

Mid-Term Review of the SANTED II Program of Support to Tertiary Education in South Africa

Mid-Term Review

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The report is presented in a series, compiled by Norad to disseminate and share analyses of development cooperation. The views and interpretations are those of the authors and do not necessarily represent those of the Norwegian Agency for Development Cooperation.

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June 2009

REPORT OF A MID-TERM REVIEW OF THE SANTED II PROGRAM OF SUPPORT TO TERTIARY EDUCATION IN SOUTH AFRICA

Table of contents

Acknowledgements

List of abbreviations

Executive Summary

1. Introduction and Background to the Review

1.1. Origins of SANTED

1.2. SANTED I and its achievements

1.3. SANTED II, its goals and activities

2. Focus of the Review and Terms of Reference

3. The Review in operation: methods and approaches

4. Findings of the Review

4.1. SANTED Management and financial control

4.2. Access, Retention and Success activities

4.3. Capacity Building

4.4. Regional Cooperation

5. Main outcomes from SANTED II

5.1. Program design and component identification

5.2. Relevance of the interventions

5.3. Effectiveness of the projects

5.4. Performance assessment of the components

5.5. Efficiency of the projects

5.6. Monitoring and evaluation

5.7. Sustainability

6. Conclusions and recommendations

6.1. Principles and lessons learned

6.2. The legacy of SANTED II

6.3. Footnote

6.4. Summary of main issues

7. Annexures

7.1. Terms of Reference for the Review

7.2. Itinerary for the Review Team

7.3. List of persons met

7.4. Narrative account of findings from field visits and interviews

7.5. Aide memoire submitted to the Royal Norwegian Embassy

7.6. The South-South cooperation model: some comments

7.7. References

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Finally we would like to thank NORAD and the Royal Norwegian Embassy for giving us the opportunity to study at first hand such an innovative and significant program which is contributing so much to the qualitative development of tertiary education in South Africa.

Robert Smith
Michael Cross

The views expressed in this document are those of the Reviewers only and do not necessarily reflect the views of the Royal Norwegian Embassy, NORAD or any of the institutions or organizations mentioned.

List of abbreviations

APES	Animal, Plant and Environmental Sciences (at Wits University)
CEPD	Centre for Education Policy Development
CHE	Commission for Higher Education
DoE	Department of Education (of the South African Government)
DVC	Deputy Vice Chancellor
GoSA	Government of South Africa
HR(D)	Human Resources (Development)
IT/ICT	Information technology/communication technology
M & E	Monitoring and evaluation
MoU	Memorandum of Understanding
NCHE	National Council for Higher Education
NEW	Namibia, Eduardo Mondlane and Wits cooperation project
NGO	Non-Governmental organization
NMMU	Nelson Mandela Metropolitan University
NoK	Norwegian Krone
NORAD	Norwegian Agency for Development Cooperation
NPHE	National Policy for Higher Education
NSC	National Senior Certificate
RU	Rhodes University
SADC	Southern African Development Community
SANTED	South Africa-Norway Tertiary Education Program
SAKHA NGETHEMBA	University of Fort Hare Project for Access and Retention
SAR	South African Rand
SES	Socio-economic status
SRC	Student Representative Council
SUKAR	UKZN Access and Retention Program
UEM	Eduardo Mondlane University, Maputo, Mozambique
UJ	University of Johannesburg
UKZN	University of KwaZulu Natal
UNAM	University of Namibia
UNISA	University of South Africa
UNZA	University of Zambia
UWC	University of the Western Cape
VCT	Voluntary Counselling and Testing (for HIV/AIDS)
ZAMANAWE	Zambia, Malawi, Namibia and Western Cape HIV/AIDS Peer Educator cooperation project
ZAWECA	Zambia/Western Cape HIV/AIDS program

Executive Summary

- SANTED II, the subject of this Mid-Term Review, grew out of the earlier SANTED Phase I, building on its principles and experience.
- SANTED II focused on university student access, retention and success, capacity building within the tertiary sector and the development of regional linkages within higher education. The selected areas complemented national policies for higher education in South Africa and elsewhere.
- Management of the program was carried out by the SANTED office within CEPD, Johannesburg and South African universities (Wits, UWC and Rhodes) became lead institutions in developing regional linkages. Overall, SANTED II involved 16 projects in 6 partner countries.
- The Mid-Term Review involved documentary analysis, interviews with key players and field visits to a number of institutions.
- The Reviewers found that the management of the program had been excellent and that partner organizations had appreciated the level of support available; some financial disbursement problems had been experienced but these had largely been overcome by new procedures.
- Access, retention and success activities had generally been successful in the institutions visited especially as a variety of approaches had been taken. SANTED has created environments where student tracking and support systems were seen as core activities for universities; staff buy-in remained problematic in some instances
- A combination of top-down and bottom-up approaches appeared to work best with significant 'champions' playing a key role in acceptance of innovations; sustainability depends on the same principles
- Capacity building was demonstrated at numerous levels from the induction of staff into more IT-related practices to the skill and knowledge development of student peer-educators. Reflection on university practice at the curriculum and program design level as well as at the 'forms of knowledge' level was a significant contribution by SANTED to capacity building in this crucial sector of the education system. Further examples of capacity building have been demonstrated at UNAM with its new Faculty of Engineering, Rhodes' reinvigoration of its African Language Studies, the Virtual Classroom project and the HIV/AIDS Peer Educator work.
- Regional cooperation has worked best where there has been a common academic culture and where partners have shared a certain level of administrative competence; the quality of initial analysis before partnerships are signed up to is a critical issue for later success. Partnerships built on successful prior experience also stand a better chance of achieving their goals
- The Review Team found that the program design, though complex was coherent and that the individual components linked well within a broad

- framework of capacity building. Relevance to GoSA priorities and policies was high as were the regional activities in relation to SADC policies for tertiary education
- The effectiveness of the program may be measured by the extent to which objectives were achieved, whether SANTED was critical to this achievement and whether the changes brought about by the program are sustainable. On all these measures SANTED II can be judged an effective intervention
 - Individual components performed well and were efficiently managed; monitoring and evaluation procedures were institutionalized and provided reliable feedback
 - Sustainability has largely been established with examples of universities taking on SANTED-funded staff and activities within their own budgets
 - The lessons learned from SANTED II and its legacies include the need to focus on what universities already do but to help them do it better; that modest outcomes are more likely to be achieved than 'Big Bang' expectations; that the selection of key areas (such as support to transformation processes) will have a broader long-term impact; that championing is a critical issue; that partnership must be as real as possible; that HRD is a strategic dimension of innovation and that using success stories to acquire further support is an essential strategy.
 - SANTED II legacies include the successful testing of the South-South support model, a more reflective practice in the tertiary sector, greater competence and capacity at a number of levels, more curricula, course materials and research papers produced and improved analysis of the tertiary sector.
 - Sound policies regarding access and retention have been developed in partner institutions and innovative practices have taken firmer root
 - The DoE has referred to SANTED as 'the crown jewel' in support to tertiary education
 - Problems remain in terms of the extent to which individual universities may be able to take up financial responsibility for SANTED activities beyond the program's termination, the extent to which staff have been able to 'buy-in' to new practices, the limited amount of strategic research undertaken within SANTED and the continuing problem of staff overload in some institutions. IT problems are not fully overcome and there are still some imbalances in partnerships arrangements
 - However, the total picture of SANTED II has been a very positive one and the reviewers predict that its final stages will run smoothly and will leave a lasting legacy for South African tertiary education

REPORT OF A MID TERM REVIEW OF THE SANTED II PROGRAM OF SUPPORT TO TERTIARY EDUCATION IN SOUTH AFRICA

1. Introduction and Background to the Review

1.1. Origins of SANTED

The South African Policy on Higher Education (NPHE, 2001) identified a number of objectives for the future of higher education in South Africa:

- Increased participation, with a focus on issues of redress and equality
- Greater responsiveness to societal interests and needs; and
- Increased cooperation and partnerships in the governance structures and operations of higher education.
- Restructuring of higher education
- A greater role in the SADC Region

These focus areas represented a considerable level of complexity through the dense interaction among stakeholders at national, regional and institutional levels. SANTED, launched in 2000, therefore began as a 5 year program of support to the transformation process being undergone in the tertiary education sector in South Africa, focusing on three broad areas – improvements in student access, retention and success, capacity building among university managers and the development of regional (SADC) cooperation among selected universities. Approximately NoK 54million was made available for this strategic program.

SANTED arose as a response to the difficult situation in which universities and the Government of South Africa found themselves. The tertiary sector was financially and managerially unstable, its outputs were often of poor quality and campus life was frequently disrupted by student strikes and demonstrations. Government subsidies were dependent on enrolment and completion rates – weak areas in poorly managed universities. Thus the three-fold focus of SANTED emerged, very much as a demand driven program.

Improving student access, retention and success rates was intended to build on existing university systems but to refresh and redesign them such that lessons of principle and good practice could be drawn out for wider application. Capacity building activities were originally aimed at institutions which were relatively isolated and even rural – the universities of Zululand and Fort Hare. SANTED II was to refocus this initiative on universities reinventing themselves after amalgamation with other institutions such as technikons. It should be noted at this point that capacity building became a major spin-off from all the activities of SANTED in both phases.

Regional (SADC) cooperation was the third dimension of SANTED which continued into the second phase but in an adjusted form. As the reviewers of

SANTED I expressed it this kind of work required the 'embedding of project activities in existing organizational structures and programmes'. This emerged as a key factor in component success or failure and remains an important learning outcome from SANTED.

The reviewers of the first phase of SANTED confirmed the relevance of the areas chosen for support, the effectiveness, efficiency and demand-driven nature of the program. Note was taken of the 'significant impacts' of the selected activities.

1.2. SANTED 1 and its achievements

As a general comment the reviewers of SANTED I found the program highly satisfactory and their recommendations amounted to some fine tuning here and there rather than any major reshaping of the initiative. SANTED had largely achieved its goals in institutionalizing the changes to university practice introduced and cementing the international relationships entered into. The reviewers recommended that in general the business plan for SANTED should be followed with some modifications and that future projects should be carefully selected in line with national policies for higher education, especially in terms of SADC cooperation. There should be more focus on strengthening management capacity and performance indicators should be developed further. Institutional anchoring of projects should be ensured as should the linkage between access and retention activities. SANTED should try to spread lessons of good practice on access and retention to other universities and should ensure that capacity building is well established and links closely to access and retention. Expansion of SADC cooperation was also recommended by the reviewers, subject to external advice where necessary. Sound projects like NEW and ZAWECA (later ZAMANAWE) should be consolidated and the issue of payments to staff in partner institutions codified and regulated.

In short, SANTED I was seen as an effective and well managed support program which should be continued and even extended. Its goals had been well established through the business plans and measurement of success was readily achieved.

1.3. SANTED II: goals, structure and main components

1.3.1. SANTED II as a continuation of SANTED I

In considering the continuation of SANTED into a second phase the reviewers of SANTED I recommended that the broad principles which had informed Phase 1 should be maintained, embracing the NPHE and SADC guidelines. The question was posed by the Phase 1 reviewers of whether SANTED II should consolidate progress made or should look for renewed activities. The view of the DoE was that both strategies should be considered. In the event SANTED 1's recommendation repeated the need for greater attention to be paid to improved

participation and graduation rates, drawing students from a broader social background and enhancing equity especially for women and for black students. The challenge of restructuring higher education was also addressed through the recommendations from the SANTED 1 Review. Among the points made was the necessity for supporting the DoE in the setting up of new National Institutes for Higher Education in the Northern Cape and in Mpumalanga. In the event these proposals were not taken up but a focus on the comprehensive universities undergoing a transformation process was. Under the broad heading of capacity building SANTED II was to support specific institutions in these activities.

The importance of regional cooperation within the SADC area was also emphasized in the SANTED 1 recommendations. Building on what had gone before was proposed both within the region and among cooperating institutions within South Africa. A budget of similar proportions to SANTED 1 was also recommended to the Norwegian authorities. Finally, it should be emphasized that the SANTED 1 reviewers remained conscious of the need to adhere to the national policy for higher education, to conform to SADC guidelines and to fit their proposals closely to DoE priorities.

1.3.2. Overview of the revised program

In considering SANTED II it should be noted that the stress of the project from Day 1 was on longer term outcomes. Norwegian money promoted policy and provided support for what universities could not readily get from the DoE. Poor graduation rates remained a central issue especially when national funding arrangements mainly reward research and post-graduate enrolments. Lip service is paid to teaching and learning but institutional support is usually limited. Focus on student retention and success was designed to inform institutions on improving their record-keeping, status and cost-effectiveness. Norway also encouraged innovation such as the UKZN approach to retention with close monitoring and tracking of cohorts, the introduction of Saturday classes etc. A Deputy Vice Chancellor (Teaching and Learning) post was established at UKZN and SANTED influenced this decision. The early focus of SANTED was on access and retention but this was not always successful; refocusing was negotiated with DoE and NORAD. Quality and retention became major issues and SANTED raised the profile of these concerns and got high level institutional support.

Experience showed that systems have to be in place and lines of accountability have to be established if regional and institutional cooperation are to succeed. The agreement between UNISA and Agostino Neto (UAN) in Angola is a case in point. Five successive Senate meetings did not take place at UAN, fatally damaging program preparation. The switch at Eduardo Mondlane (UEM) to a three-year degree pattern instead of four and five-year programs also hindered full cooperation with South African partners. In the field of regional cooperation

South Africa was always seen as a big brother but generally these arrangements worked well although UEM in Mozambique was always administratively problematic even before the shortening of academic programs took place.

Financial arrangements worked reasonably well with 6 monthly requests within an agreed budget plus other safeguards although, as noted elsewhere, some institutions complained of delays in payments and problems with bank charges and exchange rates. SANTED cost centres were established within institutions which eased administration.

Lessons for a donor arising from such a project included the importance of working with fully functioning institutions, ensuring high level support within the institutions and recognizing that South African universities still need support. The tertiary sector has maybe 5 top universities plus a long tail: access, retention and success are still critical areas for attention. Universities transforming themselves also need support especially in terms of the analysis of knowledge gaps between diploma and degree studies.

The interface with the Embassy, SANTED and the Department of Education (DoE) worked very well. The Director of SANTED is accountable to the DoE not to CEPD. Management of the program with 16 projects in 6 countries was a complex task but it worked well. SANTED did not exist as a legal entity so the partnership with CEPD was formed to provide a fund manager through whom salaries and other payments could be disbursed. CEPD received a fee and office rent for hosting SANTED. DoE was quite 'hands off', recognizing that the program is important. Norway's involvement was much appreciated by the DoE. All in all the model worked well.

Annual Meetings with the Embassy were very valuable; Tove Kvil from NORAD headquarters in Oslo was especially supportive. The early discussion of indicators was problematic, especially in terms of overall program indicators; it was eventually agreed to focus more on whether the right areas were being addressed through SANTED II.¹

2. Focus of the Review and Terms of Reference

The focus of the Review of SANTED II may be summarized as:

To examine the extent to which the SANTED II intervention achieved its goals efficiently and effectively, whether those goals remain valid for the future and

¹ In fact various component progress reports included quite detailed indicators (see for example UWC Equitable Access, Retention & Success Progress Report Jan-Sep 2008) but these received little emphasis in interviews and discussions.

whether the program has created a sustainable set of solutions to the three-fold challenge it was designed to address.

Detailed Terms of Reference are found as Annexure 7.1. but in essence the consultants were required to assess SANTED II from its inception in 2006 until 2008, focusing specifically on the relevance of the program to tertiary education challenges in South Africa and the region, to examine the effectiveness, sustainability and efficiency of the program and to conduct a performance assessment of the various components. In practice program reports and project summaries up to April 2009 were available and the findings of the review team incorporate this later information. Methodology and scope included documentary review and analysis, a survey of performance indicators, field visits to a selection of cooperating institutions and interviews with key personnel. The review team was also required to identify the major strengths and weaknesses of the program, to assess its impact on strategically important areas of tertiary education, the realism of the various business plans prepared within the program and to draw out the lessons and legacies deriving from the range of activities supported by SANTED II.

3. The Review in operation: methods and approaches

Given the focus of SANTED II on access, retention & success, capacity building and regional cooperation, the review was designed to address a number of broad issues.

First the Review Team wished to examine the *program design* in terms of its internal and external efficiency – its capacity to meet its own goals and ensure relevance to the wider environment. Within the assessment of program design the reviewers were also keen to evaluate the realism and attainability of its aims and objectives. Program indicators had been prepared (but had become less prominent in reports and business plans over time) and their measurability and relevance required examination. Most importantly it was felt essential to assess the design of SANTED II in terms of its fit with the wider concerns of the South African Department of Education (DoE) and the commitment of the donor partner to a sound and sustainable support program for tertiary education.

SANTED II consists of a number of components, some closely related and others more loosely coupled. A key set of questions for the Review Team was whether the *components were correctly identified* as strategic and important, did they target crucial areas and were they appropriate, coherent and complementary? In addition the Review Team felt it important to assess the process of negotiation of the components in terms of how the partnership between Norway, the DoE and the individual institutions had been arrived at.

A third important area for the reviewers was that of *program management*. An assessment of structures and procedures was an obvious requirement from the ToRs as was an evaluation of the effectiveness of program administration at all levels. As a sub-set of this area it was also important for the reviewers to form a view of the donor's requirements of the management system and the capacity of the partner institutions to respond to these requirements.

The fourth broad area for review was that of *financial management* in terms of budgeting and utilization of funds, both at the institutional and the program management levels. Issues such as the appropriateness of budgets to the size and complexity of individual components, procedures for accounting and auditing and systems of dealing with problems and anomalies needed to be assessed.

Monitoring and evaluation (M&E) of program components formed the next category of issues for review. It was felt by the Review Team that collaborative and formative systems of M & E should typify a complex program of this nature. A program with 16 components spread across 6 countries demands an innovative and participatory approach to monitoring and evaluation if outcomes and outputs are to be adequately assessed.

If M & E is to be seen as a critical component for measuring success then *assessment of the impact* of the various components is equally important. The reviewers were keen to see what measures were available to show the positive impact of program strategies, how successes and failures were identified and how the program might have been implemented more successfully. The choice of activities within SANTED II focused largely on what universities already do but the key theme of the program was helping them do these things better. Impact should be measurable through improved and more effective ways of accomplishing key tasks within the university.

Sustainability is perhaps the keystone concern for donors supporting any kind of innovation or developmental program. Can the program activities, ideas, approaches, concepts be continued or mainstreamed into day-to-day practice or will the conclusion of external funding mean the conclusion of the innovation or good practice so expensively developed? To the SANTED II reviewers sustainability has to be assessed as more than a matter of who will continue to pay for the key aspects of the program originally funded from outside. Sustainability has other dimensions. The first of these is institutional sustainability - does the project partner really want the innovation and is the capacity there to maintain and possibly extend it? The second dimension is social and professional sustainability - can those who have been engaged in the innovation continue to dedicate their time and energy to the project activities and will the activities remain important to the implementers? Third is the issue of

policy sustainability - will the innovation continue to form an important dimension within the higher education policy framework of the Government? It could be argued that funding remains at the heart of all these sustainability concerns but the fit of the program with the vision and concerns of the participants is a necessary if insufficient condition for sustainability.

Finally, the Review Team was required to draw out the *lessons and legacies* from SANTED II. Related to sustainability and replicability the lessons and legacies identified should provide clear indicators of how such interventions as SANTED II may inform the development dialogue going on within the partner countries and institutions and even further afield. Success stories are rare enough in development assistance and they deserve as much attention as can be generated. Direct transfer of experience may be illusory; as Stenhouse said of the role of Comparative Education the most we can hope for is to 'tutor our judgement' but this is no mean task. Broad lessons and principles derived from a successful set of activities provide the guidelines for further successes and deserve wider attention. To this end the Review Team set out to assess what had been learned, what legacies might remain within the tertiary sector in the partner countries and what recommendations should flow from this analysis.

4. Findings of the Review

Introduction

As has been noted SANTED II is a large and complex program covering 16 components in six countries. What follows is a summary of key issues derived from the Review process described earlier rather than a detailed, project-by-project analysis. Annexure 7.4. contains more detailed findings dealt with project by project and based on interviews conducted at each project site plus analysis of relevant documents such as annual reports and more recent progress reports.

4.1. SANTED management and financial control

4.1.1. The role of CEPD, the SANTED Office and the Royal Norwegian Embassy

The Review Team was impressed by the efficiency of the central management of this complex program. SANTED's management was located within CEPD as an administrative, financial and legal convenience to avoid the setting up of a new entity that would have to conform to all kinds of regulations. It was found more practicable to lodge SANTED management within an existing organization through which formal procedures for making payments, auditing and reporting could be channeled. This seemed to work very well and as a lesson for future cooperation provides a convenient and workable model. CEPD as an organization took no part in the actual management of SANTED II (this was carried out by SANTED's own staff) but provided a 'shelter' within which the program could work with a minimum of bureaucracy.

The quality of management provided by the SANTED staff was demonstrated by the immediate availability of appropriate documentation (including business plans, annual reports and progress reports), by the logistical arrangements made for the Review Team and through feedback received from cooperating institutions. Without exception all the information received by the Review Team bore witness to the effectiveness of SANTED's management. Good relations resulted in the confidence partner institutions felt in the project management. From the SANTED side it was noted that occasionally pressure had to be exerted on partner institutions to ensure the meeting of deadlines and the quality of reporting and planning. However, as a general picture it was clear that this was a well managed program, due in large part to the quality of the people involved. As a further lesson from experience to be picked up elsewhere in this report, the importance of the right people in the right jobs at the right time (a good working definition of 'capacity') cannot be over-emphasized. It is hard to legislate for this but at least the experience teaches that every effort must be made to put the right people in key positions if effectiveness and efficiency are to be achieved. SANTED has been fortunate in all three of its directors - the late Derek Young, Trish Gibbon and Ahmed Essop.

Relations with the Royal Norwegian Embassy were also very positive and tribute was paid by SANTED management and by individual institutions to the level of interest displayed by Embassy and NORAD staff over the lifetime of SANTED.

Turning to the financial aspects of the management of SANTED II there was positive feedback from all the institutions visited. Within the overall pattern of satisfaction with the way finances were managed within SANTED II there were some areas of difficulty. Most of these had been identified in the earlier Review at the close of SANTED 1 but they proved awkward to deal with. The first set of issues concerns the 'intractables' - in other words the inherent difficulties in transferring money across borders. Fluctuating exchange rates and variable bank charges made it difficult to reimburse expenditure accurately. These problems were well understood by all partners but still created some tensions. The second set of problems arose from the role of the lead institution to which applications had to be made for funds. The Review Team heard that there were often delays in payment and in some cases the receiving institution (e.g. UNAM) used its own funds or was helped by the Ministry of Education until money arrived.

Despite these hiccups and glitches, which were only occasional, the financial management picture for SANTED II is a satisfactory one. Each project submitted copies of financial statements to the Review Team and it was clear that the combination of good business plans and block grants made against agreed budgets worked well. An indicator of this is that SANTED II activities will have sufficient funds to continue well into 2010.

4.2. Access, Retention and Success activities

These activities were conducted at Rhodes University, University of the Western Cape, University of KwaZulu Natal and at the University of Fort Hare. All these institutions were visited by the Review Team although UKZN and UFH staff were interviewed at their respective Durban and East London campuses only.

Starting with a broad overview of findings the Review Team was struck by the variety of approaches tested by the different institutions. UWC chose to address access issues through such strategies as a school-based upgrading program for potential students in science and mathematics, winter and spring schools, career advice and the development of a student information system. Other universities focused on support and mentoring for enrolled students. In addition, UWC developed a research-based approach to benchmarking and admission testing, a critical area given current concerns about the validity of the National Senior Certificate (NSC) as a predictor of university success. UWC's approach has incorporated a student enrolment management system and the bringing together of staff to debate teaching and learning issues. Staff capacity building has been an important dimension of the access, retention and success strategies developed at UWC. Post-graduate students have not been neglected as efforts have been made to identify and address the problems preventing graduate students from completing within a reasonable time. UKZN has introduced cohort tracking and the Sakha Ngethemba project at Fort Hare has instituted a similar program buttressed by an Enrolment Management package.

Retention and success initiatives demonstrated some variety as well. What was a common thread running through all the institutions visited was the way in which SANTED had facilitated student tracking processes, making student progress and results more accessible and analyzable. Diagnostic testing of students had also been improved. The RU multi-lingualism project had positively affected student success rates and UKZN had also focused on terminology development as an aid to student learning and hence retention. The raising of awareness among staff was a further significant factor in the multi-lingual work². Overall SANTED II has facilitated renewed interest in and strategies for improved approaches to teaching and learning at the university level. There remain problems of staff and student 'buy-in' to revised approaches which may demand more time commitment. There was considerable variation in the response of different academic disciplines to the challenges of access, retention and success. Engineering at UKZN was a positive case in point but other disciplines appeared less ready to examine their practice in the light of

² SANTED's work on multi-lingualism was noted with appreciation in a Ministerial report on responses to discrimination in South African higher education

research findings. The recurring issue of 'champions' arose again in this context. SANTED II can claim to have influenced senior staff at the DVC and PVC level to support policy initiatives such as more coherent tracking of students, greater emphasis on mentoring and academic support and even to consideration of dual medium teaching and examinations.

UFH had developed six sets of activities – retention policy, research, enrolment management, tracking system development, teaching support and learner support. This comprehensive package attempts to address all aspects of student life, not just academic performance. New policy statements had been developed using some external help and the student tracking system is available on-line. Buy-in by academics was again highlighted as an issue, especially where technical competence with IT was required. What SANTED has accomplished is the establishment of a coherent package of approaches at Fort Hare which will form the basis for a continuing structure of student support and staff capacity development aimed at raising the quality of the university experience for all.

Significant issues arising from the Review included the importance of the combination of top-down (championing) support and bottom-up (practical) strategies. Where components have worked best there has been a balance between these approaches. Integration of practice into the mainstream of university work has also been an important principle. The program at UWC, for example, illustrates the strategic importance of supporting and enhancing the core business of any university – to admit potentially capable students, to support their learning such that they progress along a normal curve of development and to bring them to the point of success in their academic program. SANTED II has facilitated this by funding the space and capacity to carry out these core tasks more effectively. Sustainability has been achieved at a number of partner institutions through the establishment of new posts, through enhanced research capacity and through the development of teaching and learning approaches.

Monitoring and evaluation have also been strengthened and the student assessment capacity of a number of faculties and departments has been improved, providing models for the wider university community. As the section of this report devoted to lessons and legacies from SANTED indicates a focus on content rather than counselling has proved to be effective, mentoring is largely, but not always, preferred to tutoring, language issues are extremely important and explaining the 'rules of the academic game' paid dividends for student learning (see section 6 below). However, in the opinion of the Review Team the dominant outcome of the set of activities devoted to access, retention and success was the renewed focus on what universities can do to raise the probability of student success. This marks a significant shift from the 'sink-or-swim'

philosophy which characterized much of South African higher education in the past, especially at the historically disadvantaged universities. There is still a long way to go before total buy-in by all university leaders, staff and students but SANTED II has tested cost-effective approaches and the signs are there that in many cases these approaches will become part of the mainstream. SANTED-funded activities have shown the need for accurate data, the necessity to feed good practice into all faculties and departments and the importance of utilizing sound IT practice and capacity within the university. Monitoring has been a significant factor in success and research findings have helped in the search for sustainability and mainstreaming.

4.3. Capacity building

Capacity building has been an important dimension of all the components of SANTED II whether the focus has been peer educator approaches to HIV/AIDS or improving access and retention. However, some components have been more heavily directed at strategic capacity building than others. For the purposes of this Review capacity building is defined as the development of the appropriate skills, knowledge and attitudes required to perform effectively in a given situation. This developmental process is accompanied by rigorous analysis of the *status quo* and the strategic solutions which present themselves. The specific strategic situation which SANTED II has helped to address is that of the transformation of universities into learning organizations which reflect on their own practice and which seek to address the challenges a new reality thrusts upon them.

A case in point is the partnership between Nelson Mandela Metropolitan University (NMMU) and the newly formed University of Johannesburg (UJ). Both are 'comprehensive' universities set up as a result of the amalgamation of previous stand-alone institutions into multi-campus, multi-purpose universities. The critical issue faced by such comprehensive universities is that of absorbing a technikon, originally designed largely for sub-degree study programs, into the more academic environment of the traditional university. The so-called 'binary divide' between those preparing for technical careers and those engaged in academic study represents the dominant capacity challenge faced by such institutions. Questions of the appropriate curriculum for tertiary education, dealing with what may be a conflict of ethos among the amalgamated institutions, how to conform to the requirements of the national qualification structure and to the demands of professional bodies, how to develop an effective pedagogy at the tertiary level and how to respond to the demands of a changing labour market have all presented themselves to academics for whom many of these questions are completely new. The old university structure was relatively unproblematic but now new challenges have to be addressed. SANTED II has provided the space, time and funding for the questions thrown up by

institutional amalgamation to be addressed and for capacity for change and innovation to be developed in the participating universities.

