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## Redressing the Colonial/Apartheid Legacy

### *Social Equity, Redress, and Higher Education Admissions in Democratic South Africa*

SALEEM BADAT

In apartheid South Africa, social inequalities of a class, race, gender, institutional, and spatial nature profoundly shaped higher education. Given this, South Africa's new democratic government committed itself in 1994 to transforming higher education as well as the inherited apartheid social and economic structure, and institutionalizing a new social order. Necessarily, the realisation of social equity and redress for historically disadvantaged social groups in higher education, and therefore, the issue of admissions, has also loomed large in policy discourse. In this paper I first analyse the apartheid legacy in so far as the provision of higher education and the participation of black South Africans are concerned. I then advance various propositions with respect to eroding the apartheid legacy in higher education and realising social equity and redress for students from historically disadvantaged social groups. These propositions relate to equity and redress; equity and quality; equity of access and opportunity and outcomes; diversity, equity, and quality, affirmative action, and admissions policy and practice. Thereafter, I describe the approach to social equity and admissions under democracy and its outcomes to date and, finally, I identify the critical challenges that confront the state and higher education institutions in achieving constitutional values and goals with respect to social equity and redress.

**I**n South Africa, social inequalities were embedded and reflected in all spheres of social life, as a product of the systemic exclusion of blacks and women under colonialism and apartheid. The higher education system was no exception. Social, political, and economic discrimination and inequalities

of a class, race, gender, institutional and spatial nature profoundly shaped, and continue to shape, South African higher education. Given this, in 1994, South Africa's new democratic government committed itself to transforming higher education as well as the inherited apartheid social and economic structure and institutionalizing a new social order.

Indeed, over the past seventeen years, virtually no domain of higher education has escaped scrutiny and been left untouched, and there have been a wide array of 'transformation'<sup>1</sup>-oriented initiatives. These have included the definition of the purposes and goals of higher education; extensive policy research, policy formulation, adoption, and implementation in the areas of governance, funding, academic structure and programmes, and quality assurance; the enactment of new laws and regulations; and major restructuring and reconfiguration of the institutional landscape and of institutions.

Necessarily, the realization of social equity and redress for historically disadvantaged social groups in higher education, and therefore the issue of admissions, has also loomed large in policy discourse. This chapter:

1. Briefly analyses the colonial and apartheid legacy insofar as the provision of higher education and the participation of black South Africans are concerned.
2. Advances a number of propositions with respect to the erosion of the apartheid legacy in higher education and realizing social equity and redress for students from historically disadvantaged social groups. These propositions relate to equity and redress; equity and excellence/quality; equity of access and opportunity/outcomes; diversity, equity, and quality; affirmative action; and admissions policy and practice.
3. Describes the approach to social equity and admissions under democracy and its outcomes to date.
4. Identifies the critical challenges that continue to confront the state and higher education institutions if constitutional and legislated values and goals with respect to social equity and redress are to be realized.

It should be noted that this chapter confines itself to the issues of equity, redress, and admissions for students from historically disadvantaged social classes and groups. The important issue of equity and redress with respect to the employment of members of historically disadvantaged social classes and groups is not addressed, beyond noting that there has been limited progress in this regard and employment equity in higher education remains a key challenge. Furthermore, neither is the issue of *institutional* redress for historically black institutions addressed in this chapter. Institutional

redress to enhance the academic capabilities of historically black institutions remains an important issue, and the arguable lack of state support for institutional redress continues to make controversial government's policy of the promotion of institutional differentiation and diversity.

It is necessary to make three observations with respect to the context of social equity, redress, and admissions in higher education in South Africa.

First, higher education institutions were profoundly shaped by apartheid ideology and planning, in that they were reserved for different 'race' groups and also allocated different ideological, economic, and social functions in relation to the reproduction of the apartheid social order. The fundamental differences in allocated roles constituted the key axis of differentiation and the principal basis of inequalities between the historically white and black institutions. The inherited patterns of advantage and disadvantage continue to condition the capabilities and capacities of institutions to pursue excellence, engage in knowledge production, provide high-quality teaching and learning experiences, ensure equity of opportunity and outcomes, and contribute to economic and social development.

Second, research and teaching were extensively shaped by the socio-economic and political priorities of the apartheid separate development programme. Post-1994, higher education has been called upon to address and respond to the development needs of a democratic South Africa. These needs have been formulated in various ways. The 1994 'Reconstruction and Development Programme' speaks of 'meeting basic needs of people'; 'developing our human resources'; 'building the economy'; and 'democratising the state and society'.<sup>3</sup> The higher education white paper of 1997 calls on higher education to contribute to South Africa achieving 'political democratisation, economic reconstruction and development, and redistributive social policies aimed at equity'.<sup>4</sup>

Third, the attempt to transform higher education occurs within the context of a formidable overall challenge of pursuing economic development (including restructuring economic relations to address inequitable historical patterns of ownership, wealth, and income distribution), social equity, and the extension and deepening of democracy *simultaneously*. For good political and social reasons, one or other element of this triad cannot be eliminated, postponed, or tackled sequentially. They have to all be pursued simultaneously.

### THE COLONIAL/APARTHEID LEGACY

Under colonialism and apartheid, separate institutions existed for black (African, Coloured, and Indian students) and white students. During the early twentieth century, the twin concerns of the colonial state were

guaranteeing capitalist development on the basis of cheap unskilled black labour and consolidating the structures of white political domination and privilege. As a result, the higher education of blacks was not a priority for the state. By 1948, black university students numbered only 950, a mere 4.6 per cent of total enrolments,<sup>5</sup> and by 1959, some 10.7 per cent of total enrolments. Black students mainly studied under sufferance at white English-language universities. State policies ensured that higher education was essentially restricted to certain sections of the white dominant classes.<sup>6</sup>

From the 1960s onwards, there was expanded provision of higher education for black South Africans, intimately linked with the apartheid separate development programme and the project of geographical segregation and consolidation of ethnically structured territorial units, the *bantustans* (the previous 'native reserves'). The linkage between the establishment of universities for Africans and the launching of the bantustan system was unambiguous, the intention being to restrict the economic advancement, social mobility, and political rights of Africans to the bantustans, which was where the products of the 'African' universities were also expected to find employment. The black universities were, thus, intended to produce the professional and administrative corps for the black separate development bureaucracies and to assist in the formation of a black middle class that would, it was hoped, collaborate in the separate development project.

Following the 1976–7 political uprisings, black higher education expanded tremendously as a consequence of the reformist objectives of the corporate business sector and the apartheid state. Now, as part of a 'winning the hearts and minds strategy', the goal was to foster a black middle class through higher education in the hope that it would seek accommodation with the state and the predominantly white corporate business sector and also, act as a buffer against rising black, and especially worker, political militancy.<sup>7</sup> New higher education institutions were established for blacks, and black student enrolments increased dramatically from 25,104 students in 1977 to 140,604 by 1990, although only 11.9 per cent were permitted to enrol at 'white' institutions.<sup>8</sup>

At the close of the apartheid period, the gross participation rate in higher education was about 17 per cent.<sup>9</sup> However, participation rates were highly skewed by 'race': approximately, 9 per cent for Africans; 13 per cent for Coloured; 40 per cent for Indians; and 70 per cent for whites.<sup>10</sup> While black South Africans (Indians, Coloureds, and Africans) constituted 89 per cent of the population, in 1993, black students only constituted 52 per cent of the student body of 473,000. African students, although constituting 77 per cent of the population, made up only 40 per cent of enrolments. On the

other hand, white students, although only 11 per cent of the population, constituted 48 per cent of enrolments. Forty-three per cent of students were women. These statistics, taken together with the patterns of enrolments by fields of study, qualifications levels, and mode of study, highlight well the relative exclusion of black and women South Africans in higher education.

