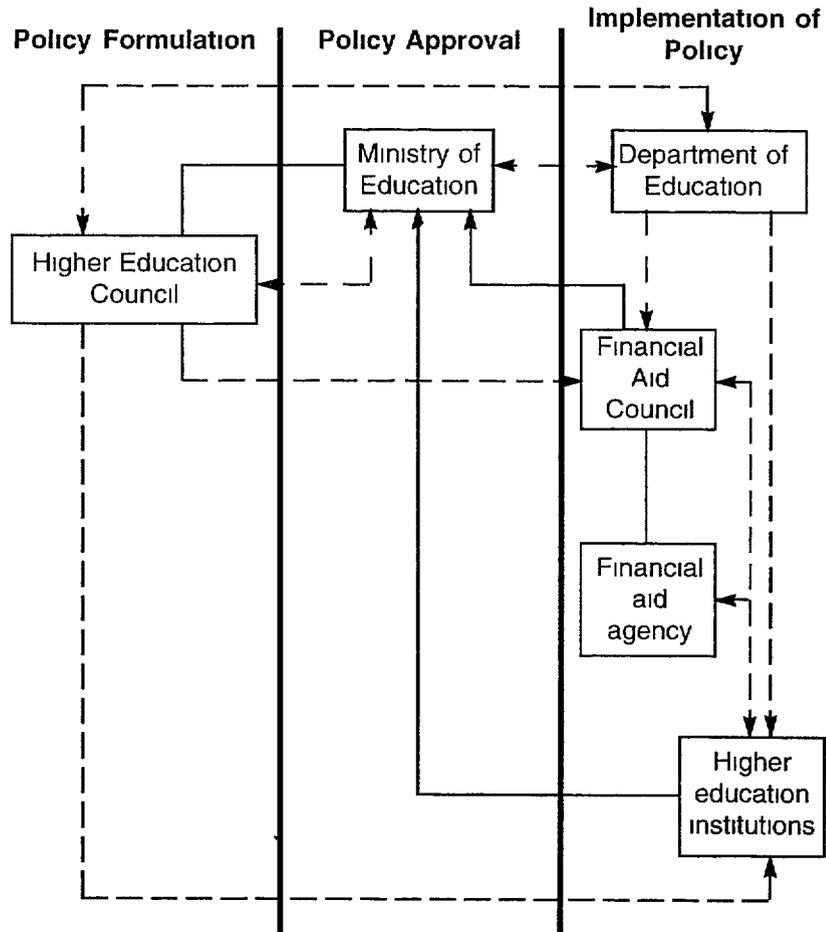
financial leverage to be the main instrument for the implementation of national higher education policies. Since financial leverage must involve the setting up of incentives designed to direct institutional behaviour in certain ways and disincentives to discourage other kinds of behaviour, control of government funding of any kind could not be vested in non-governmental organisations.

- The Commission's guidelines and directives imply that bursaries and loans must form part of a single financial aid package for students. As a consequence, the responsibility for the granting of loans and the responsibility for the granting of bursaries could not be assigned to two separate and independent non-governmental organisations.
- If the main controlling body of a new aid scheme is to be a non-governmental organisation such as TEFSA or BUFSA, then stakeholders, who may be represented on their boards, could not play any major part in the determining of national financial aid policies. The NCHE's directive concerning partnerships could not be satisfied under such circumstances.
- Future governance structures for higher education in South Africa will almost certainly include the establishment of a Higher Education Council. This council will carry statutory responsibility for the formulation and overseeing of national higher education equity, development and funding policies in a co-ordinated way. Such a council must, as a consequence, play a central role in specific financial aid policies. The above models make no provision for such a council, nor for the involvement of a statutory body analogous to such a council.

The administration of a new student financial aid scheme will be one of the responsibilities of a Higher Education Council (HEC) in South Africa, should one be established. Given the wide scope of its activities, however, responsibility for most of the control of the scheme will probably have to be delegated to a specialist council. Such a specialist council could be a statutory stakeholder body.

The Technical Committee concluded that if these assumptions about future governance structures are correct, then the broad governance and administrative model for a new aid scheme will have to be different to those outlined in Figures 1, 2 and 3. A possible alternative model which the Technical Committee favoured is presented in Figure 4.

Figure 4 Possible governance model for a new financial aid scheme



NOTES
 ← accountable to
 ← - - - interacts with

The functions and responsibilities of the various role players in the models sketched in Figures 4 and 5 are explained in Section 4.3.1. Some of the main preliminary points which the Technical Committee noted are these:

- The HEC is a body which will probably replace the present Universities and Technikon Advisory Council (AUT). The HEC will almost certainly be a body consisting of stakeholder representatives and experts and will probably be charged with the formulation of higher education policies. It will most likely have responsibility for formulating policies on what the shape and size should be of the higher education system and what its funding mechanisms should be.
- The Financial Aid Council (FAC) will probably be a stakeholder body which is accountable to the HEC. The FAC will probably be given specific responsibility for the mechanisms of financial aid distribution within the broad policy parameters determined by the HEC.

The financial aid agency will be a non-governmental organisation contracted by the Department of Education to administer and oversee the distribution of student financial aid funds to higher education institutions, to monitor the use of these funds, to train staff in institutional financial aid offices and to deal with the queries of institutions.

4.2 Distribution of funds

If financial leverage were to play a major role in the governance of a future higher education system, then radical changes will have to be made to the ways in which government funds, including financial aid funds, are allocated to higher education institutions.

A specific change which will have to be made is that government funds can no longer be allocated on the basis of historical student enrolments. Enrolments for 1993 and 1992, for example, will no longer determine general subsidy payments for 1995, nor will enrolments for 1994 determine TEFSA's award of loans in 1995. All funds, including loan funds, will have to be allocated on a 'forward contract' basis, that is, on the basis of institutions fulfilling some planned and predetermined 'student enrolment package'.

The flow chart and descriptions in section 4.3 explain how

such proposals will work within the administrative framework outlined

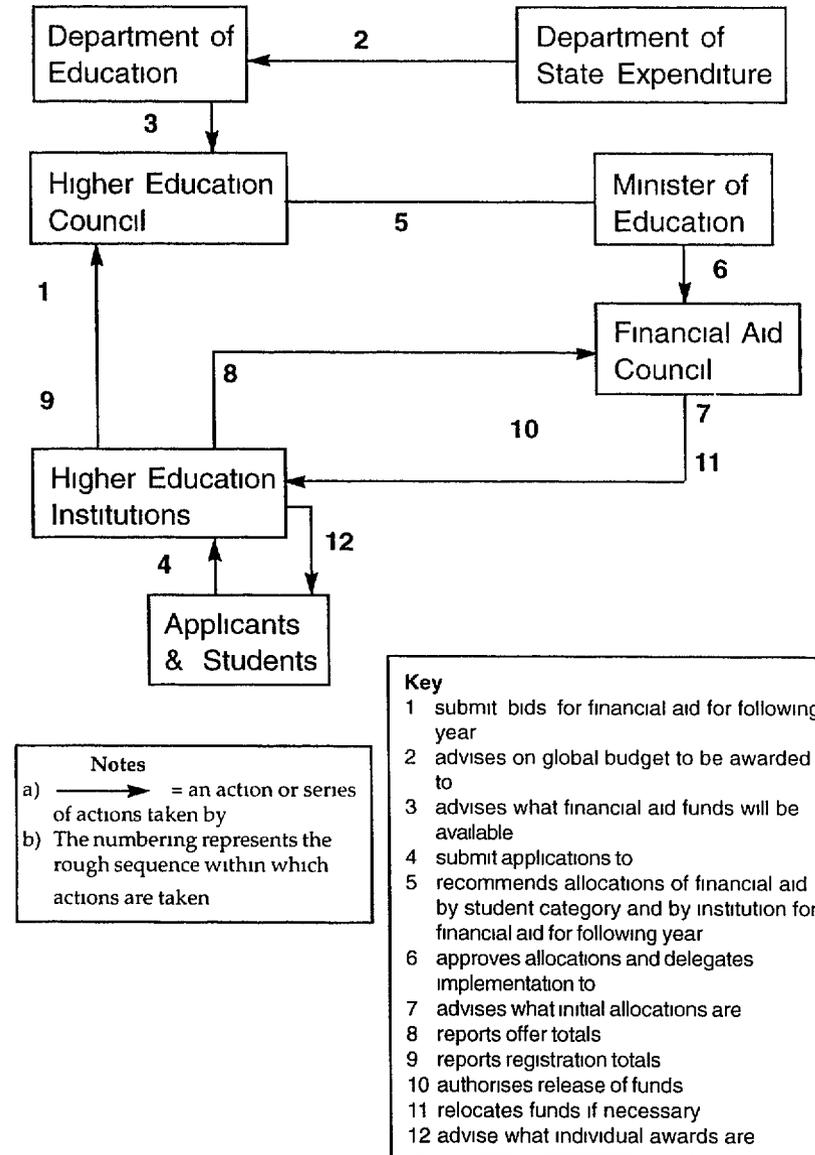
4.3 Processes and procedures

The discussion that follows proposes an ideal scenario one which could not be implemented easily or quickly in the South African situation. The implementation of such procedures would require institutions to amend in fairly drastic ways many of their student application, admission and registration processes, and to change their institutional cultures in possibly radical ways.

The processes in the Technical Committee's ideal scenario will be these (Figure 5 summarises this scenario).

- By July of a given year higher education institutions will be required to estimate the number of financially needy students they wish to or expect to enrol in the following year (Financial need will be defined by reference to a national means test.) These estimates will be submitted to the HEC in a specific format with different tables being required for
 - (a) full-time contact education students living in institutional student housing,
 - (b) full-time contact education students not living in institutional student housing,
 - (c) part-time contact education students and
 - (d) distance education students. The tables will be broken down further by appropriate categories, including
 - postgraduate/undergraduate or post-diplomate/pre-diplomate,
 - degree or diploma,
 - intended major subject
- When the HEC has received the submissions of all higher education institutions, it will produce aggregate tables and will, if necessary, enter into negotiations with institutions on what their totals of financially needy students should be. After this, the HEC will determine the following in conjunction with the Department of Education and the Department of State Expenditure, and in consultation with the FAC
 - how much is needed and how much is likely to be available

Figure 5 A flow chart for the administration of a new national financial aid scheme



for financial aid expenditure in the higher education system in the following year,

- what the distribution of these funds should be between loans bursaries and perhaps subsidies on loans,
- what the distribution of funds should be between the different categories of students,
- what the distribution of funds should be between higher education institutions
- As soon as it is able to, the HEC will submit recommendations on the issues listed above to the Minister of Education. The Minister's decisions on these recommendations will be passed to the FAC for implementation
- The FAC will then inform each higher education institution through its contracted agency, about the amount of financial aid it will receive, and on the numbers of and categories of students to be supported. The agency will at the same time inform institutions about the FAC's required rules and procedures for the allocation of financial aid funds for the following year
- By October of the given year, higher education institutions would have invited applications for financial aid required the following year from students who expect to re-register, as well as from new applicants. These applications from returning students and from prospective new students could be processed in one of two ways
 - Institutions which have the capacity to do so could record and process all applications themselves
 - Those institutions which do not have this capacity could send all applications for recording and processing to the FAC's contracted agent. The agent will levy a charge at a rate approved by the FAC on the institutions wishing to make use of its services
- Higher education institutions or the agent would have to determine which students and applicants are eligible for financial aid in terms of a national means test. The institutions or the FAC's agent will then make offers to individual students and applicants within the framework set by the Minister of Education on the advice of the HEC. Those who have been rejected or have been placed on a waiting list will be so advised. (A waiting list will have to be employed because not all who apply for aid will be

able to register at a given institution in a given year)

- Institutions and the agent will have to report to the FAC by no later than February of the following year on the numbers of offers they have made within the parameters set by the FAC and on the numbers they have on various waiting lists. If it is clear that an institution is not likely to register sufficient students within a particular category, then the FAC could re-allocate the funds involved to another institution.
- In April of the following year, institutions will have to submit reports on the numbers of those offered financial aid who have actually registered and on the total funds it has allocated. These reports will in all cases have to be certified by the institution's external financial auditors. Provided that all institutional and student documentation is correct and in order bursary funds will be transferred to institutions at this stage and authority will be given to the provider or providers of loan capital to release funds to institutions.
- If an institution has had more students than expected register in any category (such as in the case of an over-estimate of the cancellation rate of offers) it will still receive only its original allocation of financial aid funds unless the FAC is able to re-allocate funds not used by other institutions.
- Higher education institutions, whether they run their own financial aid offices or not, will be responsible
 - (a) for monitoring the needs and academic progress of all recipients of aid from the national scheme,
 - (b) for maintaining links with the organisations which provide loans to individual students, and
 - (c) for assisting with the recovery of default loans.

They will be required in particular to inform the providers of loan capital as early as possible of the names of students who have received loans under the national scheme and who have graduated and left the institution, who have not been permitted to renew their registration, or who have failed to re-register even though they were entitled to do so. Provision might have to be made for higher education institutions with lower than average loan default rates to be rewarded (perhaps through the award of additional financial aid funds) and for those with higher than average delinquency rates to be penalised.

4.4 Proposals for 1996

The Technical Committee acknowledged that any financial aid scheme that was introduced in 1996 could not contain all the elements and procedures outlined in the previous section. The main problems and constraints will be these

- The 1996 scheme will have to be restricted to universities and technikons only. At this stage, no national higher education funds could be directed towards the college sector. In terms of the interim constitution, the college sector is the responsibility of the provinces and its funding is part of the direct allocation given to provinces by the central government. Only universities and technikons could at present receive government funds through the national Department of Education.
- None of the NCHE's detailed shape and size policies are likely to be in place before the end of 1996 at the earliest. A higher education council could not as a consequence use a new financial aid scheme in 1996 as part of its financial leverage mechanisms.
- Few higher education institutions will have the capacity in 1996 to implement the detailed requirements of the ideal scenario sketched in the previous subsection.

The Technical Committee argued that a student financial aid scheme in 1996 could nevertheless follow the broad principles sketched earlier if the following were done

- The Universities and Technikons Advisory Council (AUT) should fulfil the role and functions of a Higher Education Council until the latter is finally abolished.
- In consultation with all relevant stakeholders, the AUT should recommend to the Minister of Education the appointment of a subcommittee which could fulfil the role of and have the stakeholder representation of the proposed Financial Aid Council (FAC).
- The AUT should recommend to the Minister the appointment of a non-governmental organisation to act as agent for the financial aid scheme.
- Universities and technikons should submit by approximately October 1995, global 'bids' for financial aid packages for

needy students, in broad categories of contact full time, contact part time and distance. They need not provide detailed breakdowns by gender or by intended major subject for the 1996 academic year.

- The financial aid packages finally assigned to universities and technikons should be undifferentiated, except for the broad categories listed above.
- The allocation of specific numbers of packages to institutions should be based on the expected enrolment patterns of institutions rather than on broad system plans which are unlikely to be in place for 1996.

5.

FINANCIALLY NEEDY STUDENTS AND FINANCIAL AID IN UNIVERSITIES AND TECHNIKONS

5.1 Some preliminary points

The Technical Committee agreed at an early stage in its proceedings that some empirical work was necessary to determine what the current financial aid situation is in South Africa. The Technical Committee sent a questionnaire to all 21 universities and all 15 technikons in early May 1995, asking for information for the years 1993, 1994 and 1995 in the following categories

- head count student enrolments,
- estimates of totals of financially needy students,
- totals of students in residence
- standard tuition and residence fees,
- expenditure on financial aid

The Technical Committee experienced a number of problems when analysing the information supplied by universities and technikons. Some of the main problems included the following

- It was clear that certain institutions and in particular institutions in the technikon sector, had over-estimated their totals of financially needy students. These institutions appeared to have made the estimate by placing all black students in the 'financially needy' category
- Some institutions were not able to separate expenditure on need-based awards from expenditure on merit-based awards (scholarships) and expenditure on special category awards (such as sports bursaries)
- Some institutions were not able to distinguish between full-time and part-time enrolments and between full-time needy

and part-time needy students

- Most institutions were not able to give reliable student enrolment or financial information for 1995

The Technical Committee decided that it should proceed with its analyses despite the problems listed above. It was concluded that further studies, perhaps based on samples of students from different institutions, should be undertaken to test the estimates contained in the report.

- In order to deal with the problems encountered with the data, the Technical Committee decided to place universities and technikons in these related groupings
- universities and technikons previously controlled by the Department of Education and Training (ex DET institutions)
- universities and technikons previously controlled by the Departments of Education of the Transkei, Bophuthatswana, Venda and Ciskei (ex TBVC institutions)
- universities and technikons previously controlled by the Departments of Education of the Houses of Delegates and Representatives (ex Delegates and Representatives institutions),
- technikons previously controlled by the Department of Education of the House of Assembly (ex Assembly institutions),
- English-medium universities previously controlled by the Department of Education of the House of Assembly (ex Assembly English universities),
- Afrikaans- and Afrikaans/English-medium universities previously controlled by the Department of Education of the House of Assembly (ex Assembly Afrikaans universities),
- distance institutions previously controlled by the Department of Education of the House of Assembly (ex Assembly distance institutions)

5.2 Head count enrolments in universities and technikons

A summary of these enrolment figures is contained in Table A which follows.

Table A Total head count enrolments 1994

(Thousands)

	universities	technikons	total
full time contact	175 (48%)	76 (47%)	251 (48%)
part time contact	36 (10%)	18 (11%)	54 (10%)
distance	152 (42%)	68 (42%)	220 (42%)
total	363 (100%)	162 (100%)	525 (100%)

The Technical Committee noted the following points about these enrolment totals:

- In 1994 (the only year for which full information was available) the combined head count student enrolment total of universities and technikons was 525 000. Universities had the largest share of this enrolment 362 000 (or 69 per cent).
- In both sectors full time contact students were a minority group. In 1994 174 500 (48 per cent) of university students were studying full time at contact institutions. In 1994 76 200 (47 per cent) of technikon students were studying full-time at contact institutions. Given that some institutions were not able to distinguish part-time from full-time students it is likely that the total of full-time students in universities and technikons was lower than the approximately 250 000 recorded for 1994. The total number of part-time students recorded was 54 000 (10 per cent) and of distance students 220 000 (42 per cent of the head count total of 525 000).

5.3 Estimates of totals of financially needy students

When making its final adjustments to the estimates of universities and technikons, the Technical Committee noted that institutions had been provided with the following information

- *Need will, in terms of the proposed new financial aid scheme be determined by a national means test. A student will be termed needy if his/her gross family income is below an annual total which is likely to be in the band R40 000 to R50 000. The notion of gross family income will be defined differently for older students who fall outside the standard age bracket for university/technikon students.*
- *Institutions are asked for the purpose of this questionnaire to offer an estimate only of the numbers they have and have had of needy students.*

(Notes to May 1995 questionnaire)

The adjustments which the Technical Committee made to the returns of universities and technikons led to the following estimates of financially needy students

Table B Adjusted estimate of financially needy students

		<u>1994</u>	<u>1995</u>
<u>Universities</u>	full time contact	46 000	49 700
	part time contact	4 400	4 900
	distance (RAU only)	300	800
<hr/>			
	total	50 700	55 400
<hr/>			
<u>Technikons</u>	full time contact	19 200	(not
	part time contact	1 100	available)
	distance	nil	
<hr/>			
	total	20 300	
<hr/>			

[Note: Because of their incomplete returns, no estimate for 1995 could be made for technikons.]

The 1994 estimated total of 71 000 financially needy students in universities and technikons represented the following proportions of their combined 1994 head count total enrolments

full-time contact students	26%
part-time contact students	10%
distance students	0

The estimates made for universities were reasonably consistent with previous analyses made of the returns submitted by them to the Department of Education on their fee debts. In May 1994 approximately 40 000 students who had been registered in universities in 1993 had not paid all of their 1993 fee debts – which could be used as a crude indicator of financial need.

The estimate about which the Technical Committee felt the greatest uncertainty was that for technikons. This total of 20 000 was not consistent with the May 1994 total of 10 000 technikon students with 1993 fee debts outstanding. It is possible that the final estimate of 20 000 financially needy technikon students may be too high by a factor of two.

5.4 Expenditure on financial aid

The Technical Committee had asked institutions to note the following when providing this information:

- *A distinction must be drawn between awards based on financial need and awards based on academic merit regardless of financial need. For the purposes of the proposed financial aid scheme bursaries are taken to be awards based in whole or in part on financial need and scholarship awards based solely on academic merit. Please report only expenditure on bursaries in this specific sense of the term.*
- *Loans for the purposes of the new financial aid scheme are awards which are based on need and which carry the additional requirement that interest and capital must be repaid by the student.*
- *For the purposes of the section on bursaries, expenditure from the institution's own resources will be expenditure of funds under the direct control of the Council – i.e. funds which could have been put to some other use. Expenditure from external sources will be expenditure of funds made available to the institutions for the specific purpose of providing aid to needy students.*

- *For the purposes of the section on loans own resources will be funds under the direct control of the Council which have been made available for loans for needy students External sources will be funds allocated to the institutions by external bodies for the explicit purpose of providing loans to needy students (TEFSA loans will be obvious examples of loans from external sources)*

(Notes to May 1995 questionnaire)

A major problem which the Technical Committee faced when analysing this section of the questionnaire is that some institutions were not able to comply with Note 8.1 and reported all of their bursary/scholarship expenditure. The Technical Committee was forced to reduce the amounts quoted by proportions which appeared to bring the institution's expenditure in line with that of institutions in the same group.

A further problem experienced was that the total quoted for technikons for 1994 was lower than it should have been because four of the fourteen contact technikons did not respond to the questionnaire.

The Technical Committee's adjusted totals of expenditure on financial aid for 1994 can be seen in Table C which follows.

Table C Expenditure on financial aid 1994

(Rand millions)

	universities	technikons	total
Bursaries			
own	46	2	48
external	125	20	145
total	171	22	193
Loans			
own	40	–	40
external	59	12	71
total	99	12	111
overall total	270	34	304

The figures above if correct suggest that in 1994 only 10 per cent of the total available for student financial aid was spent in the technikon sector. The Technical Committee noted that if its estimates of the 1994 totals of financially needy students was correct then the expenditure per needy student in universities and technikons will have varied considerably. In 1994 the average expenditure in universities on financial aid per full-time needy student was R5 900, in the technikon sector average expenditure was only R1 800.

5.5 Some working estimates for 1996

The Technical Committee accepted that it must attempt on the basis of the information it had available to formulate some working estimates of the numbers and categories of financially needy students requiring funding in 1996. It must also attempt to derive some estimate of the total of funds required for the scheme in 1996.

The Technical Committee decided to employ the following estimates for 1996.

Table D Totals of needy students in 1996

		universities	technikons
category a	full time contact in formal institutional housing	22 000	5 000
category b	full time contact not in formal institutional housing	27 000	8 000
category c	part time contact	5 000	2 000
category d	distance	1 000	-
Total		55 000	15 000

6.

FINANCING A NEW STUDENT FINANCIAL AID SCHEME

6.1 Guidelines and directives

The proposals for the financing of a new student financial aid scheme had to be consistent with the guidelines and directives laid down by the NCHE. The following key elements set the framework for the components and the funding of a new student financial aid scheme for 1996.

- It may not be possible for the government to provide all the 'consumable' funds required on an annual recurrent basis by the scheme.
- Funds for the national scheme may have to come from a combination of government, donor and other sources.
- The national scheme cannot and must not attempt to replace all the financial aid schemes operated at present by higher education institutions and by non-governmental organisations.
- The national scheme must have loan plus bursary components in 1996.

6.2 Basic financial assumptions

As a first step in developing a scenario for a new student financial aid scheme for 1996 the Technical Committee decided to work with the estimates of needy students (Section 5.5 of this summary). According to these estimates, there will be 55 000 financially needy students in the university sector and 15 000 in the technikon sector in 1996.

The Technical Committee decided to assume further that these 70 000 financially needy students could be divided into broad categories (Section 5.5).

The Technical Committee made one further key assumption in developing its scenarios it assumed that the current practice of dividing those qualifying for financial aid into different categories corresponding to expected levels of own/parental contribution will continue. The Technical Committee assumed for the purposes of its model that five such levels will be used when a national means test has been developed. The estimated numbers of students in 1996 will then be assessed in each level.

Table E Assumed levels of own/parental contribution for purposes of a national means test

	Proportion of gross higher education costs to be met from own or family resources	Assumed of 1996 students in level
Level 1	5%	10 500 (15%)
Level 2	10%	38 500 (55%)
Level 3	20%	10 500 (15%)
Level 4	40%	7 000 (10%)
Level 5	50%	3 500 (5%)
Average own/family contribution	16%	Total 70 000 (15%)

[Note: These levels could be income bands for example Level 1 = maximum gross family income of R10 000, Level 2 a maximum of R20 000 and so on.]

The Technical Committee decided that its initial maximum annual financial aid packages for 1996 for the categories employed in Table E should be those listed in Table F.

Table F Estimates of annual financial aid packages for 1996

		universities	technikons
category a	full time and in institutional student housing	18 500	16 500
category b1	full time and in own or rented accommodation	13 500	11 700
category b2	full time and in parental home	8 500	6 700
category c/d	part time and distance	2 000	2 000
Average for all categories		R13 500	R11 000

Notes

- 1 The maximum package is assumed to be that required before own/family contributions are deducted
- 2 The average package for all categories has been calculated using random values contained in this table and the student totals in Table E

A final assumption which the Technical Committee made was that the categories in Table E will have identical proportions of students in each means test level. These proportions will be those recorded in Table F.

These various assumptions enabled the Technical Committee to examine a number of models for a financial aid scheme for 1996. The Technical Committee stressed that these models have to be seen to be functions of the assumptions which it has made. Different assumptions, for example, about the means test levels and the proportions of students in each level or about the values of the maximum financial aid packages will lead to very different financial results. The empirical testing of its assumptions will be essential before any detailed plans are made for a 1996 student financial aid scheme.

A fine point to note in terms of all the assumptions made is that if 70 000 financially needy students who fall into the various categories and means test levels outlined in the previous subsection are to be assisted, then the following funding requirements will be generated:

Table G Scenario One

	(Rand millions)
Assumed gross costs of needy university and technikon students	895
less average own/parental share of 16%	143
Net total to be funded	752

6.3 Scenario One

The Technical Committee made three additional assumptions in developing Scenario One further

- Universities and technikons in 1996 will be able to contribute at least R97 million from their own resources to this total of R752 million
- Additional bursary support of R300 million will be provided by government and donor sources
- The balance of R355 million will have to be funded by loans from the commercial banking sector

For the purposes of the first model, the Technical Committee assumed that the R355 million in loan capital required will come from the local commercial bank sector and will be subject to these conditions

- the loans will be covered by some form of government guarantee,
- the guarantee will be provided in the form of the establishment of an endowment fund to which the government will transfer funds on an annual basis

In calculating what the annual transfer to the loan guarantee fund should be, the Technical Committee assumed that the default rate on loans will average 38 per cent over a period of time. This assumption will make necessary an annual addition to the guarantee fund of R110 million if loans of the order of R355 million are required.

Before considering further the implications of Scenario One the Technical Committee noted that its annual requirement of consumable funds (that is funds to be expended fully in 1996) from government donors and higher education institutions will be

Table H

	Rand millions
bursary funds required from government and or donors	300
bursary funds from institutions	97
funds required from government for loan guarantee fund	110
total	507

6 3 1 Implications of Scenario One for higher education institutions

Higher education institutions could derive considerable benefits from Scenario One Two simple examples spell out what these benefits could be

Suppose that university A and technician B have identical bids for support for financially needy students and suppose that both bids are approved by the Financial Aid Council (FAC) Suppose further that their approved totals of financially needy students fall into the following matrix

Table I Means test level

	1	2	3	4	5	Total
category a	700	200	100	-	-	1000
category b1	300	400	100	100	100	1000
category b2	-	-	300	200	-	500
total	1000	600	500	300	100	2500

On the package maximums set out in Table F and the levels of parental/own support set out in Table E the institutions approved totals of needy students will generate the following totals for university A and technikon B

Table J Total financial aid funds generated
(Rand millions)

student category	university A	technikon B
a	16 8	15 3
b1	11 3	9 7
b2	3 0	2 4
total	31 1	27 4

These amounts of R31,1 million and R27,4 million will not be the totals A and B will receive because account will still have to be taken of their share of the R97 million which has been built into Scenario One

These shares will have to be determined in some way One possibility is that at the time they submit their bids for support from the national financial aid scheme university A and technikon B will provide information on the levels of financial aid support they have been able to give students in the past and on what support levels they could sustain in the following year The FAC will on the basis of this information, make an assessment of the bursary funds each institution will be required to contribute to the global amounts generated

Suppose that these assessments are that university A can contribute R3000 per student (= R7 5 million) in the form of bursaries and that technikon B R1000 per student (= R2 5 million) in the form of bursaries The amounts they will probably receive under Scenario One as a consequence will be these

Table K

(Rand millions)

	university A	technikon B
bursary funds	6.8	10.1
loan capital	16.8	14.8
total	23.6	24.9

The assumptions made in these final allocations are that A's bursary needs will total R14.3 million and that A will provide R7.5 million of this from its own resources and that B's bursary needs will be R12.6 million of which R2.5 million will come from B's own resources.

6.3.2 Implications of Scenario One for students

The implications for students of Scenario One could not be presented in any simple or straightforward way. The packages which individual students will receive will vary considerably in accordance with such factors as his or her means test assessment, academic programme, living costs and so on. The Technical Committee decided nevertheless to offer a simple example to illustrate what the effects of Scenario One could be on individual students.

Suppose that X is a university student who is in residence and is assessed as being in Level 2 of the means test. Suppose further that X receives support from the national financial aid scheme for three years and that his or her level of bursary support is assessed as being 55 per cent. X's financial situation over this period will be

	Rand
annual bursary requirement	9 200
annual loan requirement	7 500
total	R16 700*

* the balance between this amount and the stated R18 500 will be the contribution by the student's family.

If X took the guaranteed loan for each of the three years of study and if the interest on the loan (say at 16 per cent per annum) were capitalised over the period of study, then his or her commitments at the end of the period would be

total loan debts	R27 400
monthly repayments required over	
(say) a 15 year period	R 424

It is assumed that the loans will have to be mortgage-type ones with equal monthly repayments being required over the full period. The main problem with loans of this kind will be that repayment levels will be high during the first years in which a student enters the labour market. The main benefit will be that the repayments will drop in real terms over time due to the effects of inflation.

6 3 3 Major problems facing Scenario One

There is concern that major funding problems will arise if consideration were to be given to the introduction of Scenario One. The main problem is generated by the total of 'consumable' funds which Scenario One will require on an annual recurrent basis. The question is what assurance could be given that approximately R500 million in 'consumable' funds could be fed each year into Scenario One?

The R97 million required from higher education institutions was probably a secure figure, given that the estimates offered in Section 5 were that institutions had about R140 million available for bursaries for financially needy students in 1994. The key issue was whether a further R400 million in 'consumable' funds could be found from government and/or donor sources.

The Technical Committee, together with officials of the Ministry and Department of Education, explored the possibility of 'consumable' funds of the order of R400 million being obtained from a combination of recurrent government allocations and recurrent donor funds. It became clear at an early stage of these discussions that serious doubts existed as to whether this amount could be made available from these two sources. The main problems were

- The donor funds which went in 1995 to universities and technikons through TEFSA were *ad hoc* one-year grants. The Ministry of Education has had no indication that any of these

donor funds will be made available in 1996 and will continue to be available on an annual recurrent basis

- The Department of Education will probably be able to include proposals or bids for R250 million (at most) of new funds for a student financial aid scheme for the higher education sector in its 1996/1997 budget
- The balance of R250 million could not furthermore come from general 'government borrowings' because such borrowings will in effect be considered to be part of total government expenditure in 1996 and hence part of the annual budget of the Department of Education

The Technical Committee concluded that the 'best case scenario' is one in which R350 million in 'consumable' funds will be available for 1996, R100 million in bursary funds from institutions and R250 million from the Department of Education

A major consequence of this conclusion is that Scenario One will have collapsed. This model could not be sustained if the R500 million in annual 'consumable' funds is an unrealistic requirement.

The Technical Committee decided to move away from Scenario One to two compromise models which were based on an assumption that R350 million at most in 'consumable' funds will be available in 1996 and on a recurrent basis in subsequent years.

6.4 Scenario Two : Reducing the totals of financially needy students

In developing this scenario, the following assumptions were made:

- the maximum financial packages set out in Table F of this section are retained,
- the means test levels set out in Table E are also retained,
- the 'consumable' funds available will be

institutional bursaries	R 97 million
government bursaries	R150 million
guarantee fund allocations	R100 million
total	R347 million

- the guarantee fund contribution of R100 million will generate R357 million in loans from commercial banks

If R604 million in loans and bursaries were available for disbursement at the levels assumed in Scenario One then the number of needy students assisted will have to be reduced by 20 per cent from 70 000 (Table D) to only 56 000

The Technical Committee concluded that it could not pursue in any serious way an option of reducing its estimate of the totals of financially needy students to be supported in 1996. This option would have a serious impact on the higher education sector's ability to meet the twin goals of equity and development spelled out in the terms of reference of the NCHE. In particular, a reduction in the numbers of students supported will have a major impact on access to the higher education system by those from socio-economically disadvantaged backgrounds.