A key strategy employed at NMMU/UJ has been the development of Case Studies in a number of disciplines. This work has enabled academics to step back and examine the implications for change which new circumstances have thrown up. Out of the Case Studies has come a more coherent theory of tertiary education and a new paradigm of scholarship and research. Deeper analysis of the 'forms of knowledge' appropriate to different levels of study has emerged; the structure of the curriculum has taken second place to the identification of the skills and knowledge that should form the basis of a professional or academic training.

Issues arising from the experience at NMMU/UJ include the central one of how to build the capacity of staff to deal with such new and far-reaching challenges – what models to apply and how to bring about the shift in ethos and approach implicit within such radical developments. Content, purpose and pedagogy have become key concerns not only at the institutional level but as national issues. The debate about the knowledge divide is not conceptually understood throughout South Africa and the work funded at NMMU/UJ has national implications which need to be taken up and discussed more widely. Among the recommendations of the Review Team is a 'Post-SANTED Conference', some time in 2010, which will present the findings and outcomes from the program and stimulate the wider debate on such crucial issues as the role, purpose and processes which tertiary education should pursue in South Africa.

Capacity building at NMMU/UJ has been strategic in nature. The teams in these two universities have been enabled to reflect on issues which affect the whole tertiary sector within South Africa and beyond. But capacity building has not been restricted to these two universities alone. The Review Team noted the significant rise in competence and capacity that SANTED II had sponsored within the HIV/AIDS work at UWC, the University of Namibia and within the partner universities of Zambia and Malawi. New skills and knowledge have been developed within these projects. The engineering, economics and biological sciences cooperation between the Universities of Namibia and Wits have engendered strong capacity building outcomes, even to the point of 'godfathering' a new Faculty of Engineering at UNAM. Rhodes University's multi-lingual project has not only increased the competence and capacity of the African Languages Department but has had a significant impact on staff capacity in terms of their understanding of the challenges facing their students. The same can be said of access, retention and success strategies at Fort Hare and UKZN. By focusing on the challenges facing students as learners, staff as teachers have been made more aware of their roles and responsibilities. Skill in testing and diagnosing student problems, tracking, advising and counseling have all been

developed. Senior students in a number of universities have been inducted into mentoring schemes, thus enhancing their own capacity as teachers and learners. The Virtual Classroom Project of RU and UNAM has also had a strong capacity building dimension to it. Although the prime beneficiaries are the students the capacity of staff to use innovative teaching approaches has been enhanced and extended. Relatively minor but still important spin-offs from the capacity building elements of SANTED II include the development of skills among university staff in preparing budgets and reporting.

4.4. Regional cooperation

This has been one of the most interesting sets of components funded through SANTED II. HIV/AIDS work with several universities, the development of new study programs with others, exchange of students and staff, provision of post-graduate courses and places, innovations with ICT and distance learning all formed part of the regional cooperation funded by SANTED II.

Experience with international cooperation was generally successful and significant impact was achieved in many of the components. However, there were some areas of relative failure and these could be traced to inadequacies in the capacity of partners to take full advantage of what was available. Under the Review Team's discussion of lessons and legacies note is taken of the advantages of forming relationships with institutions which have well established procedures and which conform to a common academic culture.

What is of greater interest for the Review is the experience of south-to-south cooperation with the testing of a specific model – the 'lead' organization itself being located in the region and responsibility for management, including financial control, and reporting resting with that institution. The more common pattern of north-south cooperation has proved problematic and the south-south model is not without its challenges but as a specific learning outcome from SANTED II this dimension deserves special attention and relates well with recommendations made to NORAD last year on a possible model for support to teacher education in the south.

Principles which were derived from regional cooperation within SANTED II are numerous and offer useful insights into effective practice for this kind of arrangement. First is the principle of choosing to work with 'strong' institutions. Strong is defined in this context as an institution with well-established and functioning administrative procedures and with a demonstrated level of competence which can be built upon and extended. Although a donor may want to support and develop weaker institutions the likelihood of success appears to be quite limited.

Experience from SANTED II shows clearly that an irreducible minimum of competence and capacity must be in place before regional cooperation can be expected to make a difference. The quality of the initial analysis of the capacities of the various partner institutions is a *sine qua non* for a successful intervention. As far as lead organizations are concerned, a successful track record of international cooperation would also seem to be a critical factor. Wits, for example, has a long history of working with other SADC countries and institutions and its International Office is a well-known competence centre. In addition, successful regional initiatives of this type seem to require 'champions' or strong leadership from the top as well as effective partnerships at the departmental and individual level. The building of trust and friendship is another important dimension of successful cooperation within the region and among universities.

A further important finding is that a program like SANTED II can provide the time, space and funding for getting effective cooperation up and running, leaving a legacy of sustainable partnerships provided real needs are being met through the cooperation agreement. The fit of the specific project component with the development needs of the partners is an obvious yet sometimes neglected aspect of such agreements. Demand driven, rather than supply driven, components or projects are a necessary condition for effective cooperation.

5. Main outcomes from SANTED II

5.1. Program design and component identification

At first glance a program consisting of 16 components running in six countries might appear unnecessarily complex. SANTED II could have been simplified by concentrating on the core issues of access, retention and success at all the partner universities, making for a more focused and sharply defined program in which a wider variety of approaches could have been tested. The disadvantage of such an approach might have been the time needed to negotiate such a program and the importance of responding to the perceived needs of the tertiary system as articulated by the DoE and the NPHE. Also, given that capacity building was seen as an equally important aspect of Norwegian support, the regional cooperation components carried an important message too. Through linkages with partner universities a two-way process of capacity building could be entered into.

In the same way the focus at NMMU/UJ on addressing a further core concern of universities in transition – constructing a balanced and relevant curriculum – contributed significantly to capacity building in the tertiary sector. The additional program spin-offs in terms of post-graduate student places being created or offered, baseline and other research activities, the development of

teaching materials, glossaries and IT strategies can all be summed up as aspects of capacity building at a variety of levels. A case can be made for the emergence of a coherent package of components which was linked by the central concept of raising the capacity of the participating universities to do what they were designed to do but in a more analytic, effective and sustainable way.

5.2. Relevance of the interventions

In relation to the National Policy for Higher Education SANTED II addressed the key areas of access, retention and success. It also contributed much to the key issue of transformation through the curriculum development work carried out at NMMU and UJ. The development of programs for Peer Educators as critical actors in the fight against HIV/AIDS also made a significant impact on how the pandemic is to be dealt with in tertiary institutions. Capacity building tends to be a catch-all term for much development assistance work but in the case of SANTED II this has proved to be a highly relevant and effective role. The creation of new courses in partner universities, pioneering IT approaches to learning and teaching, provision of post-graduate programs and places, the funding of staff development at the macro-curriculum level and at the subject level through multi-lingualism have all contributed to the capacity of university staff to improve their practice and to provide a more effective environment for their students.

In relation to university roles and programs SANTED II has been highly relevant. The development of models for ensuring better access and retention has addressed the core business of the university – to attract suitable candidates and to keep them in the system to the point of graduation within a reasonable time.

In relation to current issues and concerns in SA tertiary education SANTED II has provided relevant support to the priorities identified by the DoE.

The international aspects of SANTED II have also demonstrated relevance to the needs of partner countries and institutions and to the building of competence within the South African tertiary environment too. The relevance of SANTED II to the SADC Protocol on Higher Education and Training is also significant, individual projects conforming well to its criteria for such activities as curriculum development, exchange of staff and students, production of teaching and learning materials etc.

5.3. Effectiveness of the projects

Effectiveness must first be defined in relation to the objectives of the program, both institutional and national as well as regional. The key question to be addressed here is whether similar or better results could have been achieved by alternative means. Could similar results have been achieved without SANTED II?

Although it is possible that other sources of funding might have been found for some SANTED II activities it is also true to state that there is a generally poor resource base among the partner institutions within the region. Universities like Eduardo Mondlane have significant financial challenges which even SANTED II could not fully address. It is probably true to say that SANTED II was an effective source of funding and that without it the partners would have struggled to finance the selected activities.

Effectiveness may also be measured by evidence of sustainable change. Throughout this report the reviewers have drawn attention to the ways in which SANTED II has contributed significantly to the institutionalization of change. For example, systems of student tracking are in place at UWC, UFH and UKZN. Mentoring and other forms of student support are part of the landscape at UKZN and UFH. Peer educators are an accepted part of student life at UNAM and UWC. University management has accepted the resource requirement implicit in regional cooperation initiatives. Other examples could be quoted but there is no doubt that SANTED II has been an effective means of support for participating universities.

5.4. Performance assessment of the components

Access, retention & success activities have been explored in 4.2. above. All the evidence is that the range of activities undertaken has performed well. In all the examples reviewed major changes have been introduced and in many cases quite concrete outcomes have been recorded (e.g. improved scores in Engineering subjects at UKZN, better student tracking at UFH, successful spring and winter schools at UWC, better baseline data on new students and improved performance by post-graduates).

Capacity building is often less measurable in direct terms but evidence gathered indicates that this aspect of SANTED II had numerous spin-offs. The most obvious was the increased capacity of NMMU/UJ staff to analyze and redesign their approaches to the university curriculum. What had been unproblematic before was now a challenge - 'making the familiar strange' in the best tradition of qualitative research. As noted earlier these were not the only examples of capacity building derived from SANTED II. Course design, materials development, use of IT, improved student testing approaches, the development of the virtual classroom and the mobilization of students as peer educators all represented aspects of capacity building.

Regional cooperation was an important dimension of both the SADC Protocol and the South Africa National Policy on Higher Education. Despite the difficulties with UEM and Agostino Neto regional cooperation was largely a success story. In particular the linkages established with UNAM, out of which a

new Faculty of Engineering came, UNZA and the University of Malawi gave substantial benefits to all partners. The South African participants, (Wits, UWC, and RU) all gained valuable experience in working with regional partners. In many cases they also gained post-graduate research students, curriculum development expertise and materials development skills. UNAM, Malawi and UNZA gained access to more sophisticated partners and were able to motivate their staff members and gain access to post-graduate studies for their students. Capacity building was another strong element in the SADC cooperation projects. For example, NEW assisted in raising the level of staff qualifications in a number of disciplines and, despite the difficulties of working with UAN, new models of post graduate curriculum design were established and adopted through cooperation with UNISA. Other joint activities in terms of field trips and conference and journal papers prepared are recorded in the annual reports and progress reports of the various components but the regional cooperation aspects of SANTED II were very largely a success story.

Finance and management was generally well handled despite the occasional delay in payments or glitches in communication. The 'hands-on' approach of the SANTED office helped this considerably as did the regular visits of the Program Director. These issues are explored further in the next section of the report dealing with efficiency of the program.

5.5. Efficiency of the projects

Efficiency may be defined as the optimal use of resources, financial, human and material to achieve the organization's goals. This translates as efficiency in terms of management, organization, administration and coordination. There is no doubt that SANTED was extremely fortunate in the quality of management personnel the program employed from Day 1. The development of business plans to drive the projects along, the inclusion of monitoring and evaluation procedures and a generally high level of professional support for component managers typified SANTED's management structure and raised the efficiency of the program considerably. However, management costs remain comparatively high and, as the SANTED I report indicated, hands-on management can create dependency. This Review Team has to say that with the possible exception of UKZN, where there are more general management problems within the university, the quality of project managers encountered was uniformly high and there was no evidence of the kind of dependency Hansen and his team warned against. The professional quality of staff engaged in SANTED II was most impressive, both in terms of their competence and their commitment to what they were doing. The simplification of management procedures by the SANTED leadership plus the use wherever possible of existing structures were strong contributory factors to efficiency in the program.

5.6. Monitoring and Evaluation

Procedures were obviously well established throughout SANTED and the availability and quality of annual reports and progress reports provided sound indicators of commitment to effective monitoring and evaluation. The UWC Equitable Access, Retention and Success Annual Report for 2008 provides an excellent yet typical example. The project synopsis on page 29 lists the operational objectives for the year, formative indicators of progress and actual progress with implementation plus timelines and 'owners' of the processes. This approach provides 'at-a-glance' information on the quality of monitoring and evaluation procedures established within the university. Similar examples may be drawn from UFH and the RU Virtual Classroom project which use a more narrative approach but with the same outcome. There is no doubt that M&E processes are well established within SANTED II but more importantly have influenced practice beyond the program itself.

5.7. Sustainability

Although sustainability is usually identified primarily in terms of the financial implications of continuing a program or project, there are other dimensions worth examining too. The Review Team picked up a number of examples of universities willing to pick up the bills for continuing SANTED-initiated activities but unless there is a good fit between the activities and institutional culture and norms then success is unlikely. What has characterized much of SANTED II has been the focus on the core business of universities - access, retention and success for students, improvements to teaching and learning practices, improved opportunities for research and the enrolment of post-graduates, development of innovative approaches to learning materials and software, attention to new curriculum demands and capacity building at a number of levels from the student peer educator to the university administrator. The mix of components included in SANTED II were designed to fit well with the institutional culture of the partner universities although the emphasis on institutional change implicit in the program tended to push the culture into new and challenging areas. It must be said therefore that activities which placed technical demands on some staff were not always embraced wholeheartedly. Overall it must be said that SANTED II was designed to sustain yet extend an existing academic culture. Where there was a mismatch of culture, as in the work with UEM, then sustainability fell away markedly. On the other hand curriculum debate and restructuring at NMMU/UJ and retention and success strategies as at UWC and UKZN were new phenomena at these institutions and their staff responded well.

As further evidence of the cultural match/mismatch dimension of sustainability the Review Team tried to assess the readiness of institutions to mainstream or integrate SANTED activities into their daily work. This was evident in many of

the components visited. UWC's work in HIV/AIDS was described as a 'Rolls Royce' model which might not be sustainable in its present form but the skills, knowledge and management capacity built up through SANTED II would not be lost. Further evidence of sustainability was found at UWC in the integration of HIV/AIDS issues into computer literacy materials (which included an HIV/AIDS 'game') and special funding had been found to provide a senior lecturer to work on such integrative approaches. Even more significant at this university was that the time of ZAMANAWA staff became a cost to UWC, ensuring sustainability. Continuing the illustrations from UWC the SANTED - funded access, retention and success activities are fully integrated into UWC practice. The capacity of middle management to engage in reflective practice has been enhanced through SANTED II. The notes found in Annexure 7.4. provide further examples from other universities of mainstreaming SANTED activities.

Sustainability in terms of future financial demands is the last and most problematic of the dimensions of sustainability to be examined. Some of the partner institutions are poorly resourced and without SANTED funding they could not have engaged in the program as it was designed. A number of solutions to the financial sustainability issue have emerged. In some cases alternative sources of finance have already emerged (see for example UNAM's developing partnership with Telekom Namibia and WITS funding of Labour Studies work through other agencies). In other cases universities plan to take on part or all of the financial burden SANTED II activities have created (see for example NMMU/UJ recommendation that their curriculum work is funded internally). As noted elsewhere some universities have already included SANTED activities in their budgets (see for example the Evaluation Assistant now funded by UFH).

It must also be mentioned that the sustainability story is not a uniformly positive one. Staff buy-in to activities has sometimes been problematic and in one case it was obvious to the Review Team that, although a number of committed and active staff were fully engaged in SANTED II, others who should have been present for the review failed to show up or present apologies. Throughout our field trips the overall impression received by the Review Team was of a dedicated and professional group of university staff fully committed not just to SANTED but to their day-to-day responsibilities. As a result, the few exceptions were all the more obvious. Finally, it must also be stated that the legacy of SANTED is fully established and it has made a significant contribution to key aspects of university provision in South Africa.

6. Conclusions and recommendations

6.1. Principles and lessons learned

Introduction

This section of the report is based on the aide memoire prepared for the Royal Norwegian Embassy at the conclusion of the Review Team's field work (see Annexure 7.5.)

6.1.1. Strategic Lessons

SANTED II illustrates the principle that program interventions outside a conventional sector-wide approach should be focused and discrete rather than 'Big Bang' oriented and should be designed as catalysts for further development. The selection of strong partner institutions emerged as one of the key strategic lessons to be learned from SANTED II. Despite a natural desire to address the needs of weaker institutions through development assistance there is a threshold of competence and of administrative strength below which it is unlikely that support will be able to take root.

A further lesson is the need to focus on what universities do already and to strengthen and facilitate these activities, especially in terms of addressing the needs of students. Support programs should also tie in with current university policies on such matters as admission, retention and diversity. Support activities need to be integrated into the regular tasks of the university; subsequent lessons need to be fed into the faculties and departments to improve practice.

Choosing to work with strong institutional leaders is a crucial strategy for success. Seeking 'champions' to pursue project goals and aims is allied to this principle and came through clearly in the Review as a critical factor in success or failure. Key individuals with commitment and energy are also critical to success. The selection of such people is an art rather than a science but its importance cannot be over-emphasised.

In program design it is wise to consider the indirect as well as the direct outcomes or spin-offs from the intervention. Program design should include the development of a matrix of expectations from the strategic to the more modest. For example, ZAMANAWAWE in Namibia produced graduates who found meaningful work in the HIV/AIDS sphere although this was never a planned outcome from the component.

Program design should incorporate processes for monitoring and evaluation within projects as well as about projects. This raises the research profile and ensures closer adherence to goals and objectives. Research at a number of levels should be a more significant area of activity within such programs as SANTED II. Program designers should not underestimate the challenges of South-to South cooperation; time and space are essential for trust and friendship to develop. Where regional or international cooperation is a component, it is also wise to

build on institutional experience. A common academic culture is an important pre-requisite for successful institutional cooperation or at least some sign that the culture is not impervious to change.

The direct transfer or translation of materials and approaches from a lead institution should be avoided; joint development of locally relevant high quality programs is a more effective strategy. The use of IT can create economies of scale and lower costs generally whilst communicating effectively; however, the likelihood of breakdowns and failed connections should not be under-estimated.

Capacity building among partners is a key goal in such programs and should be explicitly identified in all components. Human resource development must be accompanied by production of course materials, software and curricula which will be sustained beyond current staffing levels.

Sustainability should be measured in terms of continuing institutional commitment to financing activities, staff appointed or confirmed in posts and integration of project activities into the mainstream.

6.1.2. Institutional Lessons Learned

Staff overload, the need for financial recompense and resistance to innovation (especially IT-related) may be unlooked for outcomes of project work. IT and the web can be used to spread and consolidate messages and learning opportunities but the investment in a process of staff 'buy-in' is crucial. Institutions should also prepare for mixed reactions to new approaches and research findings.

To get ideas institutionalized a mix of bottom-up and top-down strategies will be necessary with strong 'champions' leading the way. Project activities should be used to build competence and confidence, facilitating greater professionalism. Mentorship rather than tutorship in student-to-student activities has generally proved more successful.

Universities should use success stories to gain additional funding and support within and beyond the campus.

6.2. The legacy of SANTED II

A highly significant legacy from SANTED II has been the thorough testing of the local or regional lead organization model for South-South cooperation. The model has much to recommend it in comparison with the more common North-South institutional linkage which often fails to confer the benefits expected. As an annexure to this report further comment is made on how the lead organization model might be developed further (see 7.6 below).

The Review Team was struck by the evidence of increased self-reflection at partner institutions, whether it concerned struggles with a new curriculum at NMMU/UJ or the challenges of student retention at UFH. SANTED II provided the time and space for academics to reflect on what they are doing and how it affects the next generation of tertiary learners. In many cases this 'spirit of reflection' had become institutionalized, especially where there was strong support from the top, as in the multi-lingualism initiatives at Rhodes University and the access and retention activities at UWC.

A further legacy observed by the Review team was the increased professional capacity of many staff as a result of their engagement in the program. Staff development had become a feature of SANTED II and the changes in the UKZN Engineering Faculty's approach to preparing and testing their students was a good example of this.

SANTED II provided increased opportunities for training at post-graduate levels. An important aspect of the SADC cooperation (NEW and the RU Virtual Classroom for example) was that training places were made available and taken up by a number of future university staff members.

SANTED II has left a significant legacy in terms of materials developed including handbooks, glossaries, IT software etc. The physical existence of these materials is one thing; a further legacy is the skills developed by university staff in conceiving and producing such materials.

Although not yet a huge outcome from SANTED II mention must be made of research conducted and completed plus journal articles and conference papers prepared. Knowledge production remains another legacy from SANTED II.

A further legacy is the establishment of new posts to support SANTED's innovations. UWC offers a case in point.

New and revised curricula have been produced in a number of universities, including those engaged in regional cooperation. Work at NMMU/UJ has resulted in improved analysis of higher education especially for the comprehensive universities and the universities of technology.

Networks have been established through SANTED II, both nationally and regionally. Particularly significant was Zambia's identification of Malawi as a partner within ZAMANAWA. Reference is made elsewhere in the Report to affiliations with African engineering networks through the NEW program.

A permanent legacy from SANTED II is the establishing of sound policies on admission, retention and ensuring success at a number of South African universities from which sound practice can be more widely publicised. Such practices have already been integrated into the mainstream procedures of the universities concerned.

Evidence was given to the reviewers of additional or new sources of funding derived from SANTED II activities. UNAM's link with Telekom Namibia is a typical example. Partnerships have been established and methodologies developed jointly.

Infrastructure and equipment was improved in partner institutions and new strategies developed for course delivery (e.g. VOIP, the basis of the Virtual Classroom innovation).

Institutional capacity in project management, reporting and budgeting was developed, a further example of capacity building for participating staff.

Finally, the innovative nature of many components led to improved capacity for innovation. Examples can be quoted from Rhodes' use of materials for staff development, including memory sticks to the development of mentoring at UKZN.

Overall there is no doubt that SANTED II will leave a considerable and positive legacy within tertiary education for South Africa. For the Department of Education to characterise the program as 'the crown jewel' in support to higher education indicates its long-term value to the country.

6.3. Footnote

That SANTED has contributed significantly to the important tertiary education sector in South Africa has been clearly demonstrated throughout this report. Although the formal program comes to an end in 2010 at least two further steps are recommended by the Review team.

The first of these is the convening of a conference in South Africa towards the end of 2010 at which the learning and legacy from SANTED I and II can be more widely disseminated. This exercise could prove critical to the institutionalization of the SANTED experience, sharing with the rest of the tertiary community (and other donor partners) the sound principles and practices which have characterised SANTED. The initial impetus for this proposal came from the program staff at NMMU/UJ who have much to share with colleagues who are also engaged in transforming their practice.

The second recommendation is that Norway considers carefully the possibility of continuing its support to tertiary education in South Africa but in a revised form. Mention is made in this Report of the efficacy of South-South cooperation as demonstrated throughout the life of SANTED. An annexure briefly summarises the main issues. However, there is a place for North-South cooperation although institutional linkages of a bilateral nature have not always worked well. Other Norwegian programs like NOMA and NUFU continue to play a useful role in selected cases. What the review team now proposes is the setting up of a consortium of Norwegian institutions that can offer specific and targeted support for the transformation process in South Africa. This resource group would be made up of universities and university colleges which have specific competence in such areas as course design and curriculum development relevant to the transformation process of amalgamating professional and technical institutions with academic ones. A lead institution would need to be identified in Norway to handle requests from South Africa and the matching of Norwegian expertise to emerging demands. Such an arrangement would ensure greater relevance of the Norwegian inputs to the actual requirements in South Africa and ensure ownership in the South whilst enhancing international competence in Norway.

6.4. Summary of Main Issues

SANTED II developed directly out of the experience of SANTED I and has built successfully on the principles and practices tested during the first phase of support. It continued to focus on the key issues of student access, retention and success, capacity building and regional cooperation. The processes and procedures developed from the initiation of the program have been refined and now work very well. Key issues arising from the experience seem to be the importance of effective and committed individuals within the working teams of SANTED, high-level support and 'championing' of the initiatives within institutions, focus on a few strategic and core activities, working with 'strong' partners and tying activities closely to established policies whilst employing innovative practices. Monitoring and evaluation within and about projects are key processes as is capacity building in all its many aspects. Sustainability means more than future funding. The core nature of the activities supported from outside ensures their longer term life, perhaps in an adapted form.

No better summary of SANTED can be found than the statement by Dr. Quobela of the DoE that the program had 'provided space for innovation which the Government could not have funded'. It has helped focus the tertiary sector on its responsibility to the labour market and to the economic future of its graduates. In addition it has enriched the day-to-day experience of students and staff in higher education, creating opportunities for their advancement and development.

7. Annexures

7.1. Terms of Reference for the Mid-Term Review

7.1.1. BACKGROUND

The policy on the restructuring of South African Higher Education

After the establishment of majority rule in 1994, a Presidential Commission in 1996 reported its findings entitled *A New Policy Framework for Higher Education Transformation* (NCHE, 1996). Its proposals identified three main objectives for future higher education in South Africa - increased participation, with a focus on issues of redress and equality; greater responsiveness to societal interests and needs; and increased cooperation and partnerships in the governance structures and operations of higher education.

In the subsequent White Paper of April 1997, *A Programme for the Transformation of Higher Education*, the following principles for the new higher education system were listed:

- equality and redress
- democratisation
- development
- quality
- efficiency
- academic freedom and institutional autonomy
- public accountability

The Higher Education Act was passed in late 1997 and was formulated around these principles.

In January 2000 the Minister of Education indicated that the Council of Higher Education (CHE) should establish a Task Team to conduct a far-reaching review of the higher education system. This led to the National Plan on Higher Education (NPHE) in February 2001 and to comprehensive transformation and restructuring of the institutional landscape of the higher education system, implemented from 2003 to promote institutional modernization and level out the differences in capacity among South Africa's higher education institutions.

The SANTED Programme

In 1999, the Norwegian Embassy indicated that it was prepared to fund a development programme to support the transformation of higher education in South Africa. Three focal areas were defined:

- access for and retention of people from previously disadvantaged groups
- capacity building of historically disadvantaged institutions
- sub-regional cooperation; implementation of the SADC protocol on higher education.

The South Africa-Norway Tertiary Education Development Programme (SANTED) was launched in November 2000. During the first programme period, 2001-2005, the programme supported 7 projects at 6 universities, with grants totalling some 55 million NOK. The final review in 2005 concluded that it was a highly relevant, effective and efficient programme with significant impact, and recommended a continuation in a second phase.

The second phase of bilateral development co-operation between Norway and South Africa expired in 2004 and after a period of negotiations it was decided to extend it with a third phase. A Declaration of Intent, covering the general policy of development co-operation between the two governments, was signed on 31 March 2004. It reaffirmed the joint commitment of the two partner countries to continued collaboration for the period 2005 to 2009 and set out the following operational objectives for the cooperation efforts:

- consolidating democracy;
- strengthening regional integration and collaboration by using South African expertise in the region;
- building long-term sustainable relationships between the two countries.

The Declaration of Intent also confirmed the continued support for implementation of the National Plan for Higher Education. Following this, the Norwegian government was prepared to continue to support limited, but strategically important interventions assisting South African authorities in implementing the policies under the National Plan in a second phase of the SANTED programme.

Discussions concerning a second phase of the SANTED Programme were initiated at the annual meeting in November 2004. A planning project was approved for 2005 so as to avoid delay in implementation of the second phase of the programme, due to start in 2006.

The 2006 Business Plan states that a “*The parties shall agree upon measures to conduct a mid-term review*”. The present document sets out the conditions for that mid-term review, to be carried out during the first quarter of 2009, jointly by South African and Norwegian analysts. The conclusions and recommendations will serve both as a basis for adjustments to the remaining implementation and in planning of possible future collaboration beyond 2010.

7.1.2. TERMS OF REFERENCE FOR THE REVIEW

The present review shall analyse and assess the results of the SANTED programme in relation to the objectives defined in the 2006 Business Plan. Also, the analysis will include an assessment of the regional initiatives and activities of SANTED and discussion and recommendations as to whether they should be extended within a regional framework after the completion of the RSA-3003 programme in 2010. It is a task for the team to assess and make recommendations regarding the relevance and appropriateness of continuing projects within existing national structures and existing, available financial sources. This should be assessed and reported on very concretely by the consultants.

a) Issues to be covered

The review shall cover the whole period of the second SANTED phase from 2006 to 2008. An overall review of the programme should be undertaken in terms of the criteria below. In addition, more in-depth analysis of various sustainability elements, like mainstreaming of access, retention and success measures (focus area 1), lasting effects of capacity building (focus area 2) and effectiveness in facilitating long-term cooperation in SADC (focus area 3) can be addressed by using particular projects as cases.

b) Relevance

The review shall consider the three focal areas - access, retention and success of people from previously disadvantaged groups, capacity building in the newly merged comprehensive institutions and sub-regional cooperation and implementation of the SADC protocol on higher education - and assess their relevance and relative importance in terms of the selection of projects. It will examine these issues in light of South Africa's policies for transforming higher education during the programme period from 2005 to 2008. Further, the analysis will include the changing challenges to South African sector policy development and implementation in the programme period and discuss the possible effect on the overall relevance of the SANTED programme.

The review shall include an assessment of the appropriateness of future institutional cooperation between the ministries of education in Norway and South Africa as well as higher education institutions, and specify the areas of relevance for such cooperation.

c) Effectiveness

The effectiveness of the projects should be studied in terms, of the objectives of the SANTED programme as well as the overall objectives of South African higher education as set out in relevant policy documents. Also the effectiveness relative to regional co-operation and SADC activities should be considered.

d) Performance assessment

The review shall provide a project-by-project survey of the level of performance and impact of all the SANTED projects in the South African setting and relative to the regional and SADC policies.

e) Sustainability

The reviewers shall assess the extent to which the SANTED programme has contributed to the sustainability and mainstreaming of university projects.

f) Efficiency

The review should assess the management model, including financial management, organisation, administration effectiveness and coordination of the SANTED programme.

The reviewers shall in particular assess the role of the SANTED coordinator in the initiation, coordination and management of the overall programme as well as the individual projects.

g) Methodology and scope

In undertaking the tasks listed above, the reviewers shall employ the following methodology, to which they are invited to add complementary elements that might be of interest:

- A desk study of relevant background documents;
- A survey analysis of performance indicators;
- Field visits to a selection of universities/institutions in South Africa active in the programme and their regional SANTED partners;
- Interviews with key personnel.

The desk study requires familiarisation with relevant agreements and correspondence between the parties to the Business Plan, Annual Reports, minutes from annual meetings, the proceedings, and guidelines, rules of procedure and relevant documentation of the secretariat/coordinator. The essential documentation required to carry out the review shall be provided by the SANTED Director.

The survey analysis implies a general assessment of the programme's accomplishment based on the perceptions of a reasonable selection of key actors participating in the projects.

The field visits shall include in-depth interviews with the leadership (Vice Chancellors where possible) and administrators at the respective universities, the coordinators and organisers of projects, researchers/evaluators and a reasonable number of project beneficiaries, including students from formerly disadvantaged groups. In addition the reviewer shall conduct interviews with relevant personnel at the Norwegian Embassy in Pretoria, Norad, and the Department of Education (RSA), and the SANTED Programme management

The reviewers shall as far possible make use of the information and empirical data already compiled in the evaluation and monitoring of the projects.

h) Conclusions, lessons learned and recommendations

The conclusions shall indicate the major strengths and weaknesses of the programme and assess its contribution to strategically important areas of higher education development in South Africa. The conclusions shall seek to explain major problems and obstacles to the progress of the Programme and in light thereof discuss the realism of the goals, objectives and outputs defined in the Business Plan. The relevance and appropriateness of continuing projects within existing national structures and existing, available financial sources should be assessed and reported on very concretely.

The lessons learned should present the reviewers' impressions of the major achievements and successes together with the principal failings and the reasons for the latter.

The recommendations should draw implications from the conclusions and suggest adjustments/improvement to the following aspects in particular:

- the relative importance of focal areas;
- the selection of projects and the implication of a sound and valuable balance between the continuation of old projects and the provision of support to new initiatives;
- identification of projects suitable for future extension in a regional framework;
- the management and coordination of the Programme;
- the development of objectives and outputs and the definition of results with a proposal for corresponding indicators;

i) Organisation of the review

The Review Team

The team of the review shall consist of two persons, one a South African, recruited by the DoE, the other a Norwegian provided by Norad. The Norwegian consultant will be the team leader for the assignment.

The consultants should both be higher education experts with excellent knowledge of development policies and developments in higher education in South Africa. The Norwegian should have expertise in the principles of Norwegian development policies and the Norwegian higher education sector. The South African team member should have intimate knowledge of the institutions forming part of the SANTED programme.

Budget and responsibilities

As specified in the business plan for the present programme phase, the cost of this mid-term review will be born by the programme budget.

The time frame for the total assignment will be as follows:

- maximum 20 days including travels for the Norad staff person
- a total of 12 days working days for the South-African consultant, including preparations for field visits and report-writing.

The South African consultant will be contracted by the DoE/the Programme Director. The Programme Director/Management will be responsible for support to the review team with regard to appointments/meetings, as well as logistics within South Africa in consultation with the team leader.

Timelines, reporting and outputs

The review shall include the presentation and discussion of an inception report and a final report with an executive summary.

A total workload of 35 days is allocated to the review:

South African team member:

Preparations	2 working days
Field work	10 working days
Finalization	3 working days
Total	15 working days

Norwegian team member (team leader):

Preparations	3 working days
Travel	2 working days
Field work	10 working days
Finalization	5 working days
Total	20 working days

The 10 days of field visits shall take place within the month of March 2009

The final report shall cover all issues identified in the ToR. Adjustments that the review team finds necessary and appropriate shall be communicated to and discussed with Norad. The report shall be written in English and include an executive summary, conclusions and recommendations. The final report shall not exceed 30 pages, including the executive summary. The draft report shall be submitted to Norad before 15. March 2009. The final report must be finalized within 2 weeks of receiving comments on the draft submitted.

The review team will e-mail the final report to DoE, the Norwegian Embassy and Norad, with a copy to the SANTED Programme Director. A paper copy shall be sent to the Norwegian Embassy in Pretoria.

Pretoria,

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Department of Education

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Norwegian Embassy in Pretoria

7.2. Itinerary for the Review Team

Date	Venue	Program Component(s)
April 15 th	SANTED Offices, JHB	Initial Briefing: Ahmed Essop and Helge Stange, RNE
April 16 th	Cape Town, UWC	ZAMANAWE & Access Project Staff
April 17 th	Wits University	NEW Project: International Office
April 20 th	NMMU/UJ Rhodes University	Capacity Building/Transformation Virtual Classroom Project Multi-lingualism Project
April 21 st	UFH East London	Sakha Ngethemba Project
April 22 nd	Public Holiday	
April 23 rd	UKZN Durban	Multilingualism Project Sukar Access Project
April 24 th	Report drafting	
April 27 th	Depart for Windhoek	
April 28 th	UNAM Windhoek	ZAMANAWE RU/UNAM Link NEW Project
April 29 th	DoE Pretoria RNE Pretoria	Dr Quobela Debriefing with Helge Stange

7.3. Persons Interviewed

SANTED Office

Trish Gibbon (Former Director, SANTED)
Ahmed Essop

Department of Education

Dr Molapo Quobela (Deputy Director-General – Higher Education)
Mrs Kirty Menon (Chief Director – Higher Education)

Embassy of Norway

Helge Stange

University of the Western Cape

Staff

Prof T. Vergnani (UWC ZAMANAWÉ)
Prof Joachim Jacobs (Project Manager - UWC ZAMANAWÉ)
Ms M. Cook ((UWC ZAMANAWÉ - Peer Educators)
Mr Larry Pokpas (Equitable Access, Retention and Success Project)
Dr Colleen Howell (Director Institutional Research and Institutional Planning.
Project Manager - Equitable Access, Retention and Success Project)
Ms Cheryl Pearce (Equitable Access, Retention and Success Project)
Mr Chris Hanson (Equitable Access, Retention and Success Project)
Dr Lorna Holtman (Equitable Access, Retention and Success Project)
Ms Birgit Schreiber (Living and Learning in Science Project)

Teachers and students

Bongiwe Adonis (LLB – Peer Educator 2008)
Melanie-Ann Cook (ex Peer Educator)
Lamese Chetty (Academic Support Office – Peer Educator 2004)
Bukiwe Mcoke (B Com – Peer Educator 2008)
Noxolo Sompeta (B Com – Peer Educator 2008 and 2009)
Sabelo Zulu (B Pharm – Peer Educator 2008 and 2009)
Albert Kabwe (B Sc – Peer Educator 2008 and 2009)
Brigitte DeHart (B Com – Peer Educator 2009)

Mr Gysman (Teacher – Athlone Senior Seondary School)
Mr James (Teacher - Belhar Senior Secondary School)
Mr Singh (Teacher – Cravenby Senior Seondary School)
Mrs Mouton (Teacher – Serepta Senior Seondary School)
Mr Goodwin (Teacher - Senior Seondary School)
Enrico February (Student – Athlone Senior Seondary School)
Tamsyn Potts (Student – Belhar Senior Seondary School)
Tembela Limba (Student – Inkwebkwezi Senior Seondary School)
Thozamani Ndakisa (Student – Balumko Senior Seondary School)
Xolani Bonase (Student - Usasazu Senior Seondary School)

Nelson Mandela Metropolitan University/University of Johannesburg

Prof Cheryl Foxcroft (Senior Director – HEADS)
Prof. M Oosthuizen
Nico Jooste (International Education)
Fazlin Sandan (Administrator)
Charles Wait (Task team Convenor)
Ari Naidoo (Project Coordinator)
Patsy Paxton (NMMU/Snr Researcher)
Etienne van Loggerenberg (UJ/Senr. Researcher)
Lucas Stoop (UJ)
Robert Gerber (Task team Convenor)
Jackie Doornbraek (Task team member)

*Rhodes University Grahamstown
Virtual Classroom Project*

Prof. Alfredo Terzoli (Head of Telkom Centre of Excellence – Computer Science)
Ms Kauna Mufeti (Post graduate student)
Mrs Madeleine Wright (Google and Skype Lecture Demonstration)
Mr Mosiuoa Tsietsi (SIP Video Client Lecture Demonstration)

Multi-lingualism Project

Prof. Russell Kaschula (Head of Department, ALS)
Athambile Masola (Teaching Asst.)
Thandeka Mapi (Junior Lecturer)
Lorenzo Dalvit (ICT Coordinator)
Pamela Maseko (Project Coordinator)
Linda Nelani (Junior Lecturer)
Bulelwa Nosilela (Subject Head, ALS)
Msindisi Sam (Junior Lecturer)

University of Fort Hare

Prof. Midgley (Deputy Vice-Chancellor)
Ms Nabe (QMA Areas)
Prof. Bally (Research Areas)
Ms Pendu (ITS Areas)
Ms Mlisa (SCU Areas)
Ms Majikija (DMC Areas)
Mr Knickelbein (Admission Areas)
Dr Woods (TLC Areas)
Mr William Smale (Project Manager - Sakha Ngethemba (SANTED II))
Prof. Tom, Vice-Chancellor

University of KwaZulu-Natal

Multi-lingualism Project

Nhlanhla Mkhize (Psychology Department)
Charlotte Engelbrecht (Dept. of Nursing)

SUKAR Access, Retention & Success Project

Mark Rieker (Lecturer, Sociology)
Penny Niven (Coordinator, Extended Curriculum Project)
Sandra Pitcher (Lead Relief Lecturer: Tutor in Extended Curriculum)
Jean Moore (Law Faculty Academic Development Coordinator)
Terence King (Dean's Asst., Humanities)
Colin Southway (Dean's Asst. Science and Agric)
Rubby Dhunphath (Director, UTLO)
Prof. Thomas Afullo (Faculty of Engineering)
Ridwan Aiyetoro (Coordinator, Mentoring Program, Faculty of Engineering)

Prof R. Vithal (SUKAR Project)

University of the Witwatersrand

Prof Yunus Ballim (Deputy Vice-Chancellor)
Mr Lethebe Molefe (Project Manager, International Office)
Dr Andries Bezuidenhout (SWOP)
Prof Chrissie Rey (Biological Sciences)
Dr. Graham Alexandra (APES)

University of Namibia

Mr Zach J N Kazapua (Pro-Vice Chancellor –Administration and Finance)
Prof Frank P.L. Kavishe (Dean, Faculty of Engineering and IT)
Prof Osmund D. Mwandemele (Pro-Vice Chancellor –Academic Affairs and Research)
Dr Jameson Mbale (Head – Department of Computer Science)
Dr. Iipinga (Director, ZAMANAWAWE Project)
Mr. Nuuyuni (Accountant)
Dr. R. Kavena Shalyefu (Programme Manager - UNAM-ZANAMAWAWE HIV/AIDS Peer Education Project)

7.4. NARRATIVE ACCOUNT OF FINDINGS FROM FIELD VISITS AND INTERVIEWS

Introduction:

This document is a narrative account of the main findings derived from interviews with participating institutions and is presented as the material was developed with the Review Team's informants.

7.4.1. ZAMANAWAWE at the University of the Western Cape

It was reported that Norwegian initiatives had helped SANORC (South African Nordic Centre) to get established and to facilitate leadership meetings among universities and to build institutional confidence. Three main areas were to be considered in reviewing SANTED:

- Building south-south cooperation/relationships
- Building leadership/capacity around HIV/AIDS issues (especially peer educators)
- Peer education as a preventive measure per se

South-south cooperation had proved beneficial to the universities involved: trust and friendship were built up over time despite the apparently unequal power relations. Time and space to develop trust were made available through the project period. Negotiating the status of the program at each institution was a successful experience and also a learning opportunity although leadership was a key issue with UNAM. Capacity was built at UWC through the cooperation agreement and it was found that commitment was extremely important. Such arrangements call for special individuals. The previous ZAWECA program was a good preparation for SANTED II and Malawi was added as a partner on the basis of trust established with Zambia. UWC chose to work with Namibia partly on economic grounds and the cross-cutting HIV/AIDS model was adopted by all institutions. They were able to use partnerships in other activities (e.g. a Belgian-funded research project). The time of project staff became a cost to UWC and hence part of UWC's commitment to the project, illustrating sustainability. It had

been found that peer educators trained at UWC had found jobs with NGOs and other groups working with HIV/AIDS.

Special efforts had been made to integrate HIV/AIDS issues into the regular work of UWC. For example, computer literacy materials had been based on an HIV/AIDS 'game'. Special funding had been made available for a senior lecturer to work on integrating HIV/AIDS into university curricula.

Lessons from ZAMANAWAWE, particularly the effectiveness of peer education, had been fed into the faculties, especially Education. SANTED has begun to build a position from which to influence broader university curriculum concerns. Online communication may replace face-to-face meetings. Peer education will continue – the aim of the program was to develop a model and to build capacity. The National Aids Commissions of Zambia and Malawi are to fund further activities at universities. Research activities have resulted in common baseline studies, the writing up of 'good practice' and the development of UWC as a lead institution. Peer education has been developed rather than other vehicles because of 'HIV/AIDS fatigue', the desire of students to be involved, the building up of their skills and knowledge and the way in which the program has ignited enthusiasm. UWC's approach might be seen as a 'Rolls Royce model' but its main characteristics are – keep it small, keep it hands on, use good practice. It may not necessarily lend itself to large scale interventions when quality and effectiveness could be lost. Relationships, skills and knowledge and management capacity have been built up through an effective model. The program is probably not sustainable in its present form – the permanent legacy of skills, management capacity, knowledge and the techniques of peer education will however always remain. Key issues are knowing how to select peer educators, how to develop training procedures, how best to use Year 1 students, how best to mount VCT campaigns, how to use interactive techniques and dealing with the challenges of living with HIV/AIDS. Building on the model will involve research on international cooperation in the area, research on peer education, the role of the lead institution and allowing UWC to reflect on the experience formally.