### ERODING THE APARTHEID LEGACY AND ADVANCING SOCIAL EQUITY

I wish to approach the issues of eroding the apartheid legacy in higher education and social equity and redress for students from disadvantaged social classes and groups by advancing six propositions that I consider to be key to the pursuit and achievement of a substantive social justice agenda.

#### Equity and Redress

For much of their history, progressive political movements in South Africa have advanced a *politics of equal recognition*, whether in relation to 'race', gender, or ethnicity. The Freedom Charter statement that 'South Africa belongs to all', and its declaration that 'All national groups shall have equal rights', is one manifestation of this commitment to a politics of equal recognition.

With the advent of democracy, this politics of equal recognition was translated into a constitution that guarantees equality in all spheres of society. The 1996 South African constitution set out the character of the society that was envisaged, proclaiming the values of 'human dignity, the achievement of equality and the advancement of human rights and freedoms', and 'non-racialism and non-sexism'.<sup>11</sup> The Bill of Rights unambiguously proclaimed that individuals and 'the state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth'.<sup>12</sup> The state was enjoined to 'respect, protect, promote and fulfil the rights in the Bill of Rights'.<sup>13</sup> With respect to higher education, the higher education white paper proclaimed the intention 'to provide a full spectrum of advanced educational opportunities for an expanding range of the population irrespective of race, gender, age, creed or class or other forms of discrimination'.<sup>14</sup>

A politics of equal recognition cannot, however, be blind to the effects of the legacies of colonialism and apartheid. Nor can it blithely proceed from a notion that the advent of democracy is in itself a sufficient condition

for the erasure of the structural and institutional conditions, policies, and practices that have for decades grounded and sustained inequalities in all domains of social life. It is precisely this reality that gives salience to the idea of redress and makes it a fundamental and necessary dimension of higher education transformation, and social transformation in general. Thus, the constitution states that 'to promote the achievement of equality, legislative and other measures designed to protect or advance persons, or categories of persons, disadvantaged by unfair discrimination may be taken.'<sup>15</sup> It also makes clear that 'conduct inconsistent' with its provisions is invalid and that the 'obligations imposed by it must be fulfilled.'<sup>16</sup> In similar vein, the higher education white paper enunciates 'equity and redress' as a fundamental principle. It states that:

The principle of equity requires fair opportunities both to enter higher education programmes and to succeed in them. (It) implies, on the one hand, a critical identification of existing inequalities which are the product of policies, structures and practices based on racial, gender, disability and other forms of discrimination or disadvantage, and on the other a programme of transformation with a view to redress. Such transformation involves not only abolishing all existing forms of unjust differentiation, but also measures of empowerment, including financial support to bring about equal opportunity for individuals....<sup>17</sup>

The goals are to become more socially equitable within higher education and to also promote social equity more generally by providing opportunity for social advancement through equity of access, opportunity, and outcomes. The equity and redress imperatives apply not only to the domain of students but also to the arenas of academic and administrative personnel.

Inasmuch as higher education institutions must debate and make choices and decisions on numerous issues, social equity and redress are not so much matters of choice as they are pressing constitutional obligations that 'must be fulfilled', and societal imperatives in terms of which institutions must take 'measures' to 'advance persons, or categories of persons, disadvantaged by unfair discrimination'.

### Equity and Excellence/Quality

In debates on higher education transformation, it has sometimes been contended that the increased participation of historically disadvantaged social groups in higher education and the pursuit of equity and redress must necessarily compromise excellence and quality and result in the diminution of the quality of provision, qualifications, and graduates. While these are certainly risks, such outcomes are not preordained. There may be an intractable tension between the simultaneous pursuit of equity and redress

and quality, but there is no inevitable conflict between them. The imperatives of social equity and redress do not mean any inevitable reduction of quality and the compromise of standards, appropriately defined.

'Quality' and 'standards' are not timeless and invariant. It is unwise and inappropriate to conceive of quality as being attached to a single, ahistorical, and universal model of a higher education institution. Quality and standards are historically specific and must be related to the objectives of institutions and to educational and broader social purposes.

For good reasons, the higher education systems of many countries evince institutions that are highly differentiated and diverse, in terms of which institutions have different missions, pursue differing social and educational purposes and goals, and necessarily have differing entrance requirements and academic standards as appropriate to specified objectives and purposes. The meaning of a university is not to be found in their admission policies, the content of their teaching and research, or how they undertake these. Instead, the core characteristics of a university are fourfold.

1. A university produces and disseminates knowledge which advances understanding of the natural and social worlds, and enriches accumulated cultural inheritances and heritage.
2. A university cultivates and forms the cognitive character of students so that they: 'can think effectively and critically'; have 'achieved depth in some field of knowledge'; have a 'critical appreciation of the ways in which we gain knowledge and understanding of the universe, of society, and of ourselves'; have 'a broad knowledge of other cultures and other times'; are 'able to make decisions based on reference to the wider world and to the historical forces that have shaped it'; have 'some understanding of and experience in thinking systematically about moral and ethical problems'; and can 'communicate with cogency'.<sup>18</sup>
3. A university is committed 'to the spirit of truth'.<sup>19</sup>
4. A university possesses the necessary academic freedom and institutional autonomy to effectively produce and disseminate knowledge.

While academic freedom and institutional autonomy are necessary conditions if universities are to advance the public good and be democratically accountable, they must also be understood as values in which both rights *and* duties inhere.<sup>20</sup> In this regard, 'the legacies of intellectual colonisation and racialisation' must be recognized 'as threats to academic freedom',<sup>21</sup> and that 'the powers conferred by academic freedom go hand in hand with substantive duties to deracialise and decolonize intellectual spaces'.<sup>22</sup>

In as much as quality and standards are not invariant, the 'educational process in higher education—including curriculum frameworks, the assumptions on which these are based, course design, and approaches to delivery and assessment'<sup>23</sup>—is also neither immutable nor a technical or neutral issue. Instead, it is 'historically constructed' and 'constitutes a significant variable affecting performance and determining who gains access and who succeeds.'<sup>24</sup> However, there is frequently opposition to critical engagement on 'the educational process as a variable, at least partly because changing embedded structures and practices is seen as eroding standards.'<sup>25</sup>

Also pertinent to the theme of equity and quality, on occasion poor-quality higher education has sought to be explained in terms of providing access and opportunities to historically disadvantaged social groups. This is, of course, a cynical and distorted notion of equity, which also does not substantively or meaningfully contribute to eroding the domination of knowledge production or high-level occupations by particular social groups. Without the provision of high-quality learning and research programmes, institutions do not in any significant way contribute to the production of graduates that can contribute to the economic and social development of societies and to the public good. There may be private benefits for individuals, but no or little public benefits for society.

While the achievement of social equity with quality and quality with social equity may be challenging, these are not impossible goals. Without quality, the prospect of meaningful social equity is compromised and rendered meaningless. On the other hand, 'quality' pursued in a manner that is oblivious to the imperatives of equity and redress means that social advancement through equity of opportunity in higher education is precluded, and the class, race, and gender character of the occupation and social structure of apartheid is reproduced rather than eroded and transformed, and the pursuit of democracy is effectively compromised.

None of the above is to deny that the pursuit of social equity and redress and quality within higher education *simultaneously* may be characterized by an intractable tension, and give rise to difficult political and social dilemmas and unenviable choices and decisions, which could also necessitate trade-offs between principles, goals, and strategies, especially in a context of scarce financial resources. An exclusive concentration on social equity and redress could lead to the privileging of equity/redress at the expense of quality, resulting in the goal of producing high-quality graduates with the requisite knowledge, competencies, and skills being compromised. Conversely, an exclusive focus on quality can result in social equity and redress being delayed or retarded, with consequences for social justice.