6.5 Scenario Three : Reducing the rand values of the financial packages

Addressing the problems of Scenario Two, the Technical Committee noted that it could retain only 70 000 needy students within the framework of a financial aid scheme which has at most R350 million in consumable funds if it did the following:

- it kept the split between bursary funds and loan funds as it was in Scenario Two (approximately 40 per cent for bursaries and 60 per cent for loans)
- it reduced the maximum rand values of the various financial aid packages listed in Table F by 20 per cent

The maximum values of the financial aid packages if a 20 per cent cut were applied would be

Table L Maximum annual financial aid packages for 1996 reduced by 20%

		universiteitstechnikon	
category a	full time and in institutional student housing	14 800	13 200
category b1	full time and in own or rented accommodation	10 800	9 400
category b2	full time and in parental home	6 800	5 400
category c/d	part time and distance	1 600	1 600
average for all categories		R10 800	R8 800

The implementation of Scenario Three rather than Scenario One will not have serious implications for higher education institutions even though they will lose some financial aid support

Under Scenario One, these institutions will have received the following to support the registration of 2 500 financially needy students (the following is a recapitulation of Table K)

Rand millions under Scenario One

	university A	technikon B
bursary funds	6 8	10 1
loan capital	16 8	14 8
total	23 6	24 9

If their bursary commitments from their own resources were assumed to be the same in Scenario Three as they were Scenario One (R7 5 million for A and R2,5 million for B) then their allocations under this new model will be

Table M Rand millions under Scenario Three

	university A	technikon B
bursary funds	2 7	5 3
loan capital	15 2	14 1
total	17 9	19 4

The total A will have to disburse will be $17.9 + 7.5 = R25.4$ million and the total B will have to disburse $19.4 + 2.5 = R21.9$ million

The implications for students if Scenario Three were to be implemented could be equally serious. Given that the amount of bursary funds available from government and institutional sources will drop from approximately R400 million under Scenario One to about R250 million under Scenario Three, students under Scenario Three would either have to take far higher loans than they would under Scenario One or would have to accept higher shortfalls or higher levels of own/family contribution.

Consider again the example of student X employed in the discussion of Scenario One. Under Scenario One student X's annual financial situation was assessed as being this:

gross costs		18 500
to be funded by		
government and institutional bursaries	9 200	
guaranteed loan	7 500	
own/family contribution	1 800	18 500

Under Scenario Three X's situation will be less satisfactory. The maximum package X will be able to receive in a given year will be R13 300 (R14 800 less 10 per cent for own/family contribution). This R13 300 will probably have to be broken down into:

government and institutional bursaries	7 300 (55 per cent)
guaranteed loan	6 000 (45 per cent)

But giving X a package of only R13 300 in terms of the assessment made above, will leave him or her with a shortfall of $18\ 500 - 13\ 300 = 5\ 200$. If the own/family contribution were still considered to be R1 800 (as for Scenario One), then X will have to find ways of funding an additional R3 400 each year under Scenario Three.

The Technical Committee's main concern with Scenario Three is that a major part of the additional R3 400 required might have to be funded through loans, probably guaranteed by the institution itself. If X were to take an additional loan of (say) R3 400 under the same conditions as the government guaranteed loan of R 6 000 referred to above, then he or she will be faced with an increased loan debt at the end of the presumed three-year study period. X's total loan debt of capital plus accumulated interest at the end of the study period will be R34 400, and his or her loan repayment requirement over a 15-year period will be R535 per month. (In Scenario One X's repayment requirement was R424 per month.)

6.6 Income-contingent loans

In discussing briefly this income-contingent model the Technical Committee took note of a strong preference expressed by the January 1995 Higher Education Financing Conference for income-contingent repayment schedules to be linked to the loan-component of a new national financial aid scheme.

It is argued that an income-contingent loan scheme will exacerbate the funding problems discussed in previous subsections. A central feature of an income-contingent loan scheme is that students will pay no interest and repay no capital while they were studying or while their taxable earnings were below certain prescribed levels. A consequence will be that the provider of the loan component of the scheme could expect in the initial years to receive a small return only on the loan funds provided and could expect to be able to recycle insubstantial amounts only of capital back into the scheme for ten years or more.

The implication of this will be that if only R350 million in 'consumable' funds were available for the scheme in 1996 and for the

next few years then only R350 million's worth of support could be provided - compared to the worst case of Scenarios Two and Three in which support totalling R600 million will be generated by use of commercial bank loans and a guarantee fund

The Technical Committee concluded that given the serious funding problems facing the introduction of a national student financial aid scheme, no further consideration could be given to the introduction of an income-contingent loan component in the scheme

6.7 Funding proposals for a new financial aid scheme

The Technical Committee could have produced further models requiring an annual consumable fund total of R350 million. It could, for example, have given details of models in which either 100 per cent or 95 per cent of students receive full packages which are predominantly loan-based. It decided not to do so because the debt burden placed on students under models of this kind would be intolerable.

The only practical and acceptable funding proposals which it could at this stage put forward were

- The new financial aid scheme's total requirements for 'consumable' and 'non-consumable' capital funds for 1996 should be set at a minimum of R600 million. Provision should be made for this amount to increase in 1997 and in later years as
 - higher education costs increase
 - more university and technical students are included in the scheme because of changing access opportunities and of possible changes to the means test,
 - students from the college sector are included,
 - students from private/vocational colleges are included
 - Approximately 40 per cent of the total amount available each year should be for non-refundable bursaries. This total for bursaries for 1996 should be set at a minimum of R250 million
- The balance of the funds required each year should be 'non-consumable' capital obtained in the form of loans from the local

banking sector This total of non-consumable capital for 1996 should be set at R350 million

- Since the local banking sector will not be prepared to advance funds to financially needy students without the loans being guaranteed the government should provide the required guarantees to a level to be negotiated with the local banking sector on condition that the local banking sector makes these funds available at an interest rate substantially lower than its commercial rates
- The Department of Education should establish a guarantee fund designed to cover potential loan defaults Amounts calculated on the basis of an assumed default rate should be added to this fund on an annual basis The initial default rate should be assumed to be 38 per cent

If these proposals of the Technical Committee were to be accepted, then the funding picture for 1996 is demonstrated by the following figures

The total to be disbursed to financially needy students will be

Rand millions	
bursaries	250
loans	350
total	600

The consumable funding requirements will be

Rand millions	
bursaries	250
loan guarantee fund	100
total	350

The sources of these consumable funds should be in the view of the Technical Committee

	Rand millions
Department of Education	250
Bursary funds already available in higher education institutions	100
<hr/>	
total	350
<hr/>	

If consumable funds of this order were available in 1996, then the broad principles of the Technical Committee's Scenario One could be implemented with the following amended financial package limits provided that the various assumptions made were subjected to careful empirical checks (recapitulation of Table L)

	universities	technikons
category a	R14 800	R13 200
category b1	R10 800	R 9 400
category b2	R 6 800	R 5 400
category c/d	R 1 600	R 1 600

These packages above represent cuts of 20 per cent in the original packages contained in Scenario One cuts which higher education institutions and students may be able to bear

6.8 Risks in the proposed scheme

The Technical Committee concluded its discussions on these financial issues by highlighting two major risks embodied in its proposals

- The first major risk is that the consumable funds required each year may exceed the amount available from government institutions and donor sources. If, as the various calculations in this section of the draft have shown, a minimum of R350 million of 'consumable' funds were not made available in 1996 and on a recurring basis in subsequent years, then

financial aid of the kind proposed by the Technical Committee could not be implemented

- A further major risk which the scheme faces is that default rates on the loan components could exceed the 38 per cent assumed earlier (a proportion which is probably already unacceptably high) If default rates increase beyond 38 per cent, then the scheme would almost certainly collapse

If a scheme is to be a financially viable one then commitments in the spirit of partnership referred to earlier will have to be made by all participants Government and donors will have to make commitments to provide on a regular sustainable basis the consumable funds required banks will have to undertake to provide on a regular basis the loan capital required and banks and higher education institutions will have to make commitments to identify as early as possible and to pursue through all legal means delinquent debtors Most importantly student debtors will have to undertake perhaps in the spirit of a nationally approved code of conduct to repay loans they have accepted

LIST OF DELEGATES

Mr L Abram
ML Sultun Technikon
P O Box 1334 Durban 4000
Ph 031 308 5112
Fx 031 308 5113

Mr M P Modipane
University of the North
Private Bag X 1106
Ph 0152 268 2846
Fx 0152 268 2642

Mr R Alberts
University of the Orange Free
State
P O Box 569 Bloemfontein 9300
Ph 051 401 2711
Fx 051 477 344

Mr J Modupo
Education Officer
Technikon Northern Transvaal
Private Bag X 07
Pretoria North 0116
Ph 01214 912 237
Fx 01214 80966

Ms Allais
SASCO
Private Bag X 1106
Sovenga 0727
Ph 0152 268 2891
Fx 0152 267 1052

Dr T Moja
Executive Director NCHE
HSRC Building
Room 539-541
134 Pretorius Street Pretoria
Ph 012 323 2042
Fx 012 328 5373

Minister N Angula
Minister of Higher Education
Government of the Republic of
Namibia
Windhoek
Ph 061 207 2444
Fx 061 207 2177

Ms E Molefe
Deputy Director
Education Opportunities Council
P O Box 3323
Johannesburg 2000
Ph 011 833 1510
Fx 011 838 7654

Ass Prof N Badsha
NCHE Commissioner
9 Marlow Rd Kennilworth 7700
Cape Town
Ph 021 761 5440
Fx 021 959 3352

Mr K Moodley
Executive Officer, CTP
Pretoria
Ph 012 333 8641
Fx 012 325 7387

Ms S Barac
Technikon Orange Free State
20 President Brand Street
Bloemfontein 9300
Ph 051 407 3061
Fx 051 407 3199

Mr I Moshoesi
University of Natal
Private Bag X 01
SRC Offices
Scottsville 3209
Ph 0331 260 5767
Fx 0331 260 5772

Mr L Bevan
Potchefstroom University
Private Bag X 6001
Potchefstroom 2520
Ph 0148 299 2833
Fx 0148 299 2705

Mr I Moss
SA Students Education Trust -
SSC
5 Hares Str
Salt River
Cape Town
Ph 021 471313
Fx 021 477251

Mr F Bill
Director
FUNDANI
P O Box 30896
Braamfontein 2017
Ph 011 339 2615
Fx 011 339 2212

Dr M Motara
Dean of Students
Rhodes University
P O Box 94
Grahamstown
Ph 0461 318 111
Fx 0461 25049/ 29514

Ms A Bird
NCHE Commissioner
P O Box 96398
Brixton
Johannesburg
Ph 011 492 15 33
Fx 011 492 1542

Ms I Mothopeng
Bursary Officer
P O Box 964
CA's Eden Trust
Johannesburg
Ph 011 834 1456
Fx 011 834 7920

Ms J Bishop
Ass Registrar
University of Port Elizabeth
P O Box 1600
Port Elizabeth 1600
Ph 041 5042313
Fx 041 5042574

Mr W Mpurwana
President SRC
c/o SRC UDW
Private Bag X 54001
Durban 4000
Ph 031 820 2717
Fx 031 820 2761

Mrs S Blaauw
Mangosuthu Technikon
Box 12363
Jacobs
Ph 031 9077178
Fx 031 9072374

Mr S Nakamura
Special Assistant
Embassy of Japan
P O Box 11434
Brooklyn
Pretoria 0011
Ph 012 342 2100
Fx 012 433 922

Mr K Boboyi
SRC President
University of Transkei
Private Bag X 1
Umtata 5100
Ph 0471 3022 768
Fx 0471 26820

Mr H Nava
HRDD
USAID/ South Africa
Sancardia 9th Floor
534 Church Str
P O Box 55380
Arcadia, Pretoria 0007
Ph 012 323 8869
Fx 012 323 6443

Mr B G Bolton
Director Finance
Cape Technikon
P O Box 652
Zonnebloom Campus
Cape Town
Ph 021 460 3358
Fx 021 461 7564

Dr R P Nayager
Dean Student Services
M L Sultan Technikon
P O Box 1334
Durban
Ph 031 308 5137
Fx 031 308 5109

Prof J Boon
Registrar
University of Pretoria
Ph 012 420 9111
Fx 012 432 185

Mr L Ncoko
SRC Transkei
P O Box 1832
Butterworth
Ph 0474 620 707
Fx 0474 620379

Mr Boshlelo
Chairperson SASCO
Private Bag X 1106
Sovenga 0727
Ph 0152 2682 891
Fx 0152 267 0152

Prof L B G Ndabandaba

Vice -Rector
Student Affairs
Technikon Mangosuthu
Durban
Ph 031 907 7259
Fx 031 907 2892

Dr L Botha

Director Academic Develop-
ment Programmes
University of Stellenbosch
Private Bag X 1
Matieland
Stellenbosch 7602
Ph 021 808 3717
Fx 021 808 4499

Mr M V Ndlovu

Chairperson Transformation
Committee
Private Bag X 941
Pretoria 0001
Ph 012 938 1701
Fx 012 938 1480

Mr J Brits

Deputy Director Finance
University of Pretoria
P O Box 11417
Hatfield 0028
Ph 012 420 2061
Fx 012 437 431

Mr T J Ndzeru

Dean of Students
University of Venda
Private Bag X 9050
Thoaoyandou
Ph 0159 21071
Fx 0159 22045

Prof I Bunting

Convenor - NCHE Task Gr
Finance
University of Cape Town
Rondebosch
Cape Town
Ph 021 650 2616
Fx 021 650 3490

Mr R Ngcobo

NCHE Commissioner
Rector College of Education
P O Box 2781
Pietermaritzburg
Ph 0331 81741
Fx 0331 986560

Mr N Butcher

SAIDE
Information Co-ordinator
P O Box 31822
Braamfontein 2017
Ph 011 403 2813
Fx 011 403 2814

Mr B-A Ngudle

SRC
Technikon Orange Free State
Bloemfontein 9300
Ph 051 407 3911
Fx 051 407 3199

Mr Cadır

Vice Chairman
CTCP/ VEDCO
P O Box 8481 Pretoria 0531
Ph 0531 711005
Fx 0531 712285

Mr A Nkuhlu
National Education Officer
SASCO
UWC - Liberty Residence, R-
Block, Room 5
Private Bag X 91
Bellville 7535
Ph 021 959 2802
Fx 021 959 2434

Prof R Charlton
Vice Chancellor
University of the Witwatersrand
Private Bag 3
P O Wit 2050

Ms G Nosilela-Twala
SRC Gender Office
Pentech
P O Box 1906
Bellville
Ph 021 959 6261
Fx 021 959 6116

Mr Chung
Senior MCR
First National Bank
P O Box 1153
Johannesburg 2000
Ph 011 371 2225
Fx 011 371 2123

Mr K Ntombela
SRC
Technikon Witwatersrand
15 Gonise Str
Doornfontein
Ph 011 482 2417
Fx 011 406 3575

Mr R Christie
Head of Department Bursaries
WITS Technikon
Doornfontein
Johannesburg
Ph 011 406 2667
Fx 011 406 2194

Mr L Ntshukila
Secretary General
SAU-SRC
Student Union Red Level
UCT
Rondebosch 7700
Ph 021 650 3537
Fx 021 686 6728

Dr N Cloete
NCHE, Co-ordinator
Ministry of Education
Ph 012 323 02032
Fx 012 325 1474

Ms S Nyathi
University of Zululand
Private Bag X 1001
Kwa-Dlangezwa 3886
Ph 0351 93911 / Ext 2612
Fx 0351 93265

Mr G A Coetzee
Ass Registrar
Technikon Orange Free State
Private Bag X 20539
Bloemfontein 9300
Ph 051 407 3054
Fx 051 407 3199

Mr B O'Connel

Vice Rector Student Affairs
Peninsula Technikon
P O Box 1906
Bellville 7535
Ph 021 959 6203
Fx 021 951 5422

Mr A Coetzee

Director of Finance
Transkei Technikon
Private Bag X 3182
Ph 0474 620707
Fx 0474 620735

Mr S Pakade

National Secretary General
AZASCO
UWC
Private Bag X 17
Bellville 7535
Ph 021 959 2738
Fx 021 959 2434

Mr Jerry Coetzee

Admin & IS Co-ordinator
KAGISO TRUST
45 Castle Street 1st Floor
Cape Town 8001
Ph 021 245853
Fx 021 245930

Mr M Plaatjies

Finance Task Group
Director Kagiso Trust
"45 on Castle"
Castle Street
Cape Town 8001
Ph 021 245853
Fx 021 245930

Mr R Coleman

Financial Director
Technikon Natal
Durban
Ph 031 204 2436
Fx 031 223230

Mr E Pratt

CCERSA
Rector Hewat College
Kromboom Rd
Crawford 7764
Ph 021 696 5133
Fx 021 696 5136

Mr M V Collett

Director
University of the Orange Free
State
P O Box 339
Bloemfontein 9300
Ph 051 401 2126
Fx 051 401 2117

Prof J M Grove

Vice Rector Student Affairs
Vaal Triangle Technikon
Private Bag X 021
Vanderbijlpark
Ph 016 851272
Fx 016 898 3216

Mr de Villiers

Head of Department Student
Services
Technikon Pretoria
Staatsartillerieweg
Pretoria-West
Ph 012 318 4116
Fx 012 318 5799

Mr L Ramajoe
Vial Triangle Technikon
Private Bag X 021
Vanderbylpark1900
Ph 016 852221/ Ext 258
Fx 016 851203

Mr L Dick
Deputy President
AZASCO
94 Mbobela Street
Zwide 6201
Port Elizabeth
Ph 041 644 208
Fx 041 642 859

Prof J Reddy
Chairman
NCHE
HSRC Bldg
Pretorius Str
Pretoria
Ph 012 323 2032
Fx 012 328 5373

Mr M Dlabantu
Director of Finance
Fort Hare University
Private Bag X 1314
Alice 5700
Ph 0433 23902
Fx 0404 32241

Mr G Renecke
Financial Aid Officer
University of the Western Cape
Private bag X 17
Bellville 7535
Ph 021 959 2737
Fx 021 959 2894

Mr B Dladla
President SRC
Mangosuthu Technikon
P O Box 12363
Jacobs 4026
Ph 907 2804
Fx 907 2892

Mr H Rhode
Head Finance & Food Service
University of the Western Cape
Private Bag X 17
Bellville 7530
Ph 021 959 2122
Fx 021 959 2986

Mr C du Plessis
Chief Accountant
MEDUNSA
P O Box 199
P O MEDUNSA 0204
Ph 012 529 4294
Fx 012 5294 621

Ms J Rockliffe-King
USAID/ South Africa
Sancardia, 9th Floor
534 Church Str
P O Box 55380
Arcadia, Pretoria 0007
Ph 012 323 8869
Fx 012 323 6443

Ms M du Preez
SRC Member
Rand Afrikaans University
Benjamin Residence
Rand Afrikaans University
Ph 018 484 3431
Fx 018 489 726

Prof I J Rost

Registrar Finance
PU for CHO
Private Bag X 6001
Potchefstroom 2520
Ph 0148 299 2615
Fx 0148 299 2705

Dr M Elsworth

Director
African Scholars' Fund
P O Box 294
Rondebosch 7700
Ph 021 689 9094
Fx 021 689 9095

Ms B Runciman

Director
Catholic Education Aid Programme
23 Birdwood Str
Athlone 7764
Ph 021 696 5500
Fx 021 696 9572

Mr Eyssen

Director Students Affairs
ABSA
P O Box 7735
Johannesburg
Ph 011 350 5493
Fx 011 350 4464

Ms S Sacco

Peninsula Technikon
P O Box 1906
Bellville 7535
Ph 021 959 6349
Fx 021 959 6108

Ms L Fick

Service Assistant Registrar
Wits University
P O Box 2050
Ph 884 2695
Fx 3394 387

Mr M Scheepers

Senior Director Finance
Technikon South Africa
Private Bag X 6
Florida 1710
Ph 011 471 2205
Fx 011 471 3355

Mr Brian Figaji

NCHE Commissioner
Peninsula Technikon
P O Box 1906
Bellville 7535
Ph 021 959 6201
Fx 021 964 504

Mr P E Schmidt

Senior Manager
NEDBANK
100 Main Street
Johannesburg
011 495 8485
Fx 011 495 8591

Mr Jon File

NCHE Commissioner
Academic Secretary
UCT
Private Bag
Rondebosch 7700
Ph 021 650 2177
Fx 021 650 2138

Mr K Scholtz
Senior Accountant
PE Technikon
Private Bag X 6001
Port Elizabeth
Ph 041 504 3270
Fx 041 533644

Mr E Fourie
Ass Director
Vaal Technikon
Van der Bijlpark
Ph 016 852221
Fx 016 851203

Prof T Schultz
Finance Task Group
c/o Dept Math
UNIBO
Mmabatho
Ph 0140 892019
Fx 0140 892052

Dr I Gabashane
European Union
1090 Arcadia Str Room 207
INFOTECH BLD
Hatfield
Pretoria
Ph 012 436 590
Fx 012 436 594

Dr R Segall
IDT
IIED Education Faculty
University of Cape Town
Private Bag Rondebosch 7700
Ph 021 650 3583
Fx 021 650 3489

Dr C Garbers
NCHE Commissioner
5 Domein 443 Sussex Str
LYNNWOOD
Pretoria
Ph 012 473 574
Fx 012 475 114

Mr W Sehurutshe
University of the
Witwatersrand
34 Graduate Lodge
Jorissen Str
Johannesburg
Ph 011 716 3256
Fx 011 716 3150

Mr S Govindsami
University of Durban Westville
Private Bag X 54001
Durban 4000
Ph 031 820 2105
Fx 031 820 2824

Mr A Serfontein
SRC President
University of Stellenbosch
10 Van der Bvl Street
Stellenbosch
Ph 021 808 2493
Fx 021 808 4806

Mr S K Grobler
Chief Clerk Bursaries
University of Zululand
Private Bag X 1001
Kwaduangezwa
Ph 0351 93911
Fx 0359 93265

Mr A Shaw
Acting Rector
Border Technikon
48 Kenilworth Road
Stirling - East London
Ph 0403 631 491
Fx 0403 632236

Mr S Grobler
Council of South African
Bankers (COSAB)
P O Box 61674
Marshalltown 2107
Ph 011 835 4978
Fx 011 838 5509

Mr E W Shozi
Secretary General SRC
University of Durban Westville
L 809 Sibisi Road
Kwanoshu 4360
Ph 031 820 9111
Fx 031 8202761

Ms Gumede
MDESU
MEDUNSA
P O Box 219
Meduma 0204
Ph 012 560 0002
Fx 012 560 0086

Mr N Halam
Financial Aid Bureau
University of Transkei
Private Bag X 1
Umtata
Ph 0471 302 2422
Fx 0471 302 2324

Ms A Harper
Dean Student Services
University of Natal
King George Ave
Durban
Ph 031 260 2443
Fx 031 260 2190

Mr A Sibanyoni
Technikon Northern Transvaal
P O Box 77573
Mamelodi West 0101
Ph 01214 30978
Fx 012140975

Mr A Hauptman
ACE
One Dupont Circle
Washington DC 20036
Ph 202 857 9450
Fx 202 223 7053

Ms K Silberman
UCT SRC
SRC Office UCT
Student Union
Red Level
Rondebosch 7700
Ph 021 650 3638
Fx 021 686 6728

Dr F Hayward
Senior Associate
ACE
One Dupont Circle
Washington, DC 20036
Ph 202 939 9745
Fx 202 833 4760

Mr S Cebekulu

SRC
M L Sultan Technikon
33 Centenary Rd
Durban
Ph 031 308 5145
Fx 031 308 5109

Ms K Hermann

Head Financial Aid Bureau
MEDUNSA
P O Box 197
MEDUNSA
0204
Ph 012 529 4622
Fx 012 529 4349

Mr M Sithole

SRC Technikon Natal
P O Box 953
Durban 4000
Ph 031 204 2186
Fx 031 202 6689

Mr R Jackson

Executive Director
TEFSA
14 Keerom Str
Cape Town
Ph 021 262 820
Fx

Ms Sitrler

Chief Bursary Officer
Ministry of Higher Education
P O Box 13186
Windhoek
Namibia
Ph 09264 61 293 3379
Fx 09264 61 236326

Mr T J James

Co-ordinator
Northern Cape Student Development Forum
P O Box 726
Kimberley 8345
Ph 0531 712120
Fx 0531 34381

Ms L Smit

VISTA University
Private Bag X 634
Pretoria 0001
Ph 012 322 8967
Fx 012 322 6454

Ms T January-Mclean

Director
Desmond Tutu Educational Trust
47 Lower Main Rd
Observatory
Ph 021 448 4630
Fx 021 448 5439

Mr C A Smith

Director Student Finance
Rand University
2nd Av 23
Westdene
Johannesburg 2092
Ph 011 489 3025
Fx 011 489 3075

Mr N Jooste

Deputy Registrar
University of Fort Hare
Private Bag X 1314
Alice 5700
Ph 0404 22000
Fx 0404 32334

Mr Mathew Smith
Research Assistant
University of Cape Town
Private Bag
Rondebosch
Ph 021 650 3446
Fx 021 650 2986

Ms C Joshua
Financial Aid Officer
Border Technikon
P O Box 1421
East London
Ph 0403 631 491
Fx 0403 632 236

Mr P Snyman
Chairman, SRC
Technikon Pretoria
Private Bag X 680
Ph 012 318 5108
Fx 012 318 5890

Mr D Kamp
Deputy Director (Finance)
UNISA
P O Box 392
Pretoria
Ph 012 429 2694
Fx 012 429 3354

Prof J Steele
NCHE - Finance Task Group
5 Rannoch Rd
Forest Town
Johannesburg
Ph 011 646 2053
Fx 011 339 7884

Dr K Habib Khan
Chief HRDD
USAID/ South Africa
Sancardia 9th Floor
534 Church Str
P O Box 55380
Arcadia, Pretoria 0007
Ph 012 323 8869
Fx 012 323 6443

Mr M Stewart
Registrar
University of Durban Westville
Private Bag X 54001
Ph 031 820 220
Fx 031 820 2824

Ms M Khoali
SRC
University of the Free State
Ph 051 353 48
Fx 051 401 2117

Dr E Strydom
Executive Director
CTP
Pretoria
Ph 012 323 9444
Fx 012 325 7387

Prof B Khotseng
NCHE Task Gr Current
Situation
University of the Free State
Ph 051 401 3002
Fx 401 2117

Dr R Stumpf

NCHE - Commissioner
Private Bag X 41
Pretoria 0001
Ph 012 202 2000
Fx 012 202 2828Lt

Mr S Khumalo

President SSU
University of Zululand
Private Bag X1001
Kwadlangelwa 3886
Ph 0351 93911 Ext 2027
Fx 03431 44325

Lt Col Terblanche

Deputy Director Finance &
Training
SAPS
Private Bag X 94
Pretoria
Ph 012 353 617
Fx 012 353 6277

Mr Khumalo

Secretary
UDUSA
Braamfontein 17th Floor
Devonshire House
Jonisen Str
Braamfontein
Ph 011 903 2870
Fx 011 339 5778

Mr Tjia

Vice-President, SRC
University of the North
Private Bag X 1106
Sovenga 0727
Ph 0152 268 2853
Fx 0152 267 6152

Mr E Kilpert

Vice Principal
Technikon South Africa
Private Bag X 6
Florida 1717
Ph 011 4712 2060
Fx 011 471 2551

Dr D Tromp

Registrar Finance
P O Box 368
Pretoria 0001
Ph 012 318 5056
Fx 012 318 5051

Mr J Klaas

Executive Director
BCSA
P O Box 43285
Salt River 7925
Ph 021 478 8055
Fx 021 473818

Mr F van den Berg

Registrar
Technikon Witwatersrand
2 Sorrento Ave
Risdale 2195
Ph 011 406 2515
Fx 011 402 2682

Dr A Knock

Ass Registrar Financial Aid
University of Natal
King George Ave
Durban
Ph 031 260 2192
Fx 031 260 2173

Mr van Niekerk

Accountant
University of Stellenbosch
Private Bag X 1
Matieland 7602
Ph 021 808 4539
Fx 021 808 4499

Ms J Koopman

Head Undergrad Financial Aid
UCT
Private Bag
Rondebosch 7700
Ph 021 650 2136
Fx 021 616334

Mr J F van Schalkwyk

Deputy Director Student Liason
UNISA
P O Box 392
Pretoria 0001

Prof J M Grove

Vice Rector Student Affairs
Vaal Triangle Technikon
Private Bag X 021
Vanderbijlpark
Ph 016 851272
Fx 016 898 3216

Prof M West

Deputy Vice-Chancellor
University of Cape Town
Private Bag
Rondebosch 7700
Ph 021 650 2175
Fx 021 650 2138

Mr B Kumm

SRC President
Port Elizabeth Technikon
Student Centre
Port Elizabeth
Ph 041 504 3322
Fx 041 504 3475

Mr R van Tonder

Chief Director (Finance)
Rand University
PO Box 524
Auckland Park
Johannesburg 2006
Ph 011 489 3032
Fx 011 489 3010

Mr S P Lamini

Financial Commissioner
SRC UWC
Private Bag X 17
Bellville 7530
Ph 021 959 2738
Fx 021 959 2535

Mr A J van der Walt

Head Study Financing
University of Pretoria
Hillcrest
Pretoria 0001
PH 012 420 2727
Fx 012 432 185

Dr P Lolwane

NCHE Commissioner
P O Box 1022
Kelvin
Ph 802 643 70
Fx 802 643 6319

Mr P van der Walt
Director Dept MBL
Private Bag X 6001
Potchefstroom
Ph 0148 299 2190
Fx 0148 299 2799

Mr H A Long
Registrar (Finance)
Rhodes University
P O Box 94
Grahamstown 6140
Ph 0461 318123
Fx 0461 27411

Mr J van Wyk
Vice Chair SRC
University of Pretoria
Hillcrest
Pretoria 0001
Ph 012 433 543
Fx 012 420 9111

Mr L A Mabentse
Dean of Students
University of Transkei
Private Bag X 1
UNITRA
Umtata
Ph 0471 3022 736
Fx 0471 26820

Mr J van Zyl
Registrar
Cape Technikon
P O Box 652
Cape Town
Ph 021 460 3355
Fx 461 7564

Ms K MacGregor
Project Organiser
SACBC
Educational Assistance Scheme
P O Box 2083
Southdale 2135
Ph 011 433 1888
Fx 011 680 9628

Mr D H Venter
Bursary Director
SA Institute of Race Relations
P O Box 32597
Braamfontein 2017
Ph 011 339 3193
Fx 011 339 1834

Ms MacGregor
Editor - THES
University of Natal
07 Natal
Private Bag X 10
Polbridge 4014
Ph 031 260 2526
Fx 031 260 2813

Mr C Wait
Secretary SRC
University of Port Elizabeth
P O Box 1600
Port Elizabeth 6000
Ph 041 504 2172
Fx 041 504 2699

Mr B Madzhe

Director
University of Venda
Private Bag X 5050
Thohoyandou
Venda/ Northern Transvaal
Ph 0159 21071
Fx 0159 22045

Mr J Wasserman

Assistant Registrar Finance
P E Technikon
Private Bag X 6001
Ph 041 504 3219
Fx 041 533 644

Mr S C Makgoka

AssRegistrar
University of the North
Private bag X 1106
Sovenga 0727
Ph 0152 268 2111
Fx 0152 267 0142

Mrs Z Mdhlahla

Financial Aid Director
Technikon Natal
P O Box 953
Durban
Ph 031 204 2557
Fx 031 204 2159

Mr E Makua

Vice-President
UDUSA
Private Bag X 1311
Silverton 0107
Ph 012 801 0212
Fx 012 801 0239

Ms C Wilcox

Chief Professional Nurse
Carinus Nursing College
Private Bag X 1
Groote Schuur
Observatory/ Cape Town 7925
Ph 021 404 6151
Fx 021 404 4400

Mr T Wills

Dean of Students
University of Natal
Private bag X 01
Scottsville 3209
Ph 0331 260 5414
Fx 0331 260 5798

Ms M Williamson

Manager
First National Bank
Bank City
Johannesburg
Ph 011 352 4452
Fx 011371 2023

Mr N Maluleke

FAB Administrative Manager
UNISA
P O Box 392
Pretoria 0001
Ph 012 429 3612
Fx 012 429 3354

Mr L Mapefane

Financial Aid Officer - SRC
Medunsa University
Room 5506
Clinical Pathology Building
Pretoria
Ph 012 529 4622
Fx 012 529 4349

Mr Zondo
National General Secretary
UNISA
59-19th Ave
Alexandra Township 2090
Ph 011 443 0150
Fx none

Mr M A Mashego
Technikon Northern Transvaal
Private Bag X 07
Pretoria North 0110
Ph 01214 912138
Fx 01214 912 158

Mr A Mashigo
University of Pretoria
Pretoria 0002
Ph 012 420 9111
Fx 012 420 2029

Mr S Mashilwane
Secretary SATSU
Private Bag 1680
Pretoria 0001
Ph 012 318 5109
Fx 012 318 5190

Mr B May
Executive Director
CCERSA
P O Box 304
Kasselsvlei
PH/ Fx 021 951 5526

Ms Mbatha
UDUSA
P O Box 33609
Glenstantia 0010
Ph 012 420 3111
Fx 012 420 2260

Mr L McKend
Vice-President
SAU-SRC
Langenhoven
Studente Sentrum
Stellenbosch 7600
Ph 021 808 2493
Fx

Ms S Mkhabela
Programme Officer
UNETPSA/ UNDP
Praetor Forum
269 Van der Walt Str
Pretoria 0001
Ph 012 320 4360
Fx 012 320 4353

Staff

Ms Minnie Venter
Consultant
Minnie Venter cc
31 Alpina Road
Newlands 7700
Cape Town
Ph 021 64 4296
Fx 021 683 1087

Dr Doug Passanisi
Project Director
TEPS
14th Floor
Total House
Braamfontein
Ph 011 403 4250
Fx 011 403 1560

Mr Frank Hildebrand

Administrator
Minnie Venter cc
31 Alpina Road
Newlands 7700
Cape Town
Ph 021 64 4296
Fx 021 683 1087

Ms Thoko Mawere

TEPS
14th Floor
Total House
Braamfontein
Ph 011 4034250
Fx 011 403 1560

Ms Shurley Tau

TEPS
14th Floor
Total House
Braamfontein
Ph 011 4034250
Fx 011 403 1560

Ms Eno Isong

TEPS
14th Floor
Total House
Braamfontein
Ph 011 4034250
Fx 011 403 1560

Ms Sinky Lithebe

TEPS
14th Floor
Total House
Braamfontein
Ph 011 4034250
Fx 011 403 1560