Students interviewed suggested

- Peer educators need training, courage and cultural sensitivity
- Working on the project boosted student confidence
- Peer educators have become a recognized 'brand'
- The VCT drive was very important especially where leaders participated openly
- Peer educators, known as HIV/AIDS people, were elected as residence chairs etc
- SRC was very supportive of the program
- Year 1 orientation program was critical to success
- Knowledge acquired led to interaction with students
- Small group, informal contacts worked best

- o Evening 'ladies' groups' for discussion were also successful

7.4.2. Access, Retention and Success (A,R and S) at UWC

Access had been found to be a complex issue involving cultural as well as academic dimensions. UWC tends to get low SES students hence demands lower fees. There is a history of disbarred students regarding Matriculation results and therefore the UWC approach involved 3 components.

The first was a 2 year pilot mathematics and science literacy program with a research component to measure benefits. Strong schools were selected for a teaching and learning support strategy. Four teacher training workshops were held for selected teachers according to agreed criteria. The top 25 pupils in each subject were selected for 'add-on' classes of 90 minutes per week. Career advice, not tied to UWC admission, was included as well as teacher development activities. Winter and Spring schools were run with good levels of support. Senior UWC students were also involved in teaching and other partners were roped in – government departments, social service providers, publishers etc. to provide bursaries. The project is integrated into the UWC structure as its focus on access, retention and success are key aspects of the university's core mission. Leadership from the VC down supports the activities and they have built up the capacity of middle management to develop more reflective practice. Sustainability is addressed as SANTED was the catalyst for creating the new positions now occupied by the A, R and S staff. Research is ongoing on the barriers to success – student capacity, teaching and learning practices, curriculum structure etc. The goal is to develop the evidence to pilot interventions also to examine the impact of ICT on teaching and learning. Special interventions have been developed to look into generic skills needed for success at university.

The second component concerns the need to develop a research based approach to benchmarking and admission testing. Some capacity has been built by working with others on national benchmarking and testing. This component is especially important when the environment is changing nationally and provincially with new curricula and universities bringing in their own testing procedures. There is also a need to understand what the various tests available mean and how to use them. SANTED has helped capacity building in this area. Tertiary institutions are questioning the validity of the new NSC. At UWC SANTED funded a student enrolment management system including a tracking system through which student marks are on the computer within 7 days of testing. SANTED has also brought people together to discuss technical and pedagogical issues. UWC's Director of Teaching and Learning is fully involved. SANTED has also helped at the post-graduate level with profiling students and the retention of post-graduate students for completion within a reasonable time. Peer support and one-on-one thesis writing support have been developed. Surveys of supervisors have also been conducted to identify areas of support

necessary. Figures show reduced completion times and increased numbers of post-graduates.

The third component has mainly focused on building staff capacity through all the activities outlined above.

7.4.3. WITS University 'NEW' Project

This project has involved three broad areas of regional cooperation with Namibia and Mozambique – Animal, Plant and Environmental Sciences (APES), Engineering and Economics. Wits' history of engagement in **engineering** projects with Namibia, Botswana, Zimbabwe and Tanzania fits well with the SANTED intervention. SADC's shared future is a key concept and Wits staff felt that universities should not be bound by geographical borders. Tertiary education's regional problems are not all financial (Botswana pays higher salaries, has more research funding); however, UEM and UNZA staff need to have additional jobs to supplement their university salaries. The capacity and the time for cooperative work is very limited. Wits selected strong departments as a basis for SANTED activities. Outcomes have been limited but creditable; joint curriculum development has been a success, focusing less on translation of Wits material and more on conceptual and locally relevant approaches. Attitudinal issues had to be overcome, especially a mistrust of initiatives and practices from other African countries. The Centre for African International Relations helped overcome this barrier and to encourage interaction. Less successful has been the Biotechnology undergraduate program at UEM as a result of their shift from 4 to 5 year degree programs to a standard 3 year program. Language problems have been severe and there has been a lack of commitment from UEM staff. Namibia presents a different story; a new Faculty of Engineering was founded on 16th April – SANTED influenced this directly through work on the curricula up to post-graduate level. All SANTED staff at UNAM are now Deans, 4 M Sc graduates are on the staff and in Economics 1 SANTED PhD candidate is on the UNAM staff. Wits has focused on capacity building among the partners; the most effective aspects have been the creation of new programs and the capacity to teach them. As for sustainability, funding beyond SANTED will be discussed at a joint conference in Maputo to prepare a business plan; UNAM will be a key player and all the senior staff are on board. UEM presents a different story with no 'champion' after the replacement of the VC, Deans and Assistant Deans. Economics and Labour Studies never recovered from these changes. Biological Sciences did not have a senior person to push it and the reversion to a three year pattern of undergraduate degrees sank this initiative. Wits functioned as the lead institution in three subjects, three areas and at two levels although coordination from Johannesburg was often difficult. SANTED II came at a time of reconceptualizing international work. Key issues seem to be the necessity for 'champions' at as a high level as possible, the transfer of SANTED skills to other

multi-lateral projects, knowing how far to go and where to draw the line, how to develop alternatives.

Financial issues were relatively unproblematic with UNAM, but more difficult with UEM where fluctuating exchange rates, high bank charges and under-utilization of funds created difficulties. In addition, participants from UEM and UNAM wanted payment for their time; project management funds were sometimes used for honoraria. Wits and University of Botswana staff were not paid for their additional work.

Experience taught that lead institutions need to be assisted to do what they already do and to meet the needs implied: regular face-to-face meetings are essential. The multi-lateral approach is more beneficial to the region.

Cooperation in the **biological sciences** developed into professional partnerships characterized by trust and eventually friendship. Once again UNAM relations and outcomes exceeded those of UEM for the same reasons as above. Cultural challenges were quite strong: UNAM met curriculum goals, UEM was less effective due to language and cultural issues. Curricula and course material development were well established at UNAM but not at UEM. Cross-border accreditation issues arose and the need for international agreements. Masters' and doctoral candidates were registered from Namibia and SA but not from Mozambique. A joint research process was set up at UNAM in animal/veterinary disciplines and in human health but cannot be implemented until a Namibian research student returns from UK. The focus has largely been on undergraduate curricula but student exchange has suffered from lack of funds and the demands of accreditation procedures. Team teaching is going ahead in various modules.

Reasons for success with UNAM include:

- Curriculum more advanced and globally aligned
- Common academic culture
- Commitment by staff of both institutions
- Stronger high level support
- Existence of 'champions'
- Building up of trust/friendship

Experience suggests that working with one partner only might have been more effective. UEM staff appear to be overwhelmed by their own situation anyway.

Work in **Labour Studies** was not originally in the plan but strong international connections made Wits' Labour Studies a nodal point for the region. Labour Studies had no pre-existing links with UEM or UNAM; UNAM was more successful for a number of reasons. The initial visit created links with Sociology and joint research projects were formulated but with no response from UEM (the fees involved were too low and the academic culture differed with less institutional stability). Labour as a topic was not a big priority in UEM and

expertise lay outside the university. Scholarships were the key interest for UEM: SANTED intervention might have been at the wrong level. SANTED funded a Ph D on labour, thus strengthening SA competence. Namibia has a strong Labour Studies institute (LARI funded by Germany) hence student field trips were a great success. A five-country joint research project on the textile industry had been developed through this link and the Namibian contribution was therefore particularly strong.

Spin-offs from SANTED included the continuation of links funded by other agencies/project funds. Five interns funded by the Department of Labour also used the Namibia linkage for research into labour recruitment practices. SANTED funded some field trips.

NEW Students interviewed at Wits included a Ph D and a master's student from Mozambique and another master's student from Namibia (female). Their experience was mixed, the language barrier being an obvious problem for the Mozambicans who had even sought help from home rather than Wits when initial difficulties presented themselves. The Namibian student had already been an undergraduate at Wits so knew the ropes well. All students appreciated the help received from the International Office

7.4.4. NMMU/UJ Project, Port Elizabeth

NMMU and UJ attempted to align the project to their institutional needs. Case Studies as a vehicle for examining curricula challenges were seen as critical instruments (8 conducted at NMMU and 6 at UJ) for getting academics on board and integrating them into the processes. The aim was to create space for the 'binary divide' to be dealt with and to consolidate the qualification structure. A further aim was to develop a coherent theory of higher education whilst recognizing the demands of the market place. The history of the knowledge or binary divide goes back to the creation of the CATES in the 1960s and the more recent (2004) creation of Universities of Technology, Comprehensive Universities (merged universities and technikons) and traditional stand-alone Universities. A new paradigm of scholarship/research had to be adopted along with the challenge of curricula and qualifications. There is a deeply entrenched and differing ethos among the three types of university institution and SANTED has helped to bridge the differences. Case studies revealed that 'us and them' attitudes still exist but that there is a lot of academic drift taking place. A benefit of SANTED has been the provision of capacity for deeper analysis of the 'knowledge divide' and more exploration of the forms of knowledge the different institutions should promote. Curriculum developers have been asked to concentrate on what to put into their programs rather than on structures: the key questions concern the skills and knowledge that form the basis of a professional/academic training and what the professional bodies require. Case

studies have revealed the necessity to maintain the integrity of diplomas and the B. Tech. etc, hence the abandonment of the common first year for diplomates only, thus reducing drop-out and allowing students to switch programs. A topping up process has been introduced in Management Sciences to enable access to degree studies and to avoid presenting the diploma as a default program. A further important debate has arisen over the structure and pedagogy required for programs in relation to student learning styles: the question has been posed over the basis on which the university makes decisions on the structure and curricula of its programs. 'Academic creep' is an obvious phenomenon but it remains important to look forward to assess what the employment market demands. There is need to take time, to consult and to draw lessons from other experiences: SANTED has facilitated this. What has also arisen is recognition of the need for institutional capacity building: there is a lack of expertise with a further need to extend the system's capacity to change.

To ensure sustainability curriculum development will be a crucial factor: NMMU is looking to set up an inter-university centre with the University of Michigan to examine holistic student development. Pedagogical challenges will remain important issues as will analysis of the graduate competencies required of different programs whilst conforming to HEQF demands. It will be necessary to avoid proliferation of programs. NMMU/UJ recommend the mainstreaming of SANTED findings, the avoidance of overlapping programs (e.g. BA HRM and B Com HRM) and the working teams set up should be supported to function optimally. The theoretical basis of HE curriculum design needs much more analysis and attention: criterion-based models have been explored. Sustaining momentum is going to be a challenge: the processes have to be elevated to a higher level, reaching beyond mere conformity to HEQF. The role of the universities of technology has to be clarified.

Besides clarifying issues for NMMU and UJ, SANTED has contributed to the national debate on university education, diversity, mission differentiation and purposes. The debate is not yet conceptually understood in SA. There is a need for a conference in 2010 to explore these and other SANTED-derived issues further and to extend the discussion beyond the current partners.

7.4.5. Rhodes University's 'Virtual Classroom' Project

It was noted that UNAM had been keen to cooperate in the joint project but lacked funding. Thanks to SANTED a Memorandum of Agreement had been signed in 2008. Benefits had accrued to both sides. RU has several masters' and a Ph D student: there is joint supervision of masters' students and joint publications have been prepared. Alternative approaches to the use of some of the technology (e.g. Wimba) have been developed as a result of the cooperation. A fair balance has to be maintained between the institutions; trust and respect have to be developed further. UNAM's commitment has been indicated by their

promotion of graduate studies and the electronic interface/infrastructure have been improved. Logistical problems have been the only negative aspects of the cooperation so far although there have been some frustrations regarding non-appearance of masters' students due to course failure in Namibia: better screening of students is necessary. It is also essential to ensure that sufficient resources of time and money are available to release lecturers for the additional commitments the cooperation demands. Another issue deserving attention is that some modules are not recognized for credit at UNAM. The effectiveness of the modules has been tested after delivery and the annual reports give details of the success rates. The program has been good at delivering live teaching to a PC laboratory to a group of students in another country- the virtual classroom. Staff tried alternative approaches when the network was down and there are obvious constraints to scaling up the intervention while the capacity of networks is limited.

7.4.6. Rhodes University's Multilingualism Project

SANTED 'rescued' Rhodes' Department of Language Studies: funding of between SAR 13m and 15m has been secured and SANTED kick-started this. The roles of the Dean and VC as champions of the program cannot be overstated. Through the Multilingualism Project access had been enhanced, fitting closely to RU policy. African Languages have become a pre-requisite for graduation in appropriate faculties and buy-in from management has secured this principle. Sustainability will depend on having a person (e.g. a post-graduate student) in each department to drive the terminology/glossary work as a research project. Research output has been good but integration of African Languages requires understanding of vocation-specific curriculum design and terminology development. Staff need mentoring and retraining; staff capacity is a challenge. Noted that students pushed for inclusion of the multilingualism component in their Community Experience Program. Feedback illustrated student benefits in areas like Pharmacy especially. IsiXhosa has been offered to doctoral students in Pharmacy via video conferencing but much needs to be done to refine the technology. Much adaptation will be required for continuation including orientation for students and revised methodology; a five-day intensive orientation was tested at the beginning of 2009. In the Faculty of Law a credit-bearing elective was developed based on the demand generated by Legal Practice activities students undertake at the Legal Aid Clinic. The course was revised subsequent to student feedback and a handbook, flash stick and phrase book were prepared for each candidate. Courses in isiXhosa for staff have been mounted at two levels - beginners and intermediate: a total of 97 candidates has been enrolled since inception, including top management, post graduates, community members, international students and support staff. The focus has been on language competence, communication and cultural awareness. SAQA accreditation means staff and students can get course credit: feedback has been

very positive especially regarding cultural awareness raising. IsiXhosa is also to be offered to Journalism and Education students designed for all first years in Journalism and as a course for PGCE students in Education (non-mother tongue students). Support for teaching in other subject areas has included development of slides in isiXhosa to accompany Geography modules and a glossary of key political philosophy terms; development work continues. Support to ICT teaching has included a glossary for computer terminology, a bilingual Computer Literacy course and a localization module on mother tongue Language and ICT. Students helped with the construction of the glossary: about 180 terms have been included. The Bilingual Computer Literacy Course is used in the ACE ICT program and was developed using local teachers and Grade 10 students. Great assistance has come from the development of the Peter Mtuzze Multi-Media Facility - a fully localized MMF to support SANTED and the teaching of all languages throughout the School of Languages through CALL. It is the first language laboratory in South Africa to enable students to use computers in their own language. A further major contribution of SANTED has been the fostering of African research and scholarship: 34 publications have come out of SANTED work with research presented at local, national and international fora. Research has been conducted in collaboration with other institutions. Post graduate numbers have risen from 4 in 2006 to 23 in 2009. Six SANTED staff members are registered for higher degrees - 3 Ph Ds, 1 MA, 1 Honours, 1 post-graduate diploma. One MA was awarded in 2008 and another in 2009. Major lessons learned from SANTED are:

- Growth in student numbers (from 68 non mother-tongue in 2007 to 131 in 2009)
- IsiXhosa mother tongue enrolments were non existent in 2007, 32 in 2008 and 38 in 2009
- Honours candidates from 1 in 2007 to 10 in 2009
- Masters' candidates from 3 in 2007 to 11 in 2009
- Ph Ds from 1 in 2007 to 3 in 2009

These developments have been supported by bursaries from the Department of Arts and Culture of the GoSA. Further lessons are that research adds quality to teaching and learning. Inter-faculty relationships have also led to higher quality research. SANTED has contributed to the research portfolio of African Languages, integration of language programs into the mainstream of faculty courses ensures sustainability and SANTED has raised the visibility of African Language Studies (ALS) throughout the University.

