



REPORT

Internationalisation, GATS and Higher Education

*CHET seminar jointly hosted with:
Hedda (Higher Education Development Association) &
IEASA (International Education Association of South Africa)*

Spier Estate, Stellenbosch

29 October 2003

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The CHET publication entitled: “*GATS and Higher Education in SADC*” Pillay, P, Maassen, P & Cloete, N (2003), can be obtained from the CHET website: <http://www.chet.org.za/gats.html>

INTRODUCTION

This report attempts to capture some of the key issues from the proceedings of a seminar that was jointly hosted by the Centre for Higher Education Transformation (CHET), in conjunction with the International Education Association of South Africa (IEASA), and the Higher Education Development Association (HEDDA), which is based at the University of Oslo in Norway.

The General Agreement on Trade in Services (GATS) was first negotiated during the Uruguay Round of the World Trade Organisation, and constitutes a set of multilateral rules covering international trade in services. The agreement, which came into effect in 1995, is designed to facilitate and increase trade liberalisation in various services internationally, including higher education. The GATS has two parts: the framework agreement containing the general rules and disciplines; and the national 'schedules' which list individual countries' specific commitments on access to their domestic markets by foreign suppliers in areas such as water supply, telecommunications, postal services, education, etc.

Depending on the interests being represented, GATS can either be seen as a positive development, in that it would provide the vehicle for liberalising cross-border service provision in areas such as higher education, or as a negative force, where the extension of trade liberalisation in higher education may compromise the delivery of quality education and permit private and foreign providers to monopolise the most lucrative programmes, especially in the context of developing countries (Knight, 2003).

This seminar was the first of its kind in South Africa, as it provided an opportunity for South African stakeholders and interested parties to debate and discuss the various implications of GATS for higher education in South Africa. It brought together representatives from the higher education institutions, the Department of Education, higher education stakeholder bodies, as well as local and international experts. The day's proceedings were divided into two sections, the first of which focused on the more general topic of internationalisation in higher education, with the afternoon session devoted to discussing GATS.

SESSION 1: INTERNATIONALISATION

Dr Roshen Kishun (President: International Education Association of South Africa - IEASA)

In his opening remarks, Dr Kishun pointed out that the core business of IEASA is international education and he then went on to highlight a number of pertinent issues, amongst which were the following:

- GATS has placed international education on the agenda for many national higher education systems, especially in South Africa.
- The South African higher education community is still finding its way towards integrating itself to the international community.
- International education is also forcing South Africa to look at itself in terms of its strengths, and the threats that are posed by globalisation, particularly in relation to the so-called brain drain.
- There is a need to develop a proper regulatory environment if South Africa is to gain from the benefits of internationalisation.
- There is a need for the co-ordination of activities between the different Ministries of government, namely Foreign Affairs, Home Affairs, Trade and Industry, and Education. Many higher education institutions experience bottlenecks in their efforts to recruit international students, some of which were the consequence of immigration laws.

Finally, Dr Kishun pointed out that it is a problem that government does not fund the promotion of South African higher education internationally, since this could be one of the many earners of foreign income, as it is in Australia. Currently, higher education institutions themselves bear the burden of promoting international education, and this exacerbates the inequalities among institutions, since many historically disadvantaged institutions do not have the funds to promote international education in their institutions.

Prof Ian Bunting (Department of Education)¹

Prof Ian Bunting began his presentation with the comment that there is a need for research to mine information on foreign students since there are major gaps in data. His presentation was based on the latest published figures from the Department of Education (2001), which show that foreign students constitute just under seven per cent of the total of enrolled students in higher education. When broken up by sub-sector it was found that eight per cent of students at universities were foreign, while foreign students constituted only two per cent of technikon students in the same year. The majority of foreign students studying at South African higher education institutions (57%) are

¹ A fuller version of this presentation can be found in the publication entitled: *GATS and Higher Education in SADC*, Pillay, P, Maassen, P & Cloete, N (2003), which can be obtained from <http://www.chet.org.za/gats.html>

from the region of the South African Development Community (SADC), followed by eight per cent from Europe, and four per cent from Asia.

With regard to the fields of study in which foreign students are registered, the majority of those in contact institutions (51%) are in the science and technology field, with 37% in the humanities, and ten per cent in business/management. In distance education, however, almost equal proportions of foreign students are in education (34%) and the humanities (33%), while 25% are enrolled in business/management courses. Only eight per cent of foreign students in distance education are enrolled in science and technology programmes.

The institutions with the highest proportion of foreign students are the following: Rhodes (22%); Cape Town (14%); MEDUNSA (11%); North West (11%); and Fort Hare (9%).

The available data on staffing patterns indicated that only six per cent of staff (full-time and part-time) were of foreign origin, in technikons and universities.

Dr Nico Jooste (Director: International Office, University of Port Elizabeth)

In response to Prof Bunting's presentation, Dr Jooste focused on the following issues:

The higher education management information system (HEMIS) was not an adequate instrument for collecting and analysing data on international students within the South African higher education system. In this regard, there is a need for consensus/agreement between the higher education sector and the Department of Education on ways of reporting international students.

He also pointed out that a number of higher education institutions had problems with the SADC protocol stipulation that students from the SADC region pay the same fees as South African students. The question that this raises is the following: if the SADC students do not pay extra fees, who pays for the special or additional services that higher education institutions offered to international students? If SADC students cannot be charged an extra levy for these services, then it means that these would have to be funded through the fees that local students pay, since the government itself does not subsidise or fund them.

Dr Fred Hayward

Thinking about Internationalisation in US Higher Education

Dr Hayward argued that the concept of internationalisation needs to be broadened so that it moves beyond just having international students at one's institution, or having one's students studying abroad. Instead, it should be

thought of as a process that seeks to incorporate an international dimension into the teaching, learning, research, and service of institutions.

Conceptualising the internationalisation of higher education in this way would mean that:

- The focus is the overall academic and related experiences of students and staff;
- The push to internationalisation reflects a broader theme that goes beyond any single discipline or profession, to include assumptions about what competencies a well prepared graduate should have;
- It also reflects assumptions about what the role of higher education institutions and the expectations of its graduates should be in relation to developing an 'internationalised' higher education experience.

Student Experiences of and Attitudes to Internationalisation

The results of an American Council on Education² (ACE) student survey, conducted in the spring of 2002, show that:

- There is strong support among students for international requirements, activities, and programmes;
- The participation rates in study abroad programmes are higher than in previous years, with foreign language enrolments having increased slightly in absolute numbers, although not in the percentage of enrolments. In addition, there have been increasing numbers of students taking international courses;
- Undergraduate students arrive on campus with wide-ranging, prior, international experiences (e.g., travel abroad, foreign language study). About seven per cent of undergraduates reported having taken part in a study abroad programme prior to college;
- However, strong student support in general is not translated into high participation in internationally-focused activities or programmes outside the actual curriculum, either on or off campus;
- A significant minority of students do not view international education as necessary to their educational experience and future careers.

Academic Staff Experience of, and Attitudes to, Internationalisation

Among faculty members at US higher education institutions who were surveyed in February 2002, it was found that:

- There was a wide range of international experiences and skills. Almost all faculty staff who were surveyed have travelled outside of the United States and the majority has done so for academic purposes. The majority of faculty also had foreign language skills, and many reported

² ACE has a useful publication entitled: *An Overview of Higher Education and GATS*, which can be obtained from: <http://www.acenet.edu/programs/international/gats/overview.cfm>

that they had advanced skills. About one in five has submitted work to or published in a foreign journal or press. Approximately one out of four faculty has worked collaboratively with a foreign-born scholar.

- The above support for internationalising US higher education is tempered, however, by the significant number of faculty – between 20 and 30 percent – who do not see the value or importance of international education to the undergraduate experience or curriculum.

Institutional Policies and Practices

The following data was based on a survey of the policies and practices of 752 institutions selected randomly and stratified by type. Some of the highlights from the survey were that:

- International education is part of the curriculum and co-curriculum at most US colleges and universities, but in general it is not a high priority. Less than one-third of colleges and universities view international education as an institutional priority. Fewer colleges and universities today have international course requirements for students than fifteen years ago. Foreign language instruction is not a high priority.
- While there have been some improvements since the earlier ACE reports—the most striking being at the community colleges—there are also areas of significant decline.
- The level of formal institutional commitment reported by colleges and universities was low. Only 35 percent of institutions mention global or international education in their mission statements. Internationalisation was also not among the highest strategic planning priorities for the majority of institutions surveyed, with only 28 percent ranking it among their top five priorities.
- Study and work abroad programmes have been an important aspect of international education for decades. Some institutions have made major efforts to encourage students to acquire international experiences through short-term visits, semester, or year-long study programmes at other institutions.
- Ninety-five per cent of the institutions surveyed had international students but for most of these (76 %), international students constituted less than five per cent of the total student population. In only seven per cent of the institutions did international students comprise more than ten per cent of the student population.
- Fifty-four percent of four-year colleges provided some fellowship support for undergraduate international students.

Conclusion

Dr Hayward concluded that overall, the findings from the US surveys are mixed but mildly encouraging. The interest and support for international education among faculty and students is strong, and travel abroad and international course-taking patterns have also increased over the past fifteen years. In general, support for foreign language study and international course requirements is strong among students, faculty, and the general public. On the other hand, institutional commitment remains weak among many institutions, while financial support for international programmes, and language enrolments remain static. Finally, Dr Hayward also noted that there has been reaction from the political Right towards internationalisation. In those circles, some of the thinking was that the cultural relativism underpinning internationalisation might lead to a subversion of American patriotism.

Discussion

The discussion took the form of a question-and-answer session, with many of the questions seeking clarification on the presentations given by Prof Bunting and Dr Hayward. A number of the issues raised are recorded here although there were no direct responses to them.

Does the data on foreign staff include those with permanent residence?

This is not clear from the data, and would need to be clarified.

How many foreign students return home?

There is no systematic data on how many students return to their country of origin after having qualified from a South African higher education institution. Some governments, for example, Eritrea, have expressed concern about students not having returned after completing their studies.

How many of the students are in South Africa as a result of the old (individual initiative) or new (government agreements) forms of internationalisation?

There is no way of determining this from the data that is collected.

Is South Africa a net exporter or importer of students?

There is no concrete data on this, but from anecdotal evidence, it seems that South Africa is a net importer of students.

To what extent are foreign students getting integrated into South African student life, or is there a 'ghettoisation' of foreign students on our campuses?

The only research that is known to have probed this issue is a Master's thesis that was undertaken by a student from Rand Afrikaans

University, which raises some worrying issues relating to xenophobic trends.

There was a comment from the floor that the spirit of the SADC protocol—namely that of promoting student flows within the region—is not happening, since the students were only flowing one way, and that is into South Africa.

Does the data on foreign staff include those with permanent residence?

It is not clear from the data, and would need to be clarified.

The following questions did not elicit any concrete responses from the presenters or the audience:

- To what extent does the content of the curriculum at South African higher education institutions incorporate areas that would be of interest to international students?
- Do student organisations take the issue of internationalisation seriously, to the extent of setting up offices or portfolios dealing with internationalisation issues?
- Is academia lagging behind public opinion (US?) in relation to the benefits of internationalisation?
- What is the socio-economic status of the students coming to study in South Africa? Because if they are the rich, then why should we be subsidising the rich?
- What strategies can institutions develop to meet the SADC protocol requirement that at least five per cent of students in *all* institutions in South Africa should come from the SADC region?
- What is the strategic intention of internationalisation? Is it about raising more money, about enriching the academic experience of students, or something else?

SESSION 2: THE GENERAL AGREEMENT ON TRADE AND SERVICES (GATS) AND HIGHER EDUCATION

Dr Peter Maassen (Director, Higher Education Development Association, Oslo, Norway)

Dr Maassen pointed out in his presentation that trade in higher education is not a new phenomenon internationally. The starting point of the GATS framework under discussion is to regulate the current situation, and not to stimulate it. However, there seems to be an emerging view that GATS might not be the best framework for regulating international higher education trade. In addition, the market for higher education trade is big and growing, without a GATS agreement having been reached.

Dr Maassen also mentioned that OECD figures show that some countries, e.g. Australia, Germany, the UK, and Austria, have benefited from internationalisation and trade in higher education, although others, such as France, have hardly changed. Internationally, the big movers in trade in higher education are the corporate universities, other for-profit institutions, and the virtual institutions such as the University of Phoenix.

The view in the European Union is that the quality of life of its citizens will be improved through internationalisation. However the EU does not want to include media, health and education in the GATS agreement. The view is that barriers can be dealt with at the national and multilateral levels of negotiation.

Dr Maassen raised the following as issues requiring further investigation and discussion:

- There is a need to unpack the political and economic dimensions of trade in higher education.
- What would be the preferred mechanisms for regulating trade in higher education (e.g. through national government regulations, the market, or international agencies/structures)?
- There are gaps in information with regard to what is happening at all levels (regionally, nationally and supra-nationally).
- There is a need for appropriate, manageable regional studies to support the decision making of national authorities, and also to maximise benefits, while minimising the disadvantages of trade in higher education.
- To what extent are globalisation and internationalisation separate phenomena? How are they linked?

Dr Pundy Pillay (Research Triangle Institute, South Africa)

Dr Pillay's presentation was entitled: 'The Implications of GATS and Possible Ways Forward for the Southern African Development Community (SADC).'

According to Dr Pillay, GATS is about the creation of markets in education and increasing global competition in the services sector. Although it is currently a voluntary agreement, countries have been under enormous pressure to come to the (GATS) party. Dr Pillay pointed out that there is a lack of clarity on important provisions of GATS, for example in terms of what constitutes private or public provision.

On the issue of trade liberalisation, Dr Pillay made the point that there is no coherent viewpoint with respect to liberalisation within the higher education sector. The more resourced institutions—who can benefit from trade liberalisation in higher education—are in favour, whilst those with little capacity are opposed to it. Dr Pillay was of the view that South Africa would need to make its higher education system far more efficient and effective before opening it up to trade liberalisation in higher education. However, he also argued that GATS may not necessarily be bad news for everyone, since full liberalisation may be an option for countries whose higher education systems have all but collapsed, such as the Democratic Republic of Congo.

For Dr Pillay, trade liberalisation is a two-way process. Countries cannot ask for the opening of foreign markets for their products, without opening theirs to outsiders. Furthermore, markets should not be confused with liberalisation: markets are a good thing, whilst liberalisation is almost always bad for developing countries. At any rate, many of the agreements geared towards promoting marketisation in higher education can be achieved bilaterally or multilaterally, without having to resort to global trade liberalisation agreements such as GATS.

Dr Pillay also warned higher education stakeholders to be vigilant with regard to the practice of cross-trading in negotiations such as those involving GATS. Cross-trading is the practice whereby negotiators make trade-offs from one sector in order to gain concessions in other areas. And since negotiators in such forums are seldom from education (they are usually lawyers or economists), it would be important to keep tabs on the progress of these talks, and the trade-offs that are being made. In addition, the secret nature of the negotiations has made the higher education community suspicious of GATS.

Some of the other issues Dr Pillay highlighted in his presentation were the following:

- What are the implications of GATS for access to higher education? Some of those opposed to GATS have argued that the benefits in relation to access to higher education are limited.

- There will be a need for governments at the supra-national level to develop appropriate frameworks to regulate the flows of students and staff within the region.
- It is still not clear how, or whether, the implementation of GATS will affect the public funding of higher education, especially in developing countries.