When confronted with an intractable tension between dearly held goals and values, various ‘simplifying manoeuvres’ are possible.<sup>26</sup> One simplifying manoeuvre is to refuse to accept the existence of a dilemma—a kind of moral blindness. A second manoeuvre is to elevate one value or goal above all others, making this *the* criterion in terms of which all choices and policies are made. A third simplifying manoeuvre is to rank values in advance so that if there is a conflict between them one will take precedence. In the latter two cases, the effect is to privilege one value/goal above another.<sup>27</sup>

Under particular political and social conditions, simplifying manoeuvres may, however, not be open to social actors. An alternate path may be to accept that for good reasons, goals and strategies that may be in tension may have to be pursued simultaneously. Paradoxes have to be creatively addressed and policies and strategies devised that can satisfy multiple imperatives, can *balance* competing goals, and can enable the pursuit of equally desirable goals.

The making of choices and decisions, including conscious trade-offs, are opportunities to forge, through participatory and democratic processes, an institutional democratic consensus on the fundamental values, purposes, orientation, and goals of a university. However, consensus on values and goals is no guarantee of success. That is to say, while the goals may not be at issue, the policies, strategies, instruments, pace, and timeframes for achieving goals can be sources of conflict and even resistance. Democratic consensus is also not likely to be a once-off activity, but one that has to be renewed regularly.

The words of C. Wright Mills are especially appropriate here:

Freedom is not merely the chance to do as one pleases; neither is it merely the opportunity to choose between set alternatives. Freedom is, first of all, the chance to formulate the available choices, to argue over them—and then, the opportunity to choose.

Beyond this, the problem of freedom is...how decisions about the future of human affairs are to be made and who is to make them. Organisationally, it is the problem of a just machinery of decision. Morally, it is the problem of political responsibility. Intellectually, it is the problem of what are now the possible futures of human affairs.<sup>28</sup>

Mills wonderfully captures especially significant challenges. In a nutshell, how is a university to ‘formulate the available choices’ with respect to the advancement of social equity and redress, equity and quality, and how is it ‘to argue over them,’ and innovate the ‘just machinery’ that provides the ‘opportunity to choose’ and to make decisions.

### Equity of Access and Opportunity/Outcomes

It is necessary to distinguish between equity of access and equity of opportunity and outcomes for historically disadvantaged social groups, such as black and women South Africans, those of working class and rural poor social origins, and those with special needs. While access may be secured through various mechanisms, equity of opportunity and outcomes crucially depend on supportive institutional environments and cultures, curriculum innovation, appropriate learning and teaching strategies and techniques, appropriate induction and support, and effective academic mentoring. These are all vital if students are to succeed and graduate with the relevant knowledge, competencies, skills, and attributes that are required for any occupation and profession, be lifelong learners, and function as critical, culturally enriched, and tolerant citizens.

The challenge of opportunity must also be viewed as 'part of a wider project of democratising access to knowledge.'<sup>29</sup> This means that beyond providing students formal access, ensuring also 'epistemological access' is vital.<sup>30</sup> This 'epistemological access' 'is central not only to issues such as throughput and graduation rates but also to the very institution of the university itself and to the role it can play in a new democracy such as South Africa.'<sup>31</sup> As a consequence of colonialism and apartheid, knowledge production in South Africa has been predominantly the preserve of a particular social group—essentially white men. The democratization of knowledge requires inducting previously excluded social groups such as black and women South Africans into the production and dissemination of knowledge. While 'formal access is a **necessary** condition for epistemological access (in respect of the kinds of knowledge distributed by universities) it is...far from being a **sufficient** condition.'<sup>32</sup> The implication for teaching is that 'a reduction of the role of teaching to that of simply "conveying knowledge"...fails...to acknowledge the need to develop a citizenry which can be critical of knowledge which has been produced and which can contribute to processes of knowledge production itself'.<sup>33</sup>

### Diversity, Equity, and Quality

The pursuit and achievement of social equity and redress, concomitantly, has great value for diversity within universities as well as for quality.

Diversity and difference, whether social, geographic, national, cultural, or linguistic in nature, are powerful wellsprings of institutional vitality and personal, intellectual, and institutional development. Diversity in higher education, as former Harvard President Neil Rudenstine argues, is a necessary condition for 'human learning, understanding and wisdom', and

a powerful means of 'creating the intellectual energy and robustness that lead to greater knowledge'.<sup>34</sup> Further, 'diversity enriches the educational experience', in that students 'learn from those whose experiences, beliefs and perspectives are different from' their own, 'and these lessons can be taught best in a richly diverse intellectual and social environment'.<sup>35</sup> Conversely, the quality of education is diminished by an absence of diversity and 'educational opportunities are drastically limited without diversity, and that compromises an institution's ability to maintain its own missions and goals'.<sup>36</sup>

Finally, diversity facilitates 'critical examination of oneself and one's traditions', knowledge and understanding of different cultures, 'of differences of gender, race, and sexuality', and democratic citizenship, and 'the cultivation of humanity'.<sup>37</sup> It is also vital to forging, through higher education, greater social cohesion in deeply fractured societies.

### Affirmative Action

Two kinds of injustices prevail in South Africa. One kind is rooted in beliefs, prejudice, stereotypes, chauvinism, intolerance, and fear of the 'other'—whether the 'other' are people of different 'races', social classes, sex, gender, sexual orientation, cultures, religions, languages, nationalities, or live in specific geographical areas. Its effects are patterns of unjust social inclusion and exclusion and domination and subordination of particular social groups. The other kind of injustice is deeply woven into the social and economic structures and relations of South African society, which have ossified so as to be thought of as natural and preordained, even though they are, of course, reproduced through human action and agency. These social and economic structures and relations ensure that in South Africa, great privileges and unbound economic and social opportunities for a small minority coexist with deprivation and the absence of opportunities for the majority, that the country remains one of the most unequal societies in the world in terms of disparities of wealth and income, living conditions, and access to education, health, and various social services, and that severe race, class, gender, geographical, and other inequalities continue to be reproduced.

In the face of these conditions, pervasive inequities, as Sachs writes, 'cannot be wished away by invoking constitutional idealism',<sup>38</sup> and 'equal opportunity' and 'equality of treatment ... is unlikely to reduce disadvantage (but) merely maintain it'.<sup>39</sup> Moreover, if for good reasons, no great reliance should be placed on the 'free market' or 'natural processes' to promote social equity and redress, specific measures and strategies are necessary. One such

strategy is affirmative action,<sup>40</sup> which can take different forms including quotas, targets, and preferences.<sup>41</sup>

Affirmative action seeks to 'take proactive steps to reduce or address the impacts of discrimination with the ultimate goal of eliminating differences between genders, race and ethnicities, underrepresented and dominant groups.'<sup>42</sup> Sikhosana notes other definitions of affirmative action: 'an active process that attempts to reduce (or more optimistically eliminate) the effects of discrimination, namely disadvantage', and 'preference, by way of special measures, for certain groups or members of such groups (typically defined by race, ethnic identity, or sex) for the purpose of securing adequate advancement of such groups or their individual members in order to ensure equal enjoyment of human rights and fundamental freedoms.'<sup>43</sup> Sachs defines affirmative action as 'focussed and deliberate governmental intervention that takes account of the reality of race to deal with and overcome the problems associated with race.'<sup>44</sup>

An important distinction needs to be made between the use of race to discriminate and exclude social groups and individuals, and the use of race to facilitate redress and enhance social equity as part of the quest to create more inclusive and more educative learning environments and processes. Sachs points, however, to 'two basic tensions inherit in the concept of affirmative action.'<sup>45</sup> One is that certain social groups have to give up certain privileges and advantages; the other is that with respect to racial equity, 'it involves conscious use of racial distinctions in order to create a non-racial society.'<sup>46</sup> The aim of affirmative action, however, 'is not to establish a form of anachronistic or disjunctive compensation for past injustices. It is to rectify the way in which these injustices continue to permeate the world we live in.'<sup>47</sup> Furthermore, the aim is also not to 'replace one form of social inequality with another, that is, to elevate "now-its-our-turnism" into a principle of equitable redress. The objective must be to overcome all forms of structured advantage.'<sup>48</sup> He also makes the crucial point that 'we should never lose sight of the fact that the goal is to establish a non-racial society in which social and cultural diversity is celebrated and seen as a source of vitality, and in which race as such ultimately has no political or economic significance. That must always be our goals.'<sup>49</sup>

Sikhosana, however, wonders whether affirmative action can indeed 'overcome all forms of structured advantage', noting 'that most current conceptions of redress are limited to "affirmative action"; in other words, they are confined to the elimination of race and gender-based inequalities and ignore those inequalities based on class or socio-economic position', and thus, fail to lay 'the foundation for effective

programmes of redress.<sup>50</sup> Mahmood Mamdani presents another significant challenge, namely,

whether a strategy designed to address the grievances of a racially oppressed minority could be adequate to dismantling the apparatus of domination which strangled a racially oppressed majority. In other words, no matter how open the access to minority white institutions, in the name of 'Affirmative Action', will this not simply alter the racial composition of that minority with little consequence for the oppressed majority except to legitimize their exclusion as based on merit this time round? In the final analysis, will not embracing the language and vision of 'Affirmative Action' obscure the very task that must be central to democratisation in a 'new' South Africa, that of institutional transformation?<sup>51</sup>

Sikhosana's conclusion is that affirmative action is a 'very limited and reformist form of redress', in that it does 'not look beyond race or ethnicity and gender', is 'based on efforts to move target groups into the predominantly white male mainstream without questioning that mainstream system itself', and will 'widen class inequalities'.<sup>52</sup>

This is to be contrasted with policies and strategies that erode and eliminate the economic and social basis of inequalities and bring about institutional and social transformation. However, Sikhosana unfortunately conflates 'reform' and 'reformist'. Nothing, in principle, precludes the use of affirmative action to also redress class inequalities and transform hegemonic cultures. Moreover, what distinguishes between affirmative action as a 'reformist' or 'reform' measure is whether it is viewed as a *sufficient* condition of redress and educational and social transformation or as simply one measure among a package of measures designed to achieve fundamental social change. Indeed, he recognizes this, for he acknowledges that affirmative action 'can be a *necessary* step towards transformation',<sup>53</sup> (italics added for emphasis by this author) and argues that it 'is a site of struggle' and must be located 'within (and not independent of) more comprehensive and transformative strategies of socio-economic restructuring and redress'.<sup>54</sup>

### Admissions: Policy and Practice

A commitment to social equity and diversity of the student body, and affirmative action as a strategy to achieve their realization, has implications for student recruitment, admissions, and support (financial as well as academic, if access to higher education is not to be just formal but substantive and 'epistemological').

Moore rightly argues that there is great misunderstanding of the issues of 'eligibility' and 'admission'.<sup>55</sup> As she notes, 'the first step in the admissions process is determining the eligibility of applicants',<sup>56</sup> that is, the specified

requirements that students must meet to be considered for admission to university. Admission, in contrast, has to do with the 'set of criteria the university will employ in making a decision on which students' will be admitted<sup>57</sup>—these can include academic results, school attended, geographic origins, race, gender, income levels, home languages, civic involvement, special talents and abilities, nationality, hardships overcome, and so on.

A restrictive admissions policy confines itself to or privileges academic accomplishments alone. In contexts where inclusion and exclusion, privilege and disadvantage, and domination and subordination, are structured along lines of class, race, gender, and other social lines, a restrictive admissions policy is very likely to reproduce historical and prevailing social inequalities. In contrast, a more open and extensive admissions policy has greater prospects of eroding and contributing to the elimination of existing social inequalities. Here, 'merit' is not defined solely in terms of, or reduced to, academic accomplishments alone, but a wider set of criteria are deliberately employed to establish merit. Inasmuch as academic accomplishment must be highly valued and encouraged and mediocrity disdained, it is arguable whether there should be any automatic right to admission based purely on academic results that are unconditioned by constitutional or social imperatives, the vision and mission of a university, the needs of society, development objectives, and the realization of a particular kind of intellectual, learning, and educational environment and process.

#### EQUITY, REDRESS, AND ADMISSIONS UNDER DEMOCRACY

As was noted, before 1994, higher education institutions were reserved for specific 'race' and ethnic groups. With the advent of democracy, discrimination on racial and other grounds was prohibited by the constitution. However, the deracialization of higher education institutions began before 1994, as part of the strategy of repressive reformism, through which the apartheid state sought to crush political opposition and resistance to white minority rule, while concomitantly attempting to create a black middle class that, it was hoped, could be co-opted and galvanized behind a reformist project.

Under democracy, the Higher Education Act of 1997 proclaimed the desirability of redressing 'past discrimination' and ensuring 'representivity and equal access', pursuing 'excellence', promoting 'the full realisation of the potential of every student', the 'tolerance of ideas', and the 'appreciation of diversity'.<sup>58</sup> Section 37 of the Act dealt specifically with admission policy. It stipulates that the governing body of a higher education institution 'determines the admission policy', the 'entrance requirements in respect of particular higher education programmes', and 'the number of students

who may be admitted for a particular higher education programme and the manner of their selection.<sup>59</sup> The governing body, however, 'must publish the admission policy and make it available on request'.<sup>60</sup> Furthermore, the admission policy 'must provide appropriate measures for the redress of past inequalities and may not unfairly discriminate in any way'.<sup>61</sup>

The white paper proclaimed the need for higher education to be 'transformed to meet the challenges of a new non-racial, non-sexist and democratic society committed to equity, justice and a better life for all'.<sup>62</sup> It also noted that 'there is an inequitable distribution of access and opportunity for students along lines of race, gender, class and geography', and the 'gross discrepancies in the participation rates of students from different population groups'.<sup>63</sup> The vision set out is of a 'non-racial and non-sexist system of higher education that will promote equity of access and fair chances of success to all who are seeking to realise their potential through higher education, while eradicating all forms of unfair discrimination and advancing redress for past inequalities'.<sup>64</sup>

As was noted earlier, the white paper articulated 'equity and redress' as among its fundamental principles. Sensitive to history, there was an emphasis on the need to eradicate 'all existing forms of unjust differentiation'; looking to the future, there was stress on the need for 'measures of empowerment, including financial support to bring about equal opportunity for individuals and institutions'.<sup>65</sup> It was also argued that 'ensuring equity of access must be complemented by a concern for equity of outcomes. Increased access must not lead to a "revolving door" syndrome for students, with high failure and drop-out rates'.<sup>66</sup>

There was an understanding that 'in order to improve equity of outcomes, the higher education system is required to respond comprehensively to the articulation gap between learners' school attainment and the intellectual demands of higher education programmes'.<sup>67</sup> It was, thus, suggested that 'systematic changes in higher education programmes (pedagogy, curriculum and the structure of degrees and diplomas)'<sup>68</sup> could be needed. There was also a historical awareness that an

enabling environment must be created throughout the system to uproot deep-seated racist and sexist ideologies and practices that inflame relationships, inflict emotional scars and create barriers to successful participation in learning and campus life. Only a multi-faceted approach can provide a sound foundation of knowledge, concepts, academic, social and personal skills, and create the culture of respect, support and challenge on which self-confidence, real learning and enquiry can thrive.<sup>69</sup>

Concomitantly, it was recognized that 'academic development structures and programmes are needed at all higher education institutions' to facilitate effective learning and teaching.<sup>70</sup>

The white paper expressed the commitment to increasing 'the relative proportion of public funding used to support academically able but disadvantaged students,'<sup>71</sup> and to providing funds for academic development programmes,<sup>72</sup> although a call was also made to institutions to 'mobilise greater private resources as well as to reallocate their operating grants internally.'<sup>73</sup>

In accordance with the constitution, the mechanism of quotas was not employed to achieve equity and redress. Nor were prescriptive targets or goals set for institutions. Instead, institutions were required 'to develop their own race and gender equity goals and plans for achieving them, using indicative targets for distributing publicly subsidised places rather than firm quotas.'<sup>74</sup> Further, in congruence with the Higher Education Act, and on the basis of the 'principle of institutional autonomy', student admission was placed under the authority of higher education institutions. It was, however, emphasized that there was 'no moral basis for using the principle of institutional autonomy as a pretext for resisting democratic change' and that institutional autonomy was 'inextricably linked to the demands of public accountability'.<sup>75</sup>

The white paper's emphasis on transformation resulted, albeit unevenly and at different pace and to differing degrees, in institution-level changes to admissions policies, criteria, processes, and practices. It must, however, be noted that notwithstanding the Higher Education Act's injunction that institutions 'must publish the admission policy and make it available on request', many do not have an admissions policy, as opposed to admission criteria and particular practices. Instead, in many instances, the vision and mission statements of institutions set out commitments with respect to admissions.

Thus, Rhodes University's mission statement states its intention 'to acknowledge and be sensitive to the problems created by the legacy of apartheid, to reject all forms of unfair discrimination and to ensure that appropriate corrective measures are employed to redress past imbalances.'<sup>76</sup> The University of Witwatersrand expresses in its mission statement, its commitment to 'continue redressing historical injustices, thereby providing new and fulfilling opportunities for black students',<sup>77</sup> while the University of Pretoria declares its commitment to being 'locally relevant' through its promotion of 'equity, access, equal opportunities, redress, transformation and diversity'.<sup>78</sup> The University of KwaZulu-Natal has an incomplete and draft admissions policy, while its mission statement states that it will be 'demographically representative, redressing the disadvantages, inequities and imbalances of the past', and that the university will 'promote access to learning that will expand educational and employment opportunities for the historically disadvantaged, and support social transformation and redress'.<sup>79</sup>



One institution that has an explicit admissions policy is the University of Cape Town (UCT). The policy states that UCT 'is committed to being flexible on access, active in redress and rigorous on success', and that its policy 'is framed within the values of the Constitution and the requirements of legislation'. It interprets these as 'an obligation to address the legacy of racial discrimination in schools and in the higher education system, and to build a diverse student profile that substantially reflects the demographics of South African society, while also reflecting the University's international profile'.

The UCT argues 'that the more diverse the student body, with all students contributing their prior life experiences to the educational process, the better will be students' appreciation of the applicability of what they are learning and the better will be their preparation for work in South Africa after graduation'. It signals its awareness of 'the danger of perpetuating the use of race as a criterion for admission to higher education', but regards 'the categorization of applicants by race as a necessary transitional mechanism for giving effect to the requirements of redress and as the best initial broad basis to measure past inequalities and for redress of past discrimination'. It states that 'in order to move beyond the use of race alone, we shall actively seek ways of differentiating between applicants on the basis of varying degrees of disadvantage flowing from social class and educational experience, or a combination of these'. Finally, UCT indicates that it will 'set overall enrolment and equity targets per programme', which are 'inspirational targets, not quotas. All faculties will aim to admit specified minimum numbers of eligible Black, Coloured and Indian<sup>80</sup> students in accordance with these targets'.<sup>81</sup>

A number of mechanisms have been used or developed to support the pursuit of equity and redress in higher education enrolments, again, unevenly and to differing degrees at institutions. First, alternative admissions tests have been devised to complement the national final secondary schools examination to determine eligibility for access to institutions. Second, provision has been made for the recognition of prior learning to facilitate access for especially mature students. Third, mature age exemption has been used in the case where students do not fully meet the requirements to be eligible to seek admission in higher education. Finally, use has been made of the discretion that academic governing bodies have long had to admit students to postgraduate studies on special grounds.

As a result of the ongoing deficiencies associated with schooling for especially historically disadvantaged social groups, considerable numbers of students are underprepared with respect to the cognitive competencies and academic skills that are required for optimal participation and performance

in higher education. Moreover, many students are handicapped in that the language medium of higher education institutions is not their mother tongue and often represents a second, and even third, language. Therefore, considerations related to the effective support of underprepared students to ensure equity of opportunity and outcomes have loomed large at many institutions.

Typically, academic development programmes have been created to address the underpreparedness of students and facilitate the development of the content knowledge and the academic skills and literacy and numeracy required for academic success. Over the years, the approaches of institutions to these development programmes have undergone changes. As Boughey notes, 'the Academic Development movement in South African higher education has gone through a number of theoretical and ideological shifts which have contributed to the complexity of the forms in which student support initiatives now manifest themselves at an institutional level'.<sup>82</sup> She identifies three phases, 'broadly termed "Academic Support", "Academic Development" and "Institutional Development"', which 'are not distinct from each other and are indicative more of dominant discursive formulations than actual periods of time'.<sup>83</sup>

A key characteristic of the 'academic support' approach 'was a deficit assumption about the students they served in the context of an assurance about the "rightness" of the practices which characterized the institutions to which they had been admitted'.<sup>84</sup> Support was an 'add-on' to the existing academic programme, which remained unreconstructed. The 'academic development' model, especially in its more fully developed form, 'had a much more embracing understanding of the notion of support constructing it as occurring *through* the development of curriculum and appropriate teaching methodologies and, thus, through work in the mainstream'.<sup>85</sup> As opposed to the 'add-on' support model, this was an 'infusion' model of the development of students alongside the reconstruction of curriculum and learning and teaching strategies and techniques.

The current 'institutional development' model seeks to embed the enhancement of student learning 'across the curriculum' and to locate initiatives 'within a wider understanding of what it means to address student needs framed within the context of a concern for overall *quality*'.<sup>86</sup> Strategies here have included credit or non-credit bearing 'foundation' modules or courses that complement existing modules/courses; 'extended programmes' in which the academic programme is lengthened by up to a year to make space for 'additional foundation' modules/courses; and 'augmented courses' in which additional tuition is provided and more time is devoted to a

course, or the course is taken over a longer period.<sup>87</sup> Of course, academic development programmes, whatever their form and content, require expertise and finances for their success and student success.

Earlier, the skewed and inequitable participation rate in higher education was noted, with African participation in 1993 being only 9 per cent, while that of whites was 70 per cent. Also noted was that of a student enrolment of 473,000 in 1993, black students constituted 52 per cent of the student body (African students, 40 per cent) and white students 48 per cent. Women students made up 43 per cent of total enrolments.

As will be seen, there has been tardy progress in so far as an improvement in the participation rate of Africans in higher education is concerned. With respect to enrolments, however, a significant deracialization of the student body has occurred in the thirteen years since the advent of democracy in 1994. By 2007, black students comprised 76 per cent (5,78,433) of the total student body of 7,61,090; African students made up 62.6 per cent (4,76,768) of students, and white students 23.7 per cent.<sup>88</sup> There was also commendable progress in terms of gender equity. By 2007, women constituted 55.5 per cent (4,22,535) of the total student body.<sup>89</sup> (CHE, 2009: 23)

### CONTINUING CHALLENGES

Notwithstanding some significant achievements in terms of enabling legislation, national and institutional policies and practices, state and institutional initiatives, and the greater enrolment of black and women South Africans in higher education, a number of key challenges continue to confront the state and institutions.

1. Despite the legislative requirement, few institutions have an admissions policy. Of course, 'policy' has a wide variety of meanings, and institutional practices often best represent actual policy. However, the absence of formal admissions policies hinders public scrutiny and critical analysis, and must leave open the question whether institutions have clearly and rigorously thought through social equity and redress in the light of South Africa's history and inherited and contemporary social structure.