Other spin offs from SANTED work have included

- Schools outreach work has promoted a culture of reading in mother-tongue among pupils
- The Steve Bantu Biko Speech Day has been initiated
- Collaboration with Pharmacy on sciencefest activities

- Development of materials with Pharmacy for their community outreach work
- Pan South African Language Board gave ALS a national award in 2008
- Department of Arts and Culture awarded a post-graduate bursary for study in ALS
- Media coverage has been extensive

Collaboration has also been developed with the University of Fort Hare, with the National University of Lesotho and with Makerere in Uganda (where a web browser in Luganda was developed). RU's e-mail system has been translated into isiXhosa. SANTED has enabled African Language Studies to implement both the national and institutional policies on language, to construct a mutually inclusive environment in the university and to contribute effectively to the rapidly changing South African society at large.

7.4.7. University of Fort Hare Access and Retention Project (Saka Ngethemba)

Six sets of activities have been undertaken - retention policy, research and ITS, enrolment management, tracking system development, teaching support and learner support. In terms of Retention Policy UFH staff found it essential to focus on all aspects of student life and workshops were held with all stakeholders, including students themselves. A third draft of the Retention Policy has now been prepared with indications of responsibilities, time frames etc. A student tracking system (STS) is included but the main lesson is the need to get all the players involved. An external consultant in higher education was used to help draft the policy using a bottom-up approach although the initiative came from SANTED and the VC to request a formal policy. The STS is on-line and is participatory; it was piloted in the Law Faculty. It was a challenge to get all staff to cooperate because of the technical nature of the work with passwords, data entering by academics etc. The tracking system is clearly aligned with SANTED goals. SANTED also provided the funding for linking the tracking system with the Teaching and Learning Centre (TLC). Lessons learned from the project include the necessity for getting academics to buy into the activities, to be computer literate and to recognize the academic value of the system. The link between admission and retention policies and the tracking system should also be emphasized. The main legacy from SANTED will be the creation of a viable tracking system with accompanying handbooks. Research competence has also been built up through the process of learning how to track students through the system: a doctoral study is being undertaken to investigate causes of dropping out. The candidate has carried out a staff work load survey and has assessed student satisfaction with IT-based training (using the iEnabler system). The probability of the university picking up the salary for this post is doubtful. Retention rates show general improvement with a few anomalies: throughput rates also show interesting patterns with 3 year programs generally showing

lower throughput rates within the minimum time. A significant outcome from the SANTED work is that staff and departments now know what is actually going on with their students. The legacy from the project is how to sustain the quality of the processes. Other benefits have been a survey of student satisfaction and the development of a policy on late registration. SANTED also funded an induction process for new staff which UFH will now pay for. Student Counselling Units have been enhanced as a result of the SANTED initiatives. Papers have been presented at various fora drawing attention to the UFH experience, thus raising the research profile of the university.

The Teaching and Learning Centre has benefited through the development of placement and access tests to indicate student potential, through the professional development of staff for a post-graduate diploma in Higher Education & Training, through the development of an international computer 'driving licence', a peer mentoring pilot program for young staff, induction for new staff, a CALL pilot, and an evaluation assistant tool for staff to evaluate their courses. All these initiatives are currently being monitored and evaluated.

Problems remain regarding 'buy-in' of staff to the new systems and how to make them valuable to users), compulsion versus voluntariness and the capacity of IT systems. Four of six TLC initiatives are fully sustainable by UFH but the computer driving licence and mentoring will not be fundable for the future). Plans are in place to discuss how to integrate project activities and personnel into the mainstream (the evaluation assistant funded by SANTED now paid for by UFH). The business procedures for admissions and registration have also been improved. Lessons learned from the project include:

- The necessity for changed practice
- Necessity for accurate data
- Integration of approaches into the work of ALL faculties
- System and quality of data gathering/interpretation improved
- Use of new IT tools enhances quality (especially iEnabler)
- 'You are only as good as your staff'
- How to make processes valuable to users
- Monitoring as a significant factor in success
- Need to move on from project mode to integrated mode - UFH to meet and discuss how to do this
- Continued use of ITS a risk factor - it is expensive
- SANTED II was a well run project which contributed much to systems and efficiency

7.4.8. UKZN Multilingualism Project

Starting with work in the Nursing Faculty terminology development became the focus: words were extracted from text books and selected at workshops to create glossaries. Students helped in selection and language specialists were recruited and paid for by SANTED. However, some isiZulu speakers among the staff did not see the need for terminology development. The project encouraged another colleague to work on medical terminology beyond SANTED. Lessons learned included a raised awareness among staff for the need to develop language practice – it is insufficient to use English especially in such areas as nursing and pharmacy. Teaching skills were the next area selected for attention and development. Staff overload became an issue and readiness to take on the work was the key factor. Legacies from the project include the necessity to complete the terminology booklets, to get multi-lingualism on the curriculum. Senior champions are essential; there is not enough general buy-in as a result of limited support. It will be essential to address this challenge. There will be a teaching and learning conference later in the year and the SANTED components will be highlighted. There is a need to link in with national groups listing Zulu words and terms perhaps using the web. The university will have to support staff and students in mastering Zulu. The SANTED/UKZN Teaching and Learning website could be used if the university will support it.

In Psychology there was much the same story as with Nursing. Student buy-in seems to be essential; senior students were asked to examine their experience and to identify specific issues at different levels. Key terms from Psychology textbooks were extracted (e.g. correlation, variable etc) then English definitions translated. Students expressed surprise that they now understood what the English terms meant. Student work was validated by lecturers in dialogue with students. The selected words were placed in context for use in tutorials led by senior students; materials are to be placed on the web inviting comment. Research is little developed; one 3rd year student did a study on language issues for Psychology students. There is a need for a research study on the learning difficulties for black students in Psychology. Lessons included the success of students mentoring staff (non-Zulu speaking) and staff working to raise funds from the National Research Foundation's indigenous knowledge initiative. UKZN is heading towards dual medium status for examinations. Helping students succeed is the main impetus.

7.4.9. UKZN 'SUKAR' Access and Retention Project

An extended curriculum has been introduced in the Humanities at the Pietermaritzburg campus. Integrated academic support is now available for 120 + students in Years 1 and 2 across disciplines. Tutors have been appointed to develop materials and training in teaching and learning. Implementation began 2 years ago with a 1 year pilot. Quality tracking has been introduced to assess

pass rates, comparing class marks with examination marks. Throughput rates have improved although links have been better with some tutors than others. Sociology has responded particularly well to tracking results and other evidence from SUKAR. There has been less championing from above, more reliance on tutor's commitment and interest. It has been hard work to get SUKAR institutionalized - staff are simply too busy. The bottom up nature of the initiative was significant. The former Deputy Dean (now gone) was very supportive and the Humanities Dean is in favour of mainstreaming but funding 8 or 9 posts (even part-time) will be difficult. Staff have been stable, with low turn over; younger academics have brought in new blood and enthusiasm. The September conference will spend one day on SANTED issues and lessons. The program created confidence among students - the extra hours were used to link activities to the discipline. The Teaching and Learning Centre is researching a 5 to 6 year cohort study across the spectrum of students, also a retrospective on 'access' students. The Sociology Dept has a master's student researching access students who were originally a stigmatized group but who are overcoming this through self-help initiatives. The extended curriculum is offered to those with lower matriculation scores, those from disadvantaged schools and those with English as a second language. A handful of mainstream students has also joined the extended curriculum. A focus on content is the key rather than counseling although confidence building means Year 2 students go more directly to lecturers for help. In the Faculty of Law the emphasis has been on helping students learn 'the rules of the academic game'. Sociology focused on decoding the types of assessment, making quality criteria explicit, sharing 'good' essays among students.

The Faculty of Engineering focused on addressing low pass rates: after the 2005 merger within the university there was a 50% wastage rate. As a result of SANTED initiatives an Academic Development Committee was set up with a Dean's assistant. The mentor concept was set up using SANTED funds. Post graduates assisted with mentoring and the student manager of the scheme reports to the Director, Academic Support. Focus is on Level 1 mathematics, applied mathematics, physics, chemistry, technical drawing and some IT. Some 200 to 300 students are supported at a cost of R150,000 per annum. Mentoring rather than tutoring has improved performance. Formal Saturday meetings are used plus open door or e-mail contact. Lecturers give guidance on topics which are dealt with in group discussion with occasional formal teaching. The process is largely content based. Mentors are the first stop for dealing with student learning problems. Pass rate improvements since 2005 include:

- Mathematics from 47% to 82%
- physics from 39% to 77%
- chemistry from 62% to 86%
- applied mathematics from 67% to 68%
- engineering drawing raised to 96%

- engineering design (IT) raised to 88%

Problems still remain with 2nd, 3rd and 4th year modules. The DoE has funded academic support since 2008 but this is not yet fully on stream.

The Science and Agriculture Faculty does not use mentors: the content focus has been selected in three disciplines, biology, chemistry and maths using different approaches. Biology does extra tutorials with small groups, chemistry runs extra classes on Saturdays and maths uses computer assisted instruction. There are some staffing and technical problems; post graduates are used as tutors in some cases. Biology and maths have invested in extra hardware (e.g. smart boards). No formal evaluation is available yet but initial data from biology looks good. Those students who attend appear to do well.

The Law Faculty found Year II the problematic one for students; compulsory academic skills workshops were introduced and the sensitivity of lecturers was also built up and there have been research spin-offs. Other legacies include: incorporation of new approaches into the Academic Support and Advancement Program of Engineering (4 yr degree takes 11 semesters on average). The end of SANTED funding will require Deans to make decisions on where to place budget items. The chain of command in the SANTED program is too long within the university. Not everyone understands or is on board; the focus has been on getting Year 1 students into Year 2. Success has been more limited at other levels: the university should be able to fund the program.

A discussion with the DVC T&L revealed that a steering group had been set up to ensure better understanding & achievement of goals. The university sees SANTED as an important contribution to access and retention issues. The Council is very much on board as engineering outcomes provide hard evidence to feed into the university mainstream. It is necessary to document what has been achieved. Senate has prepared criteria for monitoring and evaluation of student progress. New policies are in place on academic support and exclusion but machinery has not yet been fully set up.

(NOTE: Only 4 of the named sub-project staff were present: of these only one was a sub-project leader, Prof. Afullo. No agenda or papers had been prepared. Reported that only 2 Steering Group meetings had been held up to September 2008. Financial management has been problematic – some sub-projects had used their own faculty funding for activities. No information was available on the key area of collaboration with secondary schools (Fast Forward); there was no information on the integration of alternative access programs in the Faculty of Management Studies. No information was available on the Mastering the Master's project – another key SANTED area. Overall the UKZN presentation was the least satisfactory and least well prepared of all those the team met)

7.4.10. University of Namibia ' ZAMANAWE' Project

Progress had been maintained in terms of the agreed business plan (i.e. to expand collaborative work in the field of HIV/AIDS peer education with other SADC universities, to develop appropriate and specific HIUV/AIDS programs in the partner institutions, to evaluate the effectiveness of programs through an M&E process, to develop student leadership in the area of HIV/AIDS). Achievements included the signing of the joint MoU, development of joint approaches to good peer educator (PE) practice, exchanges of staff and students, administration of baseline questionnaires and writing up of research reports, recruitment and training of students as peer educators, maintaining a gender balance among PEs (although girls are more numerous in the program), exploring a variety of training models for PEs, setting up project evaluation procedures including baseline studies, questionnaires, reports and reflective accounts of experience, exchange of PEs across campuses, electronic forum set up, and students trained as moderators of others. It was noted that some ex PEs are now working in related fields, one with the MoE as an AIDS specialist. The Pro Vice Chancellor has announced that UNAM will take up the ZAMANAWE work after SANTED comes to an end.

Turning to Zamanawe in operation it was noted that money did not readily come from UWC as the lead institution so MoE funded SANTED work to the tune of R100,000 as a grant. A request is in to the MoH for SANTED replacement money and a response is expected by July. The PVC has recommended another external source (ITECH) for training and allowances. Research has involved two exchange students from Canada, one looking at the PE concept plus the baseline study. The need to develop a master's program in the field was acknowledged. It was also regretted that 1st year students only can participate in Zamanawe. These students could become trainers of trainers or work off-campus with other organizations. Student exchanges involved only 3 participants at a time. This initiative was a big motivator and should be increased.

The selection of student leaders raised some interesting issues. Democratic procedures failed as students tended to elect popular rather than effective people. Project managers were forced to appoint suitable people rather than to rely on election outcomes. It was also noted that project managers should also exchange more, broadening the sharing of experience. It was also felt necessary to track peer educators up through the senior years, extending the PE approach to other campuses of UNAM. A bigger research budget was needed beyond the baseline study if real learning from the project was to be identified.

The Body Map concept was developed as a teaching aid as well as a self-development tool. Booklets based on these experiences were being developed.

Problems encountered included the late or delayed delivery of funds from the lead university (UWC). SANTED reporting requirements also changed too frequently and chain of command through UWC was too complex. The academic and financial years of the partner institutions did not coincide. On the positive side 'JJ' at UWC was a key person for the success of the partnership. He was approachable, supportive and professional; he was very committed to the whole enterprise.

7.4.11. University of Namibia Virtual Classroom Project

The Department of Computer Science (DCS) is a young department with few staff, low research output and few post-graduates. The SANTED MoU was signed on 3rd July of 2008. Since that date the Virtual Classroom initiative has been seen as very successful with UNAM facilitators trained in the SANTED-funded laboratory thus building local capacity. Rhodes University helped construct the curriculum by adding RU modules to UNAM's own; programming and software development were key locally relevant areas. Within the cooperation good projects had been developed by students but were not often utilized due to the low capacity of the Department. It is also essential that DCS briefs the UNAM leadership on the uses of new IT systems.

Achievements so far include new internet technology added to the Department; the Voice-Over Internet Protocol (VOIP) has been added for virtual classroom communication, telecommunication skills and capacity have been developed to address the needs of local industry through links with Telekom Namibia. A Centre of Excellence concept at UNAM has been accepted by Telekom Namibia. A MoU is to be signed for buildings and equipment funded by TN thus strong links to local industry will be ensured.

The link with RU will produce post-graduates as potential staff members – SANTED has facilitated this. Also the link with TN could allow TN staff to offer courses at UNAM, help train staff etc. SANTED funding brought Prof. Terzoli to Namibia to demonstrate the VOIP to TN and opened the door for further cooperation.

Materials have also been developed including guides prepared for facilitators and students. Technical issues have held back progress (broadband width etc.): this is a national issue not specific to UNAM. Changes to curricula also hindered transfer of credits for students but this will be resolved next academic year. Students destined for RU could not go as they had to make up failed courses. They should be on track soon for admission to the Rhodes Master's.

Transfer of funds from RU was sometimes delayed; processes for release of funds had proved too complex but better arrangements were now in place. Top

management at UNAM was very supportive; they want SANTED - type activities at other campuses, e.g. computer literacy courses. Recommendations include the need to get the DVC Finance to champion the program. There is also a need for a key committee to determine and drive IT policy at UNAM. Research is still underdeveloped; more post-graduates are required also joint research projects with other universities. It is difficult to get suitable candidates. Facilitators and lecturing staff need closer cooperation and to learn from each other. Staffing is a continuing problem with heavy teaching loads, largish classes. More money is needed for exchange visits with RU for students – this is a big motivator.

7.4.12. University of Namibia 'NEW' Project

SANTED built on an existing cooperation agreement with WITS but more time should have been spent on developing administrative procedures. Considerable expenses had been incurred and payment of funds was delayed.

Faculties were integrated into the project from Day 1; this is an important principle. Undergraduate teaching is an expensive feature of NEW; staff exchange is more cost-effective, as is exchange of post-graduates. Staff development and capacity building has been a big help to UNAM which has found it better to work with a strong lead institution.

Engineering reported that curriculum development, post graduate scholarships and joint research had been the big benefits from SANTED II. Networking skills had developed, raising the status of 'weaker' universities. However, the two-year phasing of SANTED II did not allow for Ph D scholarships to be implemented but 6 Master's scholarships had been undertaken. The Engineering curriculum in seven disciplines had been developed using partners and colleagues from industry. Cooperation with Portuguese-speaking universities had not worked well due to language and other issues. Wits had presented itself as a strong institution but there were not enough benefits for them. There is a need to ensure significant outcomes for all partners. Annual Meetings helped resolve problems within SANTED and the separate bank account for SANTED shortened the administrative chain. Piecemeal transfer of funds was replaced by block grant which worked much better.

SANTED created the space for preparation of a proposal to the African Material Science and Engineering Network (AMSEN) from UNAM, the University of Botswana, the University of Nairobi and the University of Accra to use Carnegie funding for a joint research program and student scholarships (1 Ph D plus 4 Master's).

Biological Sciences/APES reported that team teaching at undergraduate level plus M Sc and Ph D had been conducted and three weeks were spent by students

in the field. Team spirit and cooperation worked well: students benefited from different environments and eco systems. Delays to introduction of the master's program meant that only 4 of the expected 15 students were admitted. No scholarships within SANTED meant fewer applicants. Work permits for lecturers from other countries took too long to obtain and language was always an issue with UEM Mozambique.

The Economics group reported considerable progress in terms of resources acquired – books, journals, IT, media etc. In addition, the curriculum was developed for a master's in economics – three cycles of graduates had been achieved. The African Economics Research Consortium based in Nairobi categorized UNAM's program first as an A program but then upgraded it to B to enable international students to apply. Some 30 applications had been received from all over Africa. However, shortage of staff makes development difficult. Universities with the same calendar cannot easily release staff for joint activities; it is hard to keep Ph Ds in the department. Fulbright is being approached for help. The Department also needs funding for staff development and scholarships. Only 1 master's candidate is being trained at present.

Turning to sustainability and the legacy from SANTED II, Engineering activities had proved very successful. A new faculty had now been set up but needs scholarships to build capacity. Biological sciences reported many successes, especially in terms of curricula. Research spin-offs included joint publications . The first research meeting held in Maputo was not so productive. The next one in Gaborone in late May seems more promising. A journal link-up has been secured by Wits and there is a link with Botswana for publication in the UoB journal. The partnership with UEN has been more problematic but they should be brought on board more fully.

7.4.13. Meeting at the Department of Education, Pretoria

Dr. Qhobela noted that currently there are four partners in higher education in South Africa. The first is SANPAD funded by the Netherlands to support research and mentoring of academic staff. Finland is supporting ICT integration into merging institutions, and the European Union is funding HIV/AIDS research in higher education. SANTED, is the 'jewel in the crown'. The program is much appreciated because it addresses the fundamentals of access, retention and success but also addresses the issue of how to innovate and mainstream change into the university sector. Greater diversity within the student population means a response is essential as is the development of student leadership.

SANTED support has been 'incredibly valuable' in providing space for innovation which Government could not have funded. The program has also influenced policy through such issues as the NMMU/UJ curriculum initiative:

2001 saw the publication of a new HE policy aimed at achieving a uniform policy on qualifications for a unitary system, doing away with the binary divide. NMMU/UJ blazes the trail for other institutions to follow. One of the most important SANTED outcomes will be the development of a viable curriculum for the universities of technology and for the comprehensive universities at a time when the qualifications framework is changing and when the CHE has been working on the profile, offerings and relevance of tertiary institutions.

The labour market is the key target and more is required than ladders and bridges between qualifications: horizontal movement should also be considered. SANTED's significance has been in such areas as the multiple initiatives being tried out for access, retention and success. Success rates and throughputs have become key concerns. SANTED has helped universities respond to Government requirements and funding formulas.

Access is now twinned with success: what are universities going to do for the entering students? Teaching Development Grants are to be provided by DoE if targets are not met, triggering improved teaching and learning procedures by the universities. DoE will also provide monitoring and evaluation. A further strategy is analysis of the gap between what universities demand and what students have already mastered – funds are being made available for this exercise.

Enrolment planning (EP) has been brought in by DoE to set targets, to determine the profile of tertiary education as a whole. Enrolment planning was seen as capping and was resisted. However, the DoE wants a more planned and rational approach in terms of capacity and demand (e.g. over-production in library science). The second iteration of EP has been more successful with universities developing innovative approaches to student guidance and a much more reflective tertiary system has emerged to deal with policy, enrolments, curricula, student support etc. The next cycle will enable the DoE to examine the comprehensive universities and how they are dealing with diversification.

The SADC dimension of SANTED enabled DoE and the higher education sector to examine their role in the region – what good practice can be shared, who can you research with besides Europe and the US? South-south could be a better approach when development assistance is declining. SANTED funded the Norwegian Student Union to visit SA and interact with SA students: a student charter is now under construction.

Multilingualism has significant policy implications: and the work of Rhodes University is ground breaking. The question of the role of multilingualism in HE needs further exploration.

The support side of SANTED has been exemplary. There has always been a clean audit and relations between the partners have always been very good.

7.5. AIDE MEMOIRE TO THE ROYAL NORWEGIAN EMBASSY: LESSONS AND LEGACIES FROM SANTED

Introduction:

This document was discussed with the Royal Norwegian Embassy at the conclusion of the field work and represents a summary of the initial findings and recommendations from the Review

Strategic Lessons

- Select strong partner institutions despite the needs of weaker ones
- Focus on what universities do already and strengthen/facilitate these activities
- Tie programs in with current university policies (on admission, retention, diversity etc)
- Project activities need to be integrated into the regular tasks of the university: lessons need to be fed into the faculties/departments
- Choose to work with strong institutional leaders
- Seek 'champions' to pursue project goals and aims
- Key individuals with commitment and energy are critical to success
- Consider the indirect as well as the direct outcomes/spin-offs: develop a matrix of expectations from the strategic to the modest
- Support monitoring and evaluation within projects as well as about projects
- Research at a number of levels should be a significant area of activity
- Develop quality tracking of interventions, student progress etc.
- Content rather than counselling is key to student success: time-on-task, learning 'the rules of the game' equally important
- Do not underestimate the challenges of South-to South cooperation: time and space essential for trust and friendship to develop
- Where regional/international cooperation is a component, build on institutional experience
- The common academic culture is an important pre-requisite for institutional cooperation
- Transfer/translation of materials and approaches of the lead institution to be avoided: joint work on locally relevant high quality programs is preferred

- Use of IT can create economies of scale & lower costs generally whilst communicating effectively
- Interventions should be focused and discrete rather than 'Big Bang' oriented
- Projects should be designed as catalysts for further development
- Capacity building among partners is a key goal in such programs
- Sustainability should be measured in terms of finance committed, staff appointed/confirmed, integration of project activities into the mainstream
- Human resource/capacity development must be accompanied by production of course materials/software/curricula

Institutional Lessons Learned

- Staff overload, the need for financial recompense and resistance to innovation/IT may be unlooked for outcomes of project work
- IT and the web can be used to spread and consolidate messages and learning opportunities
- Development of staff 'buy-in' is crucial: use senior students/post grads to influence junior students
- Prepare for mixed reactions to strategies/findings within universities
- To get ideas institutionalized use a mix of bottom-up and top-down strategies
- Younger academics are usually more open to change and innovation
- Use project activities to build competence and confidence, greater professionalism
- Use mentorship rather than tutorship in student-to-student activities
- Universities should use success stories to gain additional funding/support

Legacies from SANTED

- Increased self-reflection at partner institutions
- Increased capacity and staff development
- Opportunities for training increased: training places made available and taken up
- Materials developed (handbooks, glossaries, software etc)
- Research conducted, completed
- New posts established to support SANTED innovations
- New and revised curricula produced
- Improved analysis of higher education/tertiary education
- Networks established nationally and regionally
- Sound policies in admission, retention and ensuring success institutionalized

- Integration of SANTED approaches into university mainstream procedures
- Additional/new sources of funding accessed
- Partnerships established and methodologies developed
- Lead organizations established and approaches confirmed
- Infrastructure and equipment improved in partner institutions
- New strategies developed for course delivery (e.g. VOIP)
- Institutional capacity in project management, reporting and budgeting developed
- Innovative nature of components led to improved capacity for innovation (e.g.RU)

7.6. THE SOUTH-SOUTH COOPERATION MODEL: SOME COMMENTS

SANTED II tested this model quite extensively. Wits, UWC and Rhodes all functioned in this role and generally succeeded, subject to certain constraints and conditions. Some of these have been touched upon elsewhere in this Report (e.g. the need to work with 'strong' partners, the need for a common academic culture and the capacity to overcome logistical and financial barriers).

As an alternative to the more usual North-South institutional linkages favoured by development partners, the South-South model provides a number of advantages. Without going too deeply into the related problems with North-South partnerships - namely the frequent lack of experience, expertise and competence in the North and the diversion of benefits away from the Southern partner - the identification of a successful model which ensures the maximum pay-off to the donor and to the prime beneficiaries of support deserves some attention.

The first points to be made concern the selection of the lead organization and the criteria which must be applied. From the SANTED evidence the first criterion for appointing a lead organization is the existence of a substantial track record in the field of regional or international cooperation. If this results in a focus on only a few institutions then steps can be taken to ensure that less experienced partners are brought into the cooperation agreement. UWC for example, is a popular choice as a lead organization as they have proved reliable and effective in a number of Norwegian programs (e.g. SEIA, training of Eritrean teacher educators). There is a danger of over-use of limited capacity and safeguards have to be built in. However, a sound track record is the first criterion and small teams of institutions could cooperate to provide this.

A second issue concerns the quality of analysis undertaken before a South-South program is initiated. All the partners involved need to be subjected to a rigorous

analysis which will deal with such issues as the track record referred to above, the level of support from institutional leadership, specific areas of expertise available, staff capacity and potential for commitment, financial and other incentives.

The outcomes from such an analysis need to be codified and documented, especially in relation to program aims and objectives. An agreed document which sets out a common understanding of the basis for cooperation needs to be developed jointly and steps taken to ensure that it is fully understood by all parties. Agreed procedures for monitoring and evaluation also need to be documented as do protocols for the engagement of sub-contracted groups or institutions. Time spent on turning the analysis and program plan into a detailed account of what is expected of each partner and how the cooperation is to function will be time well spent. As the World Bank often states, the quality of initial analysis determines the quality of the eventual program.

Once suitable lead organizations have been identified consideration must be given to involvement from the Norwegian side. Evaluation reports of North-South linkage arrangements are often extremely critical of the capacity and commitment demonstrated by the Norwegian partners. For example, Hoppers et al (2006) in commenting on the institutional linkage between Norway's Ministry of Education and that of Zambia were highly critical of the benefits the agreement conferred on either partner. Poor statements of objectives, unclear strategic goals and a lack of common perspectives as the basis for the inter-ministerial agreement all worked against a successful ministerial linkage. Most telling of all was the limited capacity for international cooperation in both ministries. Hoppers et al did show some positive outcomes from the Norway-Zambia agreement but their critique points clearly to the need for rigorous analysis before an agreement is signed and the documenting of all important principles from goals, objectives and indicators to procedures for monitoring and evaluation. Given this background (and there are further examples of poorly designed North-South agreements as well as some positive examples) it is essential that the Norwegian dimension of South-South cooperation is clearly defined. In the case of SANTED Norway funded, reviewed and evaluated playing no further active role in the program. If a benefit from Norwegian support to education in the South is to be a raising of Norwegian competence then a less passive role should be considered. A model put forward in earlier work for NORAD (2008)³ suggested that support to teacher education in the

³ See Report to NORAD from an Expert Group on Teacher Education, NORAD; Oslo, October 2008

south could be provided by consortia of Norwegian institutions, drawing on the strengths of a number of agencies or universities under an organizational umbrella rather like SANTED's office in the program under review here. The potential for joint monitoring and evaluation, research and development activities and the raising of competence in Norway is much greater within such a shared model. Further advantages of a South-South model with 'offshore' Norwegian support include a higher probability of program relevance, greater use of local and regional expertise, capacity building for all partners and a more economical use of resources as personnel costs in the South tend to be lower than in the North.

7.7. References

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