Dr Pillay concluded his presentation by suggesting five options that would constitute a 'way forward' for SADC countries with respect to their response to GATS. These are:

1. Full Protectionism

This would mean that countries from the region would not make a commitment to education services for a defined period, say two to three years, while the necessary research and analysis was undertaken to develop the appropriate frameworks for the accreditation of quality, and to determine the impact of liberalisation on access and equity.

2. Full protectionism with concessions through other government agreements

This would be similar to the option above, but with certain concessions provided for, for example, the movement of academics and students through government to government agreements with the respective immigration/labour authorities. This may be a useful strategy for promoting intra-SADC mobility for higher education students and academics.

3. Full Liberalisation

As mentioned above with regard to the Democratic Republic of Congo, this may be an appropriate option for countries with poorly developed higher education systems, and with relatively few resources available for education in the foreseeable future. Full liberalisation in such circumstances might lead to an increase in domestic capacity and ensure that limited government resources are used where they are most needed, in schooling, for example.

4. Partial Liberalisation

A few countries may feel that they are ready to commit to a limited degree of market access immediately, while simultaneously developing their regulatory frameworks. Such a strategy may be necessary if the education sector comes under pressure from trade officials indulging in cross-trading.

5. Partial liberalisation tied to concessions from exporting countries

As in the previous point, but with concessions drawn from exporting countries, for say, grants to the SADC postgraduate students to study in the institutions of the exporting countries.

Discussion

The following questions that were asked during the discussion session did not elicit direct responses.

- Is a focus on 'development' politically sustainable, when internationally the focus is on gaining economic benefit from internationalisation?
- How can South Africa internationalise when institutions do not have the capacity to increase the access of South African students to higher education? Is there a policy tension here?
- How can higher education institutions balance the demands of globalisation with the challenges of national transformation?

Concluding Remarks to the Session

In his concluding remarks on the session, Dr Maassen highlighted the following issues:

- An important starting for government in developing a response to GATS is to ask the question: Whose interests are being served? Part of the reason that many countries have not developed a national policy or strategy is the difficulty of identifying, or agreeing on, the interests that will be served.
- There is a need for a process of national negotiation/reflection among the key stakeholders with respect to what South Africa wants from internationalisation and how the system can benefit from it, or how it may even be threatened by it.
- The most important aspect of internationalisation is the mobility of students, not institutions setting up campuses elsewhere.

Report by:
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20 February 2004

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AGENDA



CHET, HEDDA and IEASA invite you to a SEMINAR

Wednesday, 29th October 2003

10h00—16h00

Spier Estate,
R 310 Lynedoch Road, Stellenbosch

SEMINAR

HIGHER EDUCATION LOOKING OUTWARDS: Internationalisation and GATS

- IEASA (International Education Association of South Africa)
- CHET (Centre for Higher Education Transformation)
- HEDDA (Higher Education Development Association)

Preamble:

The workshop will provide report backs from the UNESCO / World Bank / WTO conference (Oslo) on North-South Dialogue about internationalisation and trade in higher education, the NAFSA conference in Salt Lake City and the European Union projects on internationalisation. Published reports on these meetings and projects will be distributed at the workshop.

AGENDA

- 10h00 Opening—Peter Maassen (Hedda) and Roshen Kishun (President IEASA, UNatal)
- 10h30 Foreign Students in SA—Ian Bunting (DoE)
Respondent—Nico Jooste (IEASA)
- 11h30 Internationalisation—Fred Hayward and
Roshen Kishun (IEASA)
- 13h00 Lunch
- 14h00 Developments Regarding GATS:
 - Europe (Peter Maassen)
 - United States (Nico Jooste and Fred Hayward)
- 14h45 Options / Scenarios for responding to GATS—
Pundy Pillay
- 15h30 Summary and Conclusion—Nico Cloete (CHET)
and Peter Maassen (Hedda)

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