At a minimum, an institutional admissions policy would need to reflect the engagement of the institution with the apartheid legacy, the current social structure, constitutional, legislative, and other social imperatives, and the institution's interpretation of the concepts of social equity and redress. In addition, it would need to indicate, in the light of its particular history, its vision and mission, academic structure, eligibility and admissions criteria,

and current student body's social composition, how it proposes to pursue social equity and redress at the undergraduate and postgraduate levels, including through what specific strategies and mechanisms.

2. Affirmative action as a strategy for enabling redress and advancing social equity continues to be the object of contestation. Unexceptionally, on the part of sections of the historically privileged and advantaged social classes and groups, charges including 'discrimination' and 'reverse racism' and claims of an inevitable erosion of 'quality' and 'standards' and perpetrating 'psychological damage' on the beneficiaries of affirmative action are levelled against the strategy.<sup>90</sup> However, those committed to social justice have also raised concerns about affirmative action primarily benefiting a growing black capitalist class and middle class and reinforcing class inequalities, the efficacy of the use of race and gender as proxies of advantage and disadvantage, and the possibility of race categories becoming ossified rather than eroded.<sup>91</sup> The debates on affirmative action parallel others on reconciliation and social justice.

Affirmative action is undeniably contentious and, as Kapur and Crowley note, raises 'a number of complex questions'.<sup>92</sup> These include the goals of affirmative action: are they 'redress for past injury to a group, compensation for ongoing disadvantage, or increased diversity in a learning environment?' Furthermore, should affirmative action 'be class-based, rather than identity-based? How are group rights balanced against individual rights?'<sup>93</sup> Given that disadvantage takes myriad forms, 'how should an institution weigh different forms of disadvantage?' Finally, 'what criteria (or sunset clauses) should be used to phase out affirmative action?'<sup>94</sup>

There are other crucial issues regarding affirmative action. It was earlier posed whether affirmative action can eliminate enduring class and socio-economic inequalities as opposed to 'race and gender-based inequalities'.<sup>95</sup> Mamdani raises yet another fundamental issue when he asks whether a strategy that has its origins in the United States and sought 'to address the grievances of a racially oppressed minority' can deliver social justice for 'a racially oppressed majority'. As he argues, affirmative action could 'alter the racial composition' of student enrolments and still shut out the majority of students, with 'merit' now the key exclusionary mechanism. The danger, as he points out, is that affirmative action could obfuscate the key democratic challenge of 'institutional transformation'.<sup>96</sup>

3. Although black student enrolments have increased since 1994, the gross participation rate of black, and especially African and Coloured, South Africans continues to be considerably lower than for white South Africans (Table 6.1).

**Table 6.1 Participation Rates by 'Race'**

'Race'	Participation Rate	
	1993	2007
Africans	9	12
Coloureds	13	12
Indians	40	43
Whites	70	54
Overall	17	16

Source: Council on Higher Education.<sup>97</sup>

It should be noted that in 2001, the *National Plan for Higher Education* estimated the gross participation to be 15 per cent and set a target of 20 per cent gross participation rate by 2011/2016.<sup>98</sup> Clearly, there has been only a minimal improvement in the overall gross participation rate, and severe inequities continue to exist in the participation rates of African and Coloured South Africans relative to white and Indian South Africans. Indeed, 'given that the participation is expressed as gross rates and includes appreciable numbers of mature students—well under 12% of the (African) and coloured 20–24 age groups are participating in higher education (it) must be a cause of concern, for political, social and economic reasons, if the sector is not able to accommodate a higher and more equitable proportion' of those social groups that have been historically disadvantaged and under-represented in higher education.<sup>99</sup>

4. Enrolments at a number of historically white institutions continue to reflect lower black representation than their demographic representation. Thus, even though there has been a significant deracialization of these institutions, white students continue to be concentrated at the historically white institutions. Conversely, there has been little or no entry of white students into the historically black institutions, which means that they remain almost exclusively black.

There is an important social class factor at play here. Students from the capitalist and middle classes tend to be concentrated at historically white institutions,

while those from the working class and rural poor are concentrated at historically black institutions. One reason for this is that under apartheid, the higher education system was differentiated along lines of 'race' and ethnicity, resulting in the advantaging (educational, infrastructural, financial, and geographical) of historically white institutions and the disadvantaging of historically black institutions. Despite initiatives to reshape the apartheid institutional landscape through mergers of institutions and other means, the historical patterns of advantage and disadvantage continue to condition the current capacities of historically black institutions to pursue excellence, provide high-quality learning experiences, and equity of opportunity and outcomes. In short, if equity of opportunity and outcomes were previously strongly affected by race, they are now also conditioned by social class.

5. The progress of both black, and especially African, and women students, while significant, masks inequities in their distribution across institutions, qualification levels, and academic programmes. Large numbers of African students continue to be concentrated in distance education, and both African and women students continue to be under-represented in science, engineering and technology, and business and commerce programmes. Postgraduate enrolments across most fields are also low.
6. Further, judging by dropout, undergraduate success, and graduation rates, a substantial improvement in equity of opportunity and outcomes for black students remains to be achieved. Contact undergraduate success rates should, according to the Department of Education, be 80 per cent 'if reasonable graduation rates are to be achieved'.<sup>100</sup> Instead, they range from 59 per cent to 87 per cent, with an average of 75 per cent. White student success rates in 2005 were 85 per cent, while African student rates were 70 per cent. The Department of Education's target for throughput rates 'is a minimum of 20% which would imply a final cohort graduation rate of about 65%'.<sup>101</sup> Instead, throughput rates for 2000–4 were between 13 per cent and 14 per cent, and the cohort graduation rate was 45 per cent in 2004, with an overall dropout rate of 45 per cent.<sup>102</sup>

A recent study notes that:

the major racial disparities in completion rates in undergraduate programmes, together with the particularly high attrition rates of black students across the board, have the effect of negating much of the growth in black access that has been achieved. Taking account of the black participation rate, the overall attrition rate of over 50% and the below-average black completion rates, it can be concluded that the sector is catering successfully for under 5% of the black (and coloured) age-group.<sup>103</sup>

The conclusions are clear: ‘this has central significance for development as well as social inclusion’, and ‘equity of outcomes is the overarching challenge.’<sup>104</sup> Clearly, if higher education institutions ‘are to contribute to a more equitable South African society, then access and success must be improved for black (and particularly black working class) students who, by virtue of their previous experiences, have not been inducted into dominant ways of constructing knowledge.’<sup>105</sup>

There is, however, a further and important conclusion, namely, that the underperformance of black students ‘will not change spontaneously. Decisive action needs to be taken in key aspects of the educational process—and at key points of the educational “pipeline”—to facilitate positive change in outcomes.’<sup>106</sup>

7. One reason for the very high rate of dropouts among black students is almost certainly inadequate state funding in the forms of scholarships, bursaries, and loans. Although an efficient and effective National Student Financial Aid Scheme (NSFAS), which operates on a means-test basis, has been successfully established and considerable funding has been allocated to effect redress for indigent black students, the overall amounts allocated have fallen far short of providing effective support for all eligible students in need. This highlights the reality of the interconnection of race and class—equity of access for black students from working class and impoverished rural social backgrounds will continue to be severely compromised unless there is a greater commitment of public funding for financial aid to indigent students.

The colonial and apartheid legacy has meant that there is a strong coincidence between class and race, with black South Africans hailing from predominantly working class and rural poor social backgrounds and white South Africans having their social origins largely in the capitalist and middle class. There are, however, also white South Africans of working class and rural poor origin. If the goal is not only redress for historically disadvantaged social groups but social equity more generally, the needs of all who are of working class and rural poor origin must be addressed.

8. However, the extent to which there exist at all institutions academically supportive cultures that promote higher learning, cater for the varied learning needs of a diverse student body through well-conceptualized, designed, and implemented academic programmes and academic development initiatives, and mechanisms to promote and assure quality

are also moot issues. An important recent study argues that 'systemic responses are essential for improving the educational outcomes', and that 'necessary conditions for substantial improvement include: the reform of core curriculum frameworks; enhancing the status of teaching and building educational expertise...to enable the development and implementation of teaching approaches that will be effective in catering for student diversity; and clarifying and strengthening accountability for educational outcomes.'<sup>107</sup>

Until recently, equity of opportunity and outcomes has been constrained by the absence of state funding for academic development initiatives. While the provision of funds is welcome, the amounts, however, remain inadequate for enabling the changes and initiatives that are required to address underpreparedness (conceptual knowledge, academic literacy and numeracy, linguistic, social) of especially indigent students.

Here, it is necessarily to emphasize the continued underdeveloped institutional, and particularly academics, capabilities of historically black institutions. Providing access to and admitting students from rural poor and working class families, the inadequate state support for institutional redress compromises the ability of historically black institutions to ensure equity of opportunity and outcomes.

9. Institutional cultures, especially at historically white institutions, could, in differing ways and to varying degrees, compromise equity of opportunity and outcomes. The specific histories of these institutions, lingering racist and sexist conduct, privileges associated with social class, English as the language of tuition and administration, the overwhelming predominance of white academics and administrators and male academics, the concomitant under-representation of black and women academics and role models,<sup>108</sup> and limited respect for and appreciation of diversity and difference could all combine to reproduce institutional cultures that are experienced by black, women, and working class and rural poor students as discomfoting, alienating, exclusionary, and disempowering.

This has possible negative consequences for equity of opportunity and outcomes for these students. Even if equity of opportunity and outcome are not unduly compromised, the overall educational and social experience of such students may be diminished. The reproduction and limited erosion of class-based, racialized, and gendered institutional cultures also obstruct the forging of greater social cohesion.

10. Finally, the pace of social equity and redress in higher education continues to be severely constrained by conditions in South African schooling.



Despite almost universal formal participation in schooling, South Africa's schools evince significant problems related to dropouts, retention, progression, and successful completion. As has been noted, 'the simple reality is that enrolment is not the same as attendance and attendance does not imply learning.'<sup>109</sup> South African school students perform extremely poorly on a range of international assessment tests, in terms of which '65% of school leavers ... are functionally illiterate.'<sup>110</sup>

There remains a powerful link between the social exclusion of disadvantaged social classes and groups, and equity of access, opportunity and outcomes, and achievement in schooling. Currently, 60 per cent of African children in South Africa come from families that earn less than 800 rand (R) a month; conversely, 60 per cent of white children are from families whose income is more than R 6,000 per month. The consequences of this are manifest in differential school performance and achievement. Without appropriate and extensive interventions on the part of the state to significantly improve the economic and social circumstances of millions of working class and rural poor (and primarily black) South Africans, the experiences of school dropouts, poor retention, restricted educational opportunities, and poor outcomes will be principally borne by these social classes.

One measure of the formidable challenge is that, currently, 10 per cent of some 7,000 secondary schools—independent schools and public schools previously reserved for white students—produce 60 per cent of all senior certificate endorsements (the entrance requirement to higher education). Another 10 per cent of mainly historically black schools produce a further 20 per cent of all senior certificate endorsements. Thus, 80 per cent of senior certificate endorsements are generated by 20 per cent of secondary schools, while the remaining 80 per cent of secondary schools produce a paltry 20 per cent of senior certificate endorsements. It is clear that a fundamental challenge is to improve the quality of education in schools.

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It is evident that post-1994, there was a significant expansion in the enrolment of black and women South African students so that by 2005, 75 per cent were black and almost 55 per cent were women. Yet, this development has been characterized by a number of paradoxes.

Even prior to 1994, the trajectory was one of increased enrolment of black and women students, under the impetus of the reformist objectives of the apartheid state. This trend continued after 1994, as part of the social goals of the new democratic state. At issue is whether the significant increase in enrolment of black and women students after 1994 has been specifically

a consequence of measures related to advancing social equity and redress, including the strategy of affirmative action, or simply a concomitant of the prohibition of discrimination occasioned by a new constitutional and higher education legislation.

A reading of the white paper makes clear that government cannot be faulted in terms of its grasp of the measures that are required to advance social equity and redress. Further, the introduction of a means-tested NSFAS and funds devoted to support academic development initiatives have been critical in promoting equity and redress for working class and rural poor students. This is true. Yet, simultaneously, the inadequacy of funds devoted to NSFAS and academic development and limited funding for institutional redress have compromised increased access as well as equity of opportunity and outcomes for disadvantaged social classes and groups. At the same time, opportunity and outcomes have also been affected by institutional conditions and cultures. Overall, the motive forces of increased enrolment of black and women students are arguably the *combination* of the outlawing of discrimination as well as active national and institutional measures of social equity and redress (formulated and implemented to varying degrees at individual institutions).

Moreover, although the enrolment of black and women students has increased, by 2005, there was a minimal increase in the participation rate of Africans, and the participation rate of both Coloureds and the overall participation rate had declined. Measured in terms of participation rates, and given the intersection of race, class, gender, and geography and schooling in South Africa, it is clear that a significant advance in social equity and redress for those of working class and rural poor social origins remains to be achieved.

#### NOTES

1. I use the term 'transformation' since this is how the government and a wide range of higher education actors describe the nature of change that is being attempted.
2. The contemporary popular usage of the terms 'human resources' and 'human capital' is a most peculiar way of speaking about *people*, but not altogether surprising in a period characterized by the hegemony of the ideology of neoliberalism.
3. Republic of South Africa, 'White Paper on Reconstruction and Development', Government Gazette, vol. 353, no. 16085, Cape Town: Ministry in the Office of the President, 1994.
4. Department of Education, *Education White Paper 3: A Programme for the Transformation of Higher Education*, Pretoria: Department of Education, 1997, Section 1.7.

5. E.G. Malherbe, *Education in South Africa, vol. 2: 1923–1975*, Johannesburg: Juta and Company Limited, 1977, p. 731.
6. Saleem Badat, *Black Student Politics, Higher Education and Apartheid: From SASO to SANSCO, 1968–1990*, Pretoria: Human Sciences Research Council, 1999.
7. Saleem Badat, 'Reformist Strategies in Black Tertiary Education since 1976', in E. Unterhalter, H. Wolpe, T. Botha, S. Badat, T. Dlamini, and B. Khotseng (eds), *Apartheid Education and Popular Struggle in South Africa*, Johannesburg: Ravan Press, 1991, pp. 73–94.
8. Badat, *Black Student Politics, Higher Education and Apartheid*.
9. The total enrolments in higher education as a proportion of the 20–4 years age group.
10. Council on Higher Education, *Higher Education in the First Decade of Democracy*, Pretoria: Council on Higher Education, 2004, p. 62.
11. Republic of South Africa, *Constitution of the Republic of South Africa*, Pretoria: Department of Justice and Constitutional Development, 1996, Act No. 108, Section 1.
12. *Ibid.*, Sections 9.3 and 9.4.
13. *Ibid.*, Section 7.2.
14. Department of Education, *Education White Paper 3*, Section 1.27.
15. Republic of South Africa, *Constitution of the Republic of South Africa*, Section 9.2.
16. *Ibid.*, Section 2.
17. Department of Education, *Education White Paper 3*, Section 1.18.
18. The Task Force on Higher Education and Society, *Higher Education in Developing Countries: Peril and Promise*, Washington: The World Bank, 2000.
19. G. Graham, *The Institution of Intellectual Values: Realism and Idealism in Higher Education*, Exeter: Imprint, 2005, p. 163.
20. R. Jonathan, *Academic Freedom, Institutional Autonomy and Public Accountability in Higher Education: A Framework for Analysis of the 'State-Sector' Relationship in a Democratic South Africa*, Pretoria: Council on Higher Education, 2006.
21. A. du Toit, 'From Autonomy to Accountability: Academic Freedom under Threat in South Africa', *Social Dynamics*, vol. 26, 2000, pp. 76–133.
22. K. Bentley, A. Habib, and S. Morrow, *Academic Freedom, Institutional Autonomy, and the Corporatised University in Contemporary South Africa*, Pretoria: Council on Higher Education, 2006.
23. Ian Scott, Nan Yeld, and Jand Hendry, *A Case for Improving Teaching and Learning in South African Higher Education: Higher Education Monitor No. 6*, Pretoria: Council on Higher Education, 2007, p. 73.
24. *Ibid.*
25. *Ibid.*
26. W. Morrow, 'Varieties of Educational Tragedy', Paper presented at the Harold Wolpe Memorial Conference, University of Western Cape, April 1997.
27. *Ibid.*
28. C. Wright Mills, *The Sociological Imagination*, London: Oxford University Press, 1959, p. 174.

29. W. Morrow, 'Epistemological Access in the University', *AD Issues*, vol. 1, no. 1, 1993, p. 3.
30. Ibid.
31. C. Boughey, private communication, 2008.
32. Morrow, 'Epistemological Access in the University', p. 3; emphasis in original.
33. Boughey, private communication.
34. Cited in J. Moore, *Race and College Admissions: A Case for Affirmative Action*, Jefferson: McFarland & Company, 2005, p. 8.
35. Ibid., p. 9.
36. Ibid., pp. 2, 9.
37. M. Nussbaum, 'Education for Democratic Citizenship', Institute of Social Studies Public Lecture Series No. 1, Institute of Social Studies, The Hague, 2006, pp. 5–6.
38. A. Sachs, 'Foreword', in E. Kennedy–Dubourdieu (ed.), *Race and Inequality: World Perspectives on Affirmative Action*, Hampshire: Ashgate, 2006, p. x.
39. M. Sikhosana, 'Affirmative Action: Its Possibilities and Limitations', EPU Working Paper No. 1, Natal: Education Policy Unit, University of Natal, 1993, p. 10.
40. 'The words 'affirmative action' do not appear anywhere in the South African Constitution. However, Sachs contends that 'their spirit animates the whole document' (Sachs, 'Foreword', p. x).
41. Moore, *Race and College Admissions*, pp. 81–2.
42. Ibid., p. 80.
43. Sikhosana, 'Affirmative Action', pp. 3–4.
44. Sachs, 'Foreword', p. x.
45. Ibid., p. ix.
46. Ibid.
47. Ibid.
48. Ibid.
49. Ibid., p. xi.
50. Sikhosana, 'Affirmative Action', p. 1.
51. Cited in *ibid.*, p. 16.
52. Ibid., pp. 22, 18–19.
53. Ibid., p. 19.
54. Ibid., pp. 21, 23.
55. Moore, *Race and College Admissions*, p. 15.
56. Ibid.
57. Ibid., p. 16.
58. *Higher Education Act of the Republic of South Africa*, no. 101 of 1997, Preamble.
59. Ibid., Section 37.
60. Ibid.
61. Ibid.
62. Department of Education, *Education White Paper 3*, Section 1.6.
63. Ibid., Section 1.4.

64. Ibid., Section 1.14.
65. Department of Education, *Education White Paper 3*, Section 1.18.
66. Ibid., Section 2.29.
67. Ibid., Section 2.32.
68. Ibid.
69. Ibid.
70. Ibid., Section 2.33.
71. Ibid., Section 2.26.
72. Ibid., Section 2.24.
73. Ibid., Section 2.27.
74. Ibid., Section 2.28.
75. Ibid., Section 1.24.
76. Available at <http://www.ru.ac.za> (accessed on 9 March 2008).
77. Available at <http://www.wits.ac.za> (accessed on 9 March 2008).
78. Available at <http://www.up.ac.za> (accessed on 9 March 2008).
79. Available at <http://www.ukzn.ac.za> (accessed on 9 March 2008).
80. Note that while UCT uses the terms 'Black', 'Coloured', and 'Indian', others, including the state in its Employment Equity Act, use the term 'African', 'Coloured and Indian', with the term 'Black' being used to collectively denote 'Africans', 'Coloureds', and Indians'.
  81. Available at <http://www.uct.ac.za> (accessed on 9 March 2008).
  82. C. Boughey, *Lessons learned from Academic Development Movement in South African Higher Education and their Relevance for Student Support Initiatives in the FET College Sector*, Commissioned Report, Cape Town: Human Sciences Research Council, 2005, p. 1.
    83. Ibid.
    84. Ibid., p. 2.
    85. Ibid., p. 33.
    86. Ibid., p. 36.
    87. Ibid., p. 37.
  88. Council on Higher Education, *Higher Education Monitor No. 8: The State of Higher Education in South Africa*, Pretoria: Council on Higher Education, 2009, p. 19.
  89. Ibid., 23.
  90. See Sikhosana, 'Affirmative Action'. It should be noted that white minority governments made effective use of affirmative action in tackling the problem of 'poor whites'. The Civilized Labour Policy of the 1920s and the 1930s is one example (ibid., p. 13).
  91. N. Alexander, 'Affirmative Action and the Perpetuation of Racial Identities in Post-apartheid South Africa', *Transformation*, no. 63, 2007, pp. 92–108.
  92. D. Kapur and M. Crowley, 'Beyond the ABCs: Higher Education and Developing Countries', Working Paper No. 139, Washington DC: Center for Global Development, February 2008, p. 59.
  93. Ibid.
  94. Ibid., pp. 59–60.

95. Sikhosana, 'Affirmative Action', p. 1.
96. Cited in *ibid.*, p. 16.
97. Council on Higher Education, *Higher Education Monitor No. 8: The State of Higher Education in South Africa*, Pretoria: Council on Higher Education, 2009, pp. 19–20.
98. Ministry of Education, *National Plan for Higher Education*, Pretoria: Ministry of Education, 2001.
99. Scott *et al.*, *A Case for Improving Teaching and Learning in South African Higher Education*, p. 11.
100. Department of Education, *Aspects of the Higher Education Planning Context*, Pretoria: Department of Education, 2006a.
101. *Ibid.*
102. *Ibid.*
103. Scott *et al.*, *A Case for Improving Teaching and Learning in South African Higher Education*, p. 19.
104. *Ibid.*
105. Boughey, private communication.
106. 'Such key points occur particularly at the interface between major phases of the system: between general education and FET [Further Education and Training], for example, as well as between FET and higher education, and, increasingly significantly, between undergraduate and postgraduate studies.... [C]ontinuity in the system as a whole is necessary for improving graduate outcomes, without which meeting national developmental needs will continue to be an elusive goal' (Scott *et al.*, *A Case for Improving Teaching and Learning in South African Higher Education*, p. 20).
107. *Ibid.*, p. 73.
108. Black academics constituted only 37 per cent of the total academic staff of 15,315 in 2005, comprising between 12 per cent and 90 per cent of universities. Women academics comprised 28 per cent to 52 per cent of universities, and overall, made up 42 per cent of academics. Women tend to be concentrated at the lower levels of the academic hierarchy (Department of Education, *Education Statistics in South Africa at a Glance in 2005*).
109. Y. Sayed, 'Education and Poverty Reduction–Eradication: Omissions, Fashions and Promises', Unpublished mimeo, 2007, p. 8.
110. *Ibid.*, p. 6.