An Approach To Developing Higher Education as a Field of Study in Africa

June 2006

Content List

Separate Appendix

Section 1: Argument for Higher Education Studies

1.1   Background

The proposal for a Planning Grant (June 04) submitted to Ford Foundation argued:

> …*that what is needed is a focused effort to develop an African cooperation structure in higher education that would allow for relevant graduate programmes, research activities and capacity building through effective national and international networking. Further, such a structure should stimulate the link between higher education studies and the practice of higher education in Africa and in Europe, the USA and other developing countries. Finally, such a structure could become the catalyst for the development of an African expertise network in higher education…*
>
> *The current situation in Africa does not allow for the straightforward and linear development of an expertise network in higher education, with a professional development and research dimension, because the basis for this is lacking – an established field of higher education studies firmly rooted and institutionalised in a number of higher education research and training centers that have a long tradition of cross-national cooperation. A new initiative is therefore necessary for the establishment of an expertise structure in the field of higher education in Africa.* (p3)

What follows is an elaboration of the role of higher education in development, some of the constituent elements of a network, and suggested next steps.

1.2   The Role of Higher Education in Development

> *The university must become a primary tool for Africa's development in the new century. Universities can help develop African expertise; they can enhance the analysis of African problems; strengthen domestic institutions; serve as a model environment for the practice of good governance, conflict resolution and respect for human rights, and enable African academics to play an active part in the global community of scholars.*(Kofi Annan, Quoted in Bloom et al)[1]

Until the mid-1990s the role of higher education in Africa's development was something of an anomaly, with the majority of education development projects focused on the level of primary or secondary schooling. International donors and partners regarded universities, for the most part, as institutional enclaves without deep penetration into the development needs of African communities. Amongst other things, this view was promoted by the World Bank for many years.

This one-dimensional strategy led to development policies that had negative consequences for African societies and the potential for the sustainable development of their economies. Neglect of higher education led to the disestablishment of research centers, medical schools, agricultural centers, telecommunication and technological development, business training centers, vocational and skills schools, and other areas in the tertiary education sector, which are critical to the development of African societies and their economies.

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[1] Bloom, Canning & Chan (2005). Higher Education and Economic Development. WB Seminar.

Three fundamentally different positions with respect to higher education's role in development initiatives can be distilled from the literature. The first could be called '**higher education as luxury ancillary**". From this perspective higher education is a sector that every country should have, but it is a 'luxury sector' compared, for example, to primary education and its rate of return (World Bank, 1980's), or infrastructure development which provides more direct poverty relief than education or health (World Bank, 2004)[2]. This approach is not only supported by international policy agencies, but also by many governments in Africa. Uganda, amongst others, increased the share devoted to primary education in its overall education budget from 52% in 1995 to 68% in 2002, while the concomitant share for higher education decreased from 28% to 16% (Mamdami, 2005)[3]. The World Bank itself decreased the proportion of its education budget for higher education from 17% in 1985-89, to 7% by 1995-99 (Bloom, 2005)[4].

The second approach acknowledges a role for higher education in national development, but conceptualizes it as '**a producer of appropriately skilled professionals and applied knowledge**', or in the words of Prof Ndebele, Chair of AAU and Vice Chancellor of UCT, "*a service producing educated workers, rather than a strategic value adding asset*". Jeffrey Sachs (2005) in "The End of Poverty" posits financial commitment and the strengthening of vocational and technical training as the key educational drivers for development. The paper on higher education recently released from the Office of the President in South Africa partially echoes Sachs and does little to allay Ndebele's concerns (Office of the President of South Africa, 2005).

The third position locates higher education as the "**engine of development in the new knowledge economy**" (Castells, 1991)[5]. According to this view, the new modes of economic production are increasingly dependent on knowledge and information technology. Knowledge and 'informationalism' have become central to development in the global economy. The availability and use of information and communication technology is a pre-requisite for economic and social development. Econometric studies show the close statistical relationship between diffusion of information technology, productivity, and competitiveness for countries, regions, industries, and firms (Monk, 1989[6]; Castells, 1991[7]). A recent World Bank calculation shows that the knowledge sector adds more value to a product than the business process (Serageldin, 2000). So, "if knowledge is the electricity of the new informational international economy, then institutions of higher education are the power sources on which a new development process must rely" (Castells, 2001)[8].

There is increasing evidence that high levels of education in general, and of tertiary education in particular, are essential for the design and productive use of new technologies, while they also provide the foundations for any nation's innovative

[2] World Bank (2005). Annual Review of Development Effectiveness. The WB's Contribution to Poverty Reduction.

[3] Mamdami (2005). Thinking Through the Makerere Reform 1989-2005 (Unpublished).

[4] Bloom, Canning & Chan (2005). Ibid.

[5] Castells M (1991). The University System: Engine of Development in the New World Economy. Paper for the World Bank Seminar on Higher Education and Development.

[6] Monk P (1989). Technological Change in the Informational Economy. Printer Publishers, London.

[7] Castells M (1991). The University System: Engine of Development in the New World Economy. Paper for the World Bank Seminar on Higher Education and Development.

[8] Castells M (2001). Universities as Dynamic Systems of Contradictory Functions. In: Muller J, Cloete N and Badat S (2001). Challenges of Globalisation. South African Debates with Manuel Castells. Cape Town: Maskew Miller Longman.

capacity (Carnoy & Castells, 1993[9]; Serageldin 2000[10]). Recent data show that higher education participation in Sub-Saharan Africa remains under 5%, while for many high income countries it is well over 60% (Bloom, 2005)[11]. Statistics correlating participation in higher education with economic development are quite revealing.

Figures 1 and 2 below show that a significant upward shift occurred between 1965 and 1995 in participation in higher education and in national income in middle and high-income countries. The figures also show that the gaps in participation rates are increasing between low and high-income countries. This correlation does not necessarily entail a causal relationship, but it certainly points to an increasing association, leading to the conclusion that: "not only is a well-functioning higher education system considered a necessary condition for (economic) development, but institution and capacity development in general are acknowledged as prime goals of development co-operation" (De Gast, 2005)[12].

Figure 1: Sub-Saharan Africa Falls Further Behind
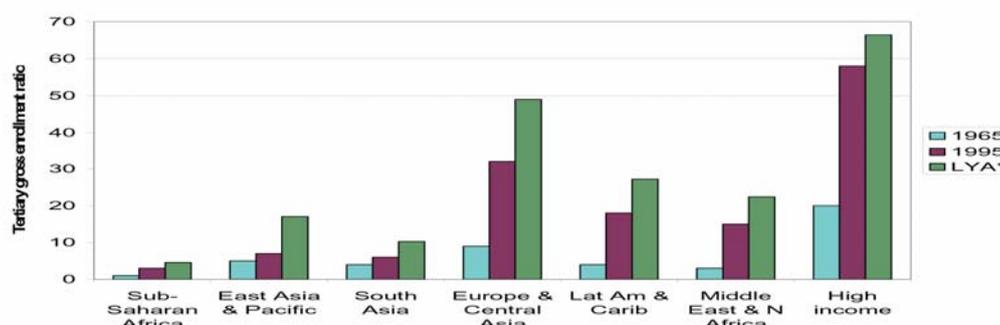
* LYA (latest year available) means that for each country, the most recent data available are used, and those data are then aggregated by region. For most countries LYA is 2002/2003. The range is 1998/1999 to 2003/2004. Source: UNESCO and World Bank. .

Figure 2: Relationship between Participation Rate and National Income
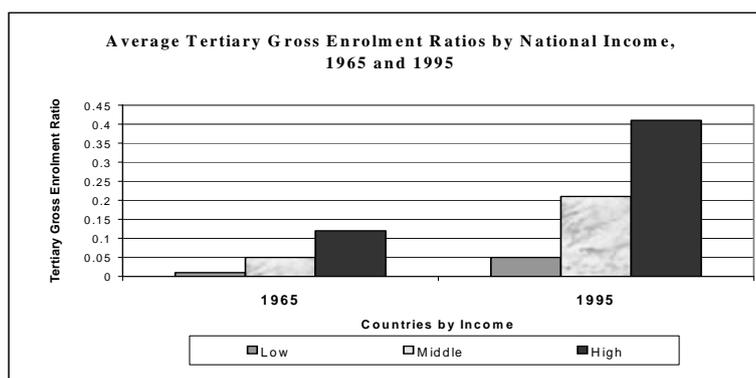
Source: Higher Education in Developing Countries (World Bank 2000)

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[9] Carnoy, Castells, Cohen, Cardoso (1993). The New Global Economy in the Information Age: Reflections on our Changing World. Published by the Pennsylvania State University.
[10] Serageldin I (2000). University Governance and the Stakeholder society. Keynote Address, International Association of Universities, Durban, SA
[11] Bloom, Canning & Chan (2005). Ibid.
[12] De Gast (2005). The visions, policies and programmes of a sample of Northern donors regarding the support for higher education development in the South. NUFFIC conference, May, 2005-09-16

This type of evidence has led to a number of countries putting higher education at the core of their development strategy. The best known model in a developed country is that of Finland, which, following the deep recession of the early 1990s, selected knowledge, information technology and education as the major cornerstones of the new (economic) development policy[13] (Hölttä and Malkki, 2000)[14]. Ireland, Australia and New Zealand have also followed this route successfully.

The development model of the East Asian countries in the 1970s and 1980s, in particular that of South Korea, Taiwan, Hong Kong and Singapore, and to a lesser extent Malaysia, was a product of the massive investments made in education in general and in higher education in particular. The latter became especially important when some of these countries decided to shift the emphasis in their economic development strategy to high value-added production.

The Chinese and Indian economies which have been displaying unprecedented levels of sustained growth since the early 1990s, on the other hand, exhibit two important characteristics with respect to higher education that sets them apart from both the 'East Asian tigers' of the 1980s and from other contemporary developing countries. First, investment in higher education is seen as a parallel process (and not a consecutive one) to providing broader access to, and improving the quality of, primary and secondary schooling. In other words, they have shown that if poor countries want to participate in the globalized knowledge economy, investments in higher education are crucial, at the same time as improving access and quality in schooling. The second, related point, illustrated in the development pattern of the Chinese and Indian economies, is that the traditional growth path of domination first of primary sector activities (agriculture and mining) followed by manufacturing and then by services, does not necessarily hold. The speed and extent to which developing countries are able to absorb, use and modify technology developed in the north, will ensure a more rapid transition to higher levels of development and standards of living.

Capturing the new attitude towards higher education, The Economist, in a special issue, says the following:

> *Across the developing world, higher education is coming in from the cold.*
> *Gone are the days when it was purely a luxury for the elite. Governments are*
> *rapidly expanding their higher-education systems, with China probably*
> *witnessing the biggest expansion of student numbers in history. …….The*
> *main reason for this flurry of activity is the dramatic growth in the supply of*
> *potential students. Secondary school enrolment rates have grown rapidly*
> *across the developing world. But there has also been a revolution in*
> *economic thinking. Not so long ago the World Bank pooh-poohed spending*
> *on higher education as both economically inefficient and socially regressive.*
> *Now many development economists are warming to higher education,*
> *pointing to the demand for graduates—as demonstrated by their wage*

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[13] From being amongst the lowest on a number of Human Development Indicators of Western European countries during the 1980's, Finland is now 13th overall in the world and amongst the top five in areas such as ICT usage and researchers in R&D, and the highest in terms of public expenditure on higher education. (World Human Development Index, 2002)

[14] Hölttä S, Malkki P (2000). Response of Finnish Higher Education Institution to the National Information Society Programme. Published by Helsinki University of Technology and International Relations.

premium—and to the positive effect of university-based research on the economy. (September 8, 2005: p14)

However, investment in higher education per se is a necessary but not a sufficient condition for development. As important as the investment made in higher education is, attention must be paid to the efficiency and effectiveness of that investment which includes ensuring that there are appropriate linkages with the labour market needs of the economy.

Notwithstanding the importance of these country examples and studies solid research evidence is still lacking on the socio-economic links and impacts of higher education, at the local, regional, national, and/or trans-national levels. Such data will be key for the design and implementation of new higher education policies and institutional strategic plans.

History shows that many states, rather than formulate development paths, tried to force higher education into undemocratic political agendas, resulting in many institutions in Africa having a rather ambiguous, if not antagonistic, view of 'development' and higher education[15]. At a recent workshop (27 October 2005) organized by the African Union, an AU official (Dr Tema), stated that for many African heads of state, 'higher education is seen as either irrelevant to development or a threat to the state… and the AU secretariat now wants to bring higher education back into the mainstream' (Workshop Report, NEPAD, 2005).

In line with bringing higher education into the mainstream, Professor Nkhulu, Chair of the NEPAD Steering Committee [16] said:

As President Mbeki's State of the Nation Address puts it: "there has never been such a confluence of encouraging possibilities in the entire history of the African continent." The same is true for higher education. The paradigm shift and advocacy of the last three years have created a conducive environment for higher education to take the centre stage. What are we waiting for? (p6)

The AU/NEPAD Working Group on the Renewal of Higher Education (27-28 October 2005), in preparation for the AU meeting of Ministers of Education in January (2006) identified the following three thematic issues:

- Promote and Develop Policies for the Renewal of Higher Education at the Global, Continental, Regional, National and Institutional Levels;
- Promote International, Continental, Regional and Sub-Regional Cooperation;
- **Promote Knowledge Production and Dissemination (Research and Teaching) of Higher Education**. (Renewal of Higher Education in Africa, NEPAD, 2005)

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[15] Perhaps it was not a surprise, when in August 2005, amid considerable tensions around autonomy (Jansen. TB Davie Academic Freedom Lecture, UCT, 2004) the new Minister of Education in South Africa titled her keynote speech: "African Universities and the Challenges of a Developmental State". (Pandor, 2005: http://www.chet.org.za/issues/PandorAcademicFreedom05.doc)

[16] IZWI, The Voice of HE Leadership (2005), www.sauvca.org.za

1.3   Researching and Teaching Higher Education

If the above argument about the importance of higher education in Africa is accepted, then the question arises as to how it is to be transformed? It could be argued that current foreign funding capacity building initiatives, and attempts by governments in Africa to build higher education, suffer from the following problems:

- A lack of basic knowledge about higher education produced in Africa, resulting in continued dependence on foreign examples and consultants;
- Most of the studies on higher education consist of fragmented institutional case studies that do not add up to a body of generalisable knowledge;
- Short term, un-programmatic projects and funding - sustainability and knowledge building is undermined by constantly shifting interests and funding patterns;
- Lack of coordinated capacity building, both for knowledge production and transfer/dissemination;
- Poor connectivity between the knowledge produced and relevant decision makers.

1.4   Breaking the Dependency Chain

There is no "quick fix" capacity building solution to the problems listed above. If Africa is to move beyond poverty relief and crisis management, then what is missing from underpinning many of the laudable programs – from ICT to leadership to gender empowerment – is a more systematic knowledge and expertise base about higher education in Africa. The recent survey for the Foundation Partnership for Higher Education in Africa (FPHEA) showed that a strategic area that receives virtually no direct support at the moment is higher education studies[17]. This means that many of the development programs are implemented either on the basis of non-African expertise, or hit and miss. In the words of Jeffrey Fine, an economist with enormous experience in Africa, *"if you want to develop higher education in Africa, then you must study higher education in Africa."*

Regarding the study of higher education in Africa, three developmental constraints can be identified: the fragmented nature of higher education as a field of study; inconsistent and fragmented funding; and uneven distribution of knowledge of the field.

Higher education is not a discipline, but an interdisciplinary, applied field without commonly accepted methodologies, or even general agreement on what counts as knowledge. Compounding this problem, research is all too often driven by political or funder agendas. Between the latest reform initiative of government, and the associated sudden interest, or lack thereof, from funding agencies, research often becomes little more than consultancy, and thus becomes little more than another competing voice in the reform market place. Within such an environment, the building of a systematic, programmatic knowledge base in the field of higher education remains unlikely.

The knowledge, expertise and skills needed for building policy, for developing leadership and management capacity in higher education at all relevant levels, and for developing the capacity to study higher education, are unequally distributed. In

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[17] Cloete et al: (2005). Multilateral and Bilateral Efforts to Contribute to Higher Education in Africa. Report Commissioned by the Foundation Partnership for Higher Education in Africa.

North America, Europe, Japan and Australia, a number of higher education graduate programs and research centers have been established over the last 30 to 40 years. These form the foundation for the professionalisation of institutional management and leadership, and the steady development of the field of higher education studies.

By contrast, in other parts of the world, efforts to professionally develop policy, leadership and management capacity, are at best fragmented, if not largely absent. This also applies to academic interest in higher education as a field of study.

More systematic knowledge about African higher education is not only necessary to improve higher education delivery, but also to engage in a more informed manner with funders, and for development agencies to make better investment and capacity building choices. The 2004 Annual Review of Development Effectiveness[18] asserts that "high quality analytical work, with sound diagnosis of and recommendations for institutional and sectoral reforms, has a big payoff" (p43). Despite this World Bank finding, the WB itself does little to promote the study of higher education outside of the Bank. Whenever the Bank gets a loan request from a country, understandably it wants to base its decision on whether to give the loan, on sound information and knowledge. Consequently, country studies are generally undertaken in the framework of a loan request. In addition the WB generates its own policy papers. The WB itself thus produces research on the higher education of specific countries, but this contributes little to improving the capacity of policy makers outside the WB, nor in general to a growing corpus of higher education knowledge.

The result is a significant gap in knowledge about higher education itself, and about how higher education links to development. Both of these are critical: for government and institutional policy making, and for grant making.

To start breaking the dependency chain, the following are some of the necessary steps:

- Produce a more systematic, research-informed knowledge base about higher education;
- Train researchers who can advance higher education as a field of study;
- Bring about greater coordination in knowledge production, transfer and dissemination;
- Facilitate better links/interactions between higher education researchers and policy makers, institutional leaders and other HE stakeholders.

From the context described above it can be argued that what is needed is a focused effort to develop an African cooperation structure on higher education that would allow for relevant graduate programs, research activities and capacity building through effective national and international networking. Further, such a structure should stimulate the link between higher education studies and the practice of higher education in Africa, other developing countries and in Europe and the USA. It is very important that research and teaching be better linked to decision makers through forums and other forms of information dissemination.

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[18] www.worldbank.org/oed

Section 2: Key Elements of the Network

The expertise network required for developing the field of higher education studies in Africa could consist of three main components:

- Research programs – continental, regional and national
- Post graduate programs in higher education studies (HES)
- Data, Monitoring and Dialogues.

2.1   Research Programs

Research is the basis for developing higher education as a field of study; for teaching programs that have relevant content and for informing decision makers – from government policy makers to institutional leaders to funders.

The best, but not exclusive, way of understanding what research is being done is to map research output. A study about research output on higher education in Africa was commissioned from the Centre for Research on Science and Technology (CREST), University of Stellenbosch. For a more detailed report see Appendix 1. To access the extensive database, contact Johan Mouton: jm6@sun.ac.za.

The main aim of the study was to map people and institutions conducting research in the field of higher education for the period 1995 – 2004. The 'experts' to be mapped were African scholars, i.e. scholars either affiliated with institutions on the African continent or working there or scholars born on the African continent and currently working in some other country. For details about constructing the database, see Appendix 1.

The HE Expertise Database (HEED) is currently captured in an MS Access relational database. The information is organized into three main tables. These are:
- HE Publications (**1704 records**)
- HE Experts (**1108 unique individuals**)
- HE Authorships (**2622 records**) – individual contributions to each publication.

The main database divides publications into three domains:
- Leadership and management
- Teaching and scholarship – the latter includes studies about post graduate work and libraries
- Policy.

Table1 below shows a breakdown of publication types.

Table 1:   PUBLICATIONS BY TYPE

Publication type	Number	%
Book/monograph	115	6.7
Chapter in book	233	13.7
Conference proceedings	64	3.7
Journal article	841	49.4
Research report	116	6.8
Thesis	32	1.8
Other	303	17.8
	1704	

Figure 3 shows that the majority of publications (804 units) were classified as Policy-oriented, followed by a second significant cluster of publications in Teaching and Scholarship (695). The smallest cluster (204 units) was classified as belonging to the category of Leadership and Management studies.

Figure 3:

Publications by main field:1995-2005
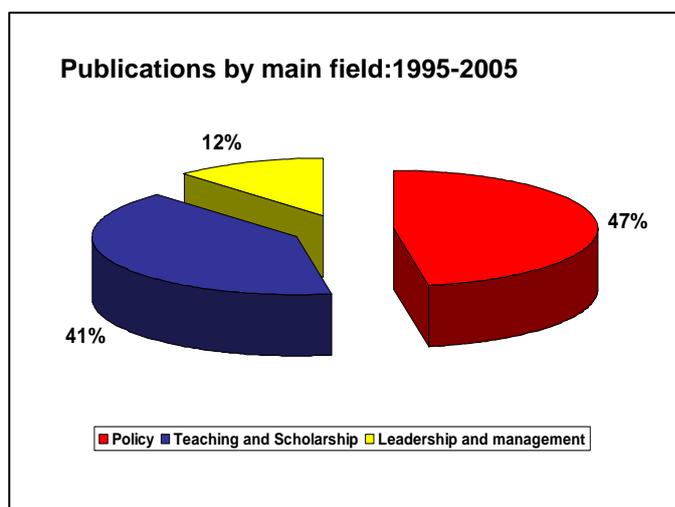
Table 2 provides a breakdown of the main categories in the Policy subfield.

Excluding the country studies, the field of Policy research is dominated by issues relating to reform, transformation and transition in national higher education systems, research and scholarship concerns (very often about new modes of knowledge production) and issues around globalization and regionalisation (North-South issues).

Table 2:   POLICY RESEARCH BY SUB-FIELDS

HE case/country studies	**147**
Transformation and reform	**85**
HE General	**76**
Research and scholarship	**72**
Globalization/regionalisation	**46**
Financing	**41**
QA	**41**
Governance	**36**
Private HE	**35**
Teaching and learning	**33**
African universities	**28**
HE and society	**18**
Philosophy of education	**16**
Distance education	**14**
Access and equity	**13**
University and the labour market	**13**
Human resources	**11**
Technology and HE	**11**
HE and development	**10**

Rather surprising, and disappointing, is the lack of work on key issues such as higher education and development and the lack of comparative work on financing, governance, access and equity.

The focus on policy, or teaching and learning concerns, in a particular country or higher education system dominates a very large proportion of the scholarship. The prevalence of country/case studies is possibly an indication of the rather parochial focus of many of the publications. Further inspection of this category also shows – rather disappointingly – that many of these are single country studies with very few examples of comparative research. The positive aspect of this focus on country studies is that it presents a pool of case studies for courses in higher education studies.

Tables 4.4 to 4.6 in Appendix 1 present a detailed breakdown of expertise in particular countries. It shows that as far as policy is concerned, South Africa and researchers located in the USA are the most dominant, with some capacity in Botswana, Ghana, Kenya, Senegal and Nigeria. Regarding all three areas (Table 4.7 Appendix1), South Africa, Botswana, Ghana, Kenya, Nigeria, Tanzania and Uganda have considerable capacity.

In terms of the two regional nodes explored, Table 3 shows that there is considerable capacity in both the Western Cape and East Africa.

The mapping exercise, which is simply a first step in building a database, shows considerable, though skewed, capacity that can be drawn on for constructing networks around particular themes. A possible process for doing this will be outlined in Section 3.

Table 3:   REGIONAL COMPARISON

WESTERN CAPE	Pub equivalents	EAST AFRICA	Pub equiv.
University of the Western Cape	33.6	Kenyatta University	12.9
University of Stellenbosch	91.4	Makerere University	27.0
University of Cape Town	42.7	Moi University	13.9
Centre for Higher Education Transformation	4.9	University of Dar Es Salaam	32.9
		University of Nairobi	30.2
TOTAL	172.6		116.9

2.2   Post Graduate Programmes in Higher Education Studies

Context

Higher education studies is not a discipline, but an interdisciplinary, applied field without commonly accepted methodologies, or even general agreement on what counts as knowledge. The knowledge, expertise and skills needed for building policy, for developing leadership and management capacity in higher education at all relevant levels, and for developing the capacity to study higher education, are unequally distributed. In North America, Europe, Japan and Australia, a number of higher education graduate programs and research centers have been established over the last 30 to 40 years. These form the foundation for the professionalisation of institutional management and leadership, and the steady development of the field of higher education studies.

Since the 1950s research on higher education has developed from a small collection of self-standing studies into a more comprehensive field encompassing a large number of disciplinary perspectives. The origin of the field of *higher education studies* lies in the USA. The basis for the development was the establishment of a number of graduate programs in higher education. These programs were set up in the first place to satisfy the growing demand for administrative staff at universities and colleges which was the result of the massification of US higher education. This implied that in the USA the field was based on graduate teaching programs with a research component developed mainly to support the teaching activities. Only at a later stage were a number of specific research centers on higher education established. These originating circumstances are still visible today in the USA where about 150 graduate programs on higher education (Master and PhD level) can be found, with only a few of these programs being connected to a higher education research center. Together, these 150 graduate programs nowadays enrol more than 10,000 students, many of whom come from outside the USA.

In Europe the field has had a different history in the sense that here research centers/institutes form the basis of the field instead of graduate programs. The research units in question were established from the early 1970s onwards in countries such as Austria, the Czech Republic, Finland, France, Germany, Hungary, the Netherlands, Norway, and Portugal. These units were mainly a reaction to the growing need of national authorities, especially Ministries of Education, for scientific knowledge about higher education, mainly to inform higher education policy making processes. These origins are still visible in the sense that at the moment there are more than 20 higher education research units in Europe, while until recently only in the UK could graduate programs (Master or PhD level) in higher education be found, and not on the European continent.

This situation has gradually changed in the sense that in the last couple of years a number of higher education institutions on the European continent have started to offer national Masters Courses in Higher Education. These courses are in the national language, generally for national students, and have a professional character, mainly in the area of higher education management. As a consequence, until recently no multi-disciplinary, research oriented higher education graduate programs could be found in Europe, that could compete with the best US graduate programs in attracting international students. The UK teaching programs in higher education were nationally oriented, and in general mono-disciplinary, while the European continent lacked international, English language teaching programs in this area.

At the end of the 1990s, a number of European research centers/institutes on higher education decided to strengthen the field of higher education studies in Europe by setting up a European cooperation consortium called **Hedda** (see website: www.uv.uio.no/hedda). One of the main intentions of **Hedda** was to develop a joint graduate program in higher education, starting with a joint Masters Course in Higher Education. Using, amongst other things, the experiences gained in developing the professional, national Masters Courses in higher education, the joint Masters Course was developed in the period 1999 – 2001. The **Hedda** partners involved developed an integrated, research-oriented two-year Masters Course in Higher Education in which all the main disciplinary perspectives and areas of specialization covered by **Hedda** were included, i.e. economics, political science, policy analysis, administrative science, pedagogy, sociology, history and law.

The original intention was to let the students enrolled in the joint Masters Course travel through Europe to the teachers who are located in six different European countries. However, mainly as a result of the lack of support funds for non-European

students, and other practical matters, the decision was made to let the teachers travel to the students instead. The students had to take all classes at one university, implying that all the teachers were traveling to that university, i.e. the University of Oslo, while the Masters thesis work could be done at any of the six participating universities.

The European Commission's Erasmus Mundus Programme not only offered the *Hedda* partners involved the possibility of acquiring financial support for non-European students, but it also stimulated the national environments of the universities involved to work on adapting the regulatory and other barriers with respect to offering joint degrees. The *Hedda* partners decided to use three host universities, i.e. the Universities of Aveiro, Portugal, Tampere, Finland, and Oslo, Norway for offering their joint Masters Degree Course. The other *Hedda* partners will contribute to the joint Masters Course by providing teaching staff.

The Erasmus Mundus Programme offers also a possibility of developing partnerships with universities in non-EU countries, referred to as Action3 partnerships. The *Hedda* Masters Course Action3 partnership with The University of New England, Armidale (Australia), and Obirin University, Tokyo (Japan) was selected by the EU and will receive EU funding the coming three years. The funding consists mainly of scholarships for European students and teachers to visit the partner institutions. The introduction of scholarships has led to a ten fold increase in applications and a concomitant dramatic improvement in quality of students. This partnership will be used as a basis for developing a global network of Master/graduate programs in Higher Education consisting of one program per Continent or Region. The intention is that in addition to the European *Hedda* Masters Course, the Japanese Masters Course, and the Australian Masters Course, a South African Masters Course (possibly UWC or Western Cape Masters Course), a US American graduate program (most likely University of Georgia) and a Latin American course (University of Sao Paolo or University of Mexico) will be added to the global network.

The aim of the network is to create a cooperation structure that includes exchange of staff and students, joint internet classes and seminars, intercontinental student cooperation projects, research cooperation, and a joint electronic support structure. The latter will consist, amongst other things, of an archive, a joint Learning Management System, a joint data basis on higher education, and a network blogg. The archive will contain lectures recorded from all the network courses either in audio or video form and downloadable e.g. on the students' Ipod's or MP3 players. Also all student papers and theses, course literature and working papers of the involved academic staff will be made available through the archive. Access to the joint electronic support structure is in the first place open to the students and staff of the Courses involved, but parts of it can be made accessible to others, including students and staff from national Masters/graduate courses in Higher Education related to the Courses included in the network. This also refers to the national/regional graduate courses in Higher Education (to be developed) in Africa.

By contrast, in other parts of the world, professional development of policy, leadership and management capacity, as well as academic interest in higher education have been largely absent, or at least fragmented. This is also the case in Africa where there is no tradition of, and subsequently no structure for, educating and training higher education policy makers and leaders/managers, or for studying higher education. Even in South Africa, there is fragmentation of the training and research in higher education, where a number of small units and programs conduct research and teaching in higher education with little reference to each other.

Higher Education Studies versus Professional Higher Education Programs

Higher education studies as a field differs from professionally oriented study areas in higher education, for example, with respect to teaching and learning, or leadership, management and administration. The principal difference lies in the kind of skills towards which each is directed. While the professionally oriented activities are directed towards developing competences, skills, and knowledge to be applied in the professional domains of, for example, lecturing, and middle & upper level management respectively, higher education studies is directed towards the development of *research expertise for a range of higher education areas, including policy*. This is not to say that for the professional areas, knowledge based on research is unimportant or incidental. Higher education professionals must certainly know how to read research and incorporate it into the appropriate practices. However, in higher education studies, the student is trained in the first place to become a researcher, i.e. to *produce knowledge*; research is the *principal* skill, not an ancillary skill.

In order to be able to develop research skills and competencies in significant and sustainable ways, experience in having done research successfully is the all-important indicator, as it is in all academic fields and disciplines. That means that in order to gauge, with any degree of assurance, that the capacity to develop researchers is real and not just a cherished dream, the principal proxy indicator of this capacity must be the *number of successful higher education Masters and PhD graduates* supervised.

The Accra consultation[19] of November 2003 agreed that higher education studies (HES), professional study activities with respect to higher education, including leadership and management (L&M), and exchanges and dialogues are all interlinked; they are also discrete functions to be performed, but that special attention should be paid to linking them.

Program/Course Structure and Organization

In addition to the European Masters (Oslo, Tampere, Aveiro) discussed above, a number of national HES courses have been examined: Australia (University of New England, Armidale); Finland (Tampere); USA (NYU); Uganda (Makerere); and South Africa (PALM UWC). There are basically two types of courses;

- HES Policy focused – European Masters, one program at Makerere
- HES/L&M mixed – PALM, Tampere/Finland, Armidale/Australia, NUY.

The EU HES Policy focused Masters Course has the following core modules:
- History and primary processes of HE
- Economic and global dimensions of HE
- Organization and management of HE
- Policy and governance of HE, followed by
- Research methods and statistics, and
- Dissertation.

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[19] A meeting sponsored by Ford Foundation that included organisations such as AAU, IUCEA, CSHE UWC and Chet

The HES/L&M mixed model, such as the one in Finland, has some typical core courses:
- Higher education systems steering and coordination
- Comparative higher education, followed by
- Organization, decision making management and leadership
- Planning, budgeting and finance, followed by
- Introduction to research, and a
- Research project

The HES Policy program is unambiguous in its scope and there are no exit points – the program is either successfully completed or failed. The HES/L&M course not only mixes materials, but in some cases allows for students to choose between more electives, or research and a dissertation. In some cases it also allows for students to exit the program with a post graduate diploma rather than a Masters degree.

It could be argued that the central distinction is that the HES Policy program is aimed at gaining a better understanding of higher education as field of study and contributes new knowledge to the field, which is why research features strongly. The HES/L&M program on the other hand is orientated to professional development, offering a broader understanding of higher education as an area of work.

The way that the programs are organized vary greatly; in some cases the students stay in one place supplemented by a 'visiting lecturer' program (PALM UWC; Tampere/Finland), while for the European Masters, staff and students rotate. In most cases (PALM, Australia) students may come from different countries, but certification is done by the presenting institution. A more innovative approach is the EU Masters, where three institutions in three countries jointly present and certify the program, and offer a joint Masters degree.

Lessons Learned about Collaborative Masters Programs

Jim Leatt (Appendix 2) has surveyed the following six established collaborative post graduate or Masters programs:

- Post Graduate Diploma in Museum and Heritage Studies (Western Cape)
- Masters in public Health (Kwazulu-Natal)
- Collaborative Masters in Economics (African Economic Research Consortium)
- Masters in Human Rights Law (University of Pretoria and 5 other Universities in Africa)
- Masters in Structural Biology (Western Cape)
- European Masters in HES (Norway, Finland, Portugal)

Below are comments from Leatt on the critical success factors in collaborative programs, and the main challenges that threaten such endeavors.

Critical success factors
1. Why co-operative Masters programs? Because few universities have the in-house capacity to offer really world class programs at Masters level. And good students want exposure to the best intellectual resources when they take on the opportunity costs of a year or study. By pooling/sharing resources institutions are able to attract Masters students. CMAP is a prime example of a collaborative program that could not be taught from any one of the participating universities on its own.

2. The Masters programs that seem to work best are *interdisciplinary* in nature, requiring a mix of expertise that is supplied collaboratively. Five of the programs surveyed are interdisciplinary in nature - Museum & Heritage Studies, Public Health, Higher Education Studies, Structural Biology and Human Rights Law.

3. A key success factor in collaborative Masters programs lies in getting the governance structure right. The governance structure must be designed in such a way that it is not seen as usurping the institutional autonomy of the participating institutions, on the one hand, whilst not holding the program hostage to the "veto of one" of the participating institutions, on the other. The endeavor requires support from the leadership of the participating institutions, whose interests are served by representation on a board of some description. Where that balance is struck, the program succeeds. Museum & Heritage Studies has battled to achieve this balance, whereas Public Health, the European Masters in HES, Structural Biology, CMAP, and the Human Rights Law programs appear to have achieved it.

4. Related to governance is the *management* of the program. Here the guiding principle seems to be that the "political ownership" of the program resides in the governance structure where institutional interests are represented. The management of the program, however, usually resides in a Course Coordinator who works within a mandate developed by the governance structure or board. The day to day running of the program, the logistical support for the program, and the administration of the course itself is the responsibility of a senior academic, sometimes supported by full or part-time staff.

Barriers and challenges to success

5. Mounting an inter-institutional, jointly-taught Masters program is a massive undertaking, logistically and otherwise. And the more so when it involves students from countries outside South Africa. The demands are relentless and ongoing in terms of inviting, hosting and transporting of visiting lecturers, not to mention the logistics involved in dealing with a cohort of students from other places. The list is endless. Without a dedicated and efficient team it cannot be done. Most hosting institutions learn this lesson the hard way and almost always underestimate what it takes to mount such a program.

6. Universities often do not appreciate the unique demands of such programs. Their systems are not designed for collaborative, inter-institutional teaching and research. The programs do not fit into the administrative and other standard university systems, such as access to libraries, and are seen as a "burden" rather than an opportunity. At a systemic level, in the SA higher education scheme of things jointly taught programs are simply not catered for, despite the rhetoric of regional collaboration.

7. Where programs encourage enrolment from other African countries, obtaining visas and work-study permits often presents almost insurmountable problems for the host or 'enrolling' institution.

8. The new South African funding formula for higher education does not favor a taught Masters program where the first part is given to teaching and the second to a research dissertation. See Appendix 3 for an 'opinion' by Prof Ian Bunting, responsible for the new funding formula in the South African Department of Education. The Masters in Structural Biology is for this reason considering a taught Post-graduate Diploma, followed by an MSc by research thesis. This also has the advantage of providing an exit point for students unable or unwilling to do the research component of the current Masters, and also provides students with a lower risk 'trial' course in structural biology.
9. Donor funding is difficult to obtain and reporting requirements are often onerous and time-consuming. In our context, the capacity to mount a successful program and manage donor relations is stressful.
10. The long term financial sustainability of collaborative programs remains an ongoing challenge. Of the programs surveyed it is doubtful whether Museum & Heritage Studies, Structural Biology, and Human Rights Law can be sustained without donor support.

Information Management

Access to a comprehensive body of specialized literature will be vital to the functioning of a HES network, particularly for Masters and Doctoral students. Lecturers and researchers are likely to use their own information networks and are knowledgeable of the literature and how to obtain resources. These options are not available to most postgraduate students. The resource center at the CSHE has a specialist collection that has been steadily built over the past 12 years. For the past seven to eight years, the collection has closely followed the contours of the higher education themes that have engaged scholars, practitioners and policy makers locally and internationally: issues such as globalization, internationalization, marketization, transformation, access, finance, online education, quality assurance and the relation between higher education and the state:

- 2 000 books and 320 bound volumes of journals
- 26 active journal titles
- 3 371 indexed articles
- 988 conference papers
- 2 144 papers
- 1 493 research reports
- 389 government policy / legislation
- 509 NEPI/NCHE documents
- CHET collection
- TELP documents (Historically Disadvantaged Institutions)

The above figures represent the core of the collection and reflect the hybrid character of the center. It is part academic library, part document center – and both support the PALM Masters students. Unpublished materials are as frequently consulted as the published ones. The rapid rate of policy changes introduced within the higher education arena in South Africa since 1994 has been accompanied by a plethora of conferences and colloquia as stakeholders assembled to debate the successive waves of policy initiatives. The center has proceedings and papers emanating from the conferences of university staff associations, student associations, AAU, CUP/SAUVCA, CTP, Kenton, Codesria, World Bank and UNESCO congresses. Researchers returning from international conferences and visits with colleagues from institutes across the globe have gifted the center with additional

proceedings and papers. Also, the library staff actively scours websites for new studies and papers.

For the past two years the resource center has been saving valuable electronic documents with a view to making these searchable and accessible on demand. These documents consist of government publications, policy analyses, research reports, conference papers and other materials published on websites. Providing links to the source websites is not viable as these links are not durable. Using open source software distributed by UNESCO, the center will be creating a digital library that is accessible from the CSHE website. The software has a powerful search engine that allows very rapid full text searching. Permission to store materials on the website will be sought from the copyright holders.

Another potential application for this digital library software is for the management of digitised readings for course packs on CDROM. If required, the center would administer publisher permissions to reproduce sections of copyright material for course packs. For more details, see Appendix 6.

It is not always appreciated that materials design and production has to be conceptualized and built into a project such as this at a very early stage. All too often materials production is seen as an add-on at the end of the process, not to be thought about until one reaches the final stages of the project.

In a program such as an HES Masters network, the strategy that is envisaged for the entire project has to be delivered all the way through in an integrated manner if the final outcome is to be effective and sustainable. Both instructional design and the writing process have to have a clear view of what the final product will look like, both from the perspective of training, delivery and the materials that will be needed for training and delivery.

There has to be an integrated process that ensures that the different components are not produced in separate channels, but that everything is conceptualized and pulled together to ensure that what you will have is a coherent, flexible and effective product that can be combined effectively with face-to-face teaching or a on a delivery platform. If different people are handling the different processes in different ways, you will end up with disparate products that lack coherence and do not talk to one another. Particularly given the circumstances in different African centers, the final product will quite possibly need to be able to work in print only, or in digital media and print, or print and video, or full multimedia, depending on the choices made for the project and the technology available in the different centers in which it is to be delivered. For more details about designing conceptualizing the management of training materials, see Appendix 7.

Developing HES Masters Programs in Regional Nodes

The planning proposal developed for Ford Foundation following the ACCRA meeting[20], suggested that four nodes should be explored (Cape Town -Western Cape; Nairobi – East Africa; Dakar – West Africa; Cairo – North Africa). In Dakar a higher education research group has been identified and an exploratory visit will take place in late January 2006. No contacts have as yet been made in Cairo; but the arrival of the new Ford Foundation higher education program officer will help to facilitate this at a later stage. In the Western Cape and East Africa considerable

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[20]   A consultative meeting sponsored by Ford Foundation that included organizations such as AAU, IUECA (Kampala), CSHE UEC and CHET.

progress has been made. In both regions two or more consultative meetings have taken place and enthusiasm has been expressed, both from academics who could be directly involved and institutional leadership. In both regions the regional coordinating bodies such as the Cape Higher Education Consortium (CHEC) and the Inter-University Council for East Africa (IUCEA) have been playing a facilitating role. For a more detailed description of programs and research capacity in the Western Cape, see Galant (Appendix 4) and for East Africa, see Jowi (Appendix 5).

Table 4:   Summary of Courses and Enrolments in HES: 2000-2004

Institution: Western Cape	Name of programme [21]	Period	HDHET		PG Diploma [22]	Masters		PhD [23]
			Enrol	Grad	Grad	Enrol	Grad	Graduated
UWC	HES-PALM)	**2002 - 2004**			10	50	3	7
UCT	M.Ed/M.Phil (HES)	**2001 - 2005**			3	13	3	7
Stellenbosch	MPhil (HE)	**1996-2004**				80	26	14
Cape Tech	HD in HET	**2005**	34	0				0
Makerere	HES HEPoly&PlanHE Human Res Manag HEManag ICT in HE					43 68 93 82 29	43 NewProg 23 187 Newprog	16
East Africa								36 (Enrol)
TOTAL [24]			**34**	**0**	**13**	**458**	**285**	**44**

Table 4 shows that in the Western Cape, four institutions are involved in a range of activities in the field of higher education, of which two institutions (UWC and UCT) offer components of higher education studies with 'introductions' to research. UCT has been the most successful in terms of producing ten research based PhDs during the post 2000 period. Components of Leadership and Management are taught at UWC (PALM course) and Stellenbosch, with the latter also producing a number of PhDs (in which areas is still being determined).

Regarding the Western Cape, the program at Stellenbosch has been running the longest and hence has much higher enrolment figures compared to the other institutions, accounting also for the higher number of graduates. The graduation figures are presented as throughput figures showing the progress of each cohort of new students per year. At Stellenbosch, there has been a 35% throughput of M.Ed students over 9 years (1996 – 2004) and a 50% drop out of students who either did not complete or withdrew. At UWC there has been a 6% throughput of M.Ed students

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[21] In all the programs there are courses that focus on HE Teaching, Learning and Assessment, while UWC has the only program with an explicit focus on HE Leadership and Management. Research and Scholarship is focused on explicitly in courses at US, while HE policy is explicitly focused on only in courses at CPUT and UWC.

[22] At all the institutions, students enrol for the Masters, but can graduate with the PGDIP if they do not complete the thesis component. Hence we do not have enrolment figures for PGDIP, but do have graduation figures.

[23] PhD students do not enrol in any of these courses. The graduation figures here are the total number of PhD theses in HES produced from 2000 to 2004.

[24] Note these totals are adding numbers for different periods that range from 1996 to 2005.

over three years (2002-20004), 20% throughput of PGDIP students and 10% drop out of students. At UCT there has been a 23% throughput of M.Ed students over four years (2001-2004), 23% throughput of PGDIP students and no drop out of students. Currently, Stellenbosch has 14 students registered on the program, six of whom registered in 2004 for the first time, UWC has 18 students busy with their theses and nine students busy with course work, and UCT has six students busy with their theses.

The above reveals a major problem; teaching the courses and enrolling students for programs seems to be relatively manageable and fairly successful. However, managing and supervising dissertations is much more time consuming, and a less successful enterprise.

In order to determine supervision capacity, research reports and other registration data from institutions in the Western Cape (Galant: Appendix 4) and East Africa (Jowi: Appendix 5) for the last five years (2000-2004) have been analyzed at two levels. The first level of analysis is identifying current and completed Masters and Doctoral students who have theses related to HES, the research topics of the theses, the supervisors of these students and the departments in which they are located. The second level of analysis categorizes the research topics covered by the theses in terms of broad programmatic clusters through identifying and describing the programs/courses through which the Masters and Doctoral students have progressed.

If scholarship capacity is regarded as both supervision and research output, a major problem is revealed. Mouton's publication outputs (Appendix 1) show an inordinate number of single publications, meaning people working in other disciplines and publishing 'one-off's' in higher education. Table 5 below reveals a similar problem in terms of supervision; the number of academics who have supervised and published (active) is considerably lower (5) than the total involved in higher education policy (16). This means that there is considerable potential capacity, but it is not developed into a program of research, supervision and publication.

Table 5: Scholarship Capacity (Supervision and Research) in HES in the Western Cape Region: 2000 – 2004

	Supervision capacity			Research Capacity (Publications)		
	Number of MA & PhD Graduates in all HE Fields	Num Scholars (1) in all HE fields	Num. scholars active (2) in HE Policy	Num. scholars active in all HE fields	Num. scholars active in HE Policy	Num. active in both supervision and research in HE Policy
University of Stellenbosch	39	5	2	6	4	2
University of the Western Cape	35	7	0	2	2	0
University of Cape Town	25	6	1	6	4	1
East Africa (Makerere University)	269	12	3	3	2	2
Regional total	**368**	**30**	**6**	**17**	**16**	**5**

1 Two or more successfully supervised M/PhD students in HES over the period.
2 Two or more publication units in HES over the period.

After an East Africa consultative meeting (August 2005) organized by the Inter University Council of East Africa (IUCEA) and CHET, a visit was undertaken to the Institute of Higher Education Development at Makerere. The aims of this institute are: "To provide a learning environment accessible and affordable to the people of Uganda and of East and Central Africa; that attracts scholars to embark on teaching, research, planning and managing the development of university, pedagogic skills for higher institutions of learning in East and central Africa; that advances creativity and innovation; and supports the spirit of teamwork and service. The ultimate goal is to provide service programs and postgraduate academic programs for developing the capacity of human resources in higher education institutions of East and Central Africa".

The structure of the institute is:
   a. Unit of Higher Education Studies
   b. Unit of In-service Education and Extension Services
   c. Unit of Research, Evaluation and Documentation
   d. Unit of Human Resource Development and Management (See Appendix 1 for more details)

At a follow-up consultative meeting (September 2005) facilitated by IUCEA, it was agreed that this Institute would be the lead institution in East Africa and it would be supported by IUCEA to facilitate participation from other universities and students in the region.

It is clear that in both the Western Cape and East Africa there is considerable potential capacity which needs to be harnessed and focused. If this is augmented by other experts in South Africa and the European Consortium then it seems that in terms of already accredited programs, enrolments, staff and a regional facilitating agency, two regions (Western Cape and East Africa) are ready to form the core of the HES network.

Network Coordination

In Africa, networks have a double function, namely to connect established capacities and to build capacity. There are three types of networks involved in an HES:

- *Node coordination* – this would involve the organization of courses, staff and students in a particular node (Western Cape, East Africa).
- *Network coordination* – this would involve multiple tasks, such as assisting with staff movement between nodes, the collation and distribution of core course materials, assisting students and researchers with access to materials, linking to leadership and management programs, promoting dialogues and linking to international higher education networks.
- *Governance* – as Leatt (Appendix 2) pointed out, governance and administration are crucial. To govern the program (course content, access, certification) it will be necessary to establish a Program Committee consisting of senior academic leaders who represent the different participating institutions. While the programs must be university based, in low capacity situations it is often necessary to put in place an external administrative/coordinating agency that deals with material distribution, student and staff exchange, etc.

**Linking HES to Professional Higher Education Study Activities**

In the absence of any clarity about what form the leadership & management and other professional programs will take, possible linkages are purely theoretical. Leadership courses should be informed by research done as part of HES. Leadership and management programs could also share modules developed for the HES programs. Debates and dialogues could be arranged where HES staff and students interact with leadership and management course participants.

Network Collaboration

During the course of carrying out this planning exercise, close links were forged with the European Higher Education Masters program coordinated by *Hedda*. This Masters program has become part of the Erasmus Mundus Programme, which provides scholarships for a limited number of students and staff from Africa so that they can participate in the program – as students, interns and as lecturers. In developing regional programs in Africa, collaboration with the EU/Erasmus Mundus Masters in HES will be crucial for success.

Diagram 1 below is an illustration of a possible HES Network that could start by operating in two nodes (regions).

Diagram 1:
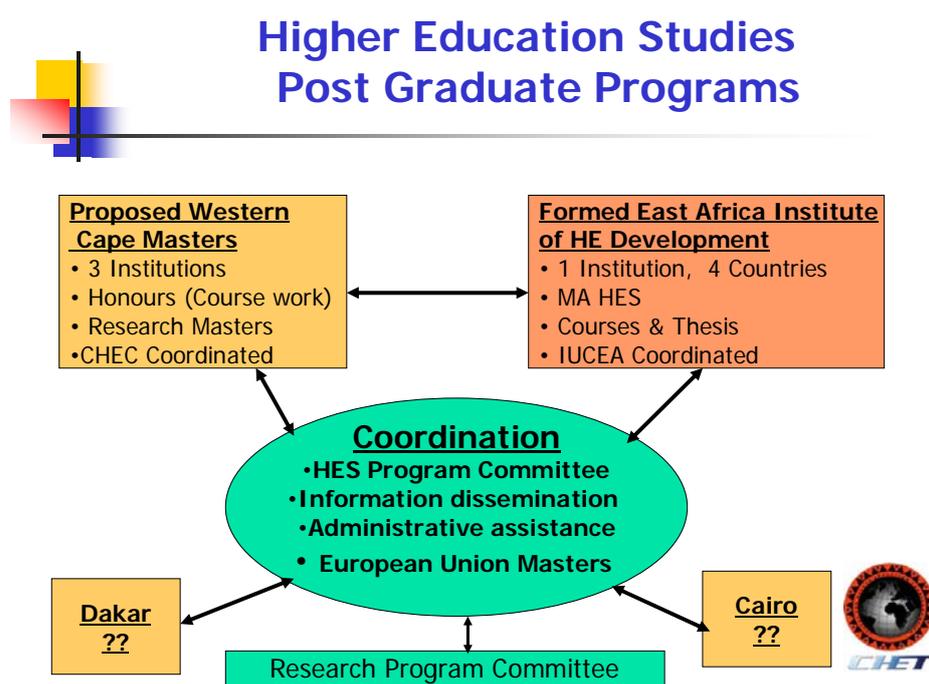
2.3   Data, Monitoring and Dialogues

The report for the Foundation Partnership for Higher Education in Africa (Cloete et al 2005) stated that: "It could be concluded that, with few exceptions, support for higher education development is scattered through many projects, fragmented over a large number of thematic areas in higher education that do not necessarily support each other, and are often spread thinly over a large number of countries who have few, if any, policy links with each other…..   While almost all the countries and multilateral

agencies support 'sustainable' development, the lack of coherence, concentration and coordination prevents the accumulation of knowledge about what works and what does not. If Africa cannot start moving towards more coordinated development, with programs rather than individual projects, then funding for the improvement of higher education could become a mix of the promotion of narrow donor country interests, Santa Claus type patronage and never ending dependency." (p 23)

From the FPHEA project it emerged that there is a need for:

- A more systematic collection and dissemination of information on funding patterns and trends and about what is published and by whom.
- A monitor that collates and analyses annually, development trends in higher education in Africa.
- Easily accessible publications, websites and regional forums to discuss and debate trends and developments.

Data

While it is neither possible, due to different agendas, nor even desirable, to coordinate funding, what emerged from the FPHEA project is that in the context of the 'renewed' interest in Africa, it is essential that funders and recipients be better informed about the various initiatives. The Association of Commonwealth Universities did a 'one off' survey and identified more than 350 current capacity building projects. *Hedda* in Norway did a comparable study, but included more bilateral and multilateral organizations than the ACU, and managed to correct some of the mistakes in the ACU database. It seems eminently sensible to continue building this data set. Establishing regular contact with donor agencies will not only lead to a better flow of information, but will also require a better categorization than is the case at the moment. The issue is thus not only to collect information, but to systematize it in ways that will make it more communicable.

The database on experts as defined by publications (Mouton; Appendix 1) and the database on Masters and doctoral dissertations in the Western Cape (Galant; Appendix 4) and East Africa (Jowi; Appendix 5) is already very useful in terms of assessing available capacity, in identifying trends and gaps in research and in bringing to notice 'new' people who can contribute to the network. To this could also be added the AAU database of professionals and the CODESRIA list of researchers.

Monitor

One problem is that not only are there more capacity building programs in action than most people suspect, but there is also more research undertaken and published than decision makers can track. The CHSE Alerts (www.cshe.uwc.ac.za) from Allison Moller are already immensely useful for researchers and teachers in higher education. However, the scope is narrowed down to publications and conferences.

An annual review (monitor) that analyses the data from the capacity building and expert database, as well as doing, for example, more in-depth reviews of particular areas of capacity building (ICT for example) or changing trends in participation rates, will contribute to better decision making by policy makers and higher education leaders by making knowledge and information more readily accessible.

Dialogue

Higher education policy making in Africa is often well-informed about the latest US and European developments, but has little or no sharing and debating of what can be learnt from policies and practices in Africa. Knowledge-rich debates about key issues, such as cost sharing, public versus private higher education, and efficiency, are a possible way forward out of the current, seemingly intractable, circular arguments about these issues in African higher education. For this to happen, regional Forums should be encouraged and these debates could then be distributed, and shared, electronically.

Section 3: Next Steps

Constructing an expertise network could be conceived of as consisting of two linked, but distinguishable activities. The one set of activities could consist of building on nascent capacities that will be essential for both supporting and communicating the research and teaching networks. The other set of activities could be conceived of as a necessary process towards establishing a higher education expertise network in Africa.

3.1   Building on Existing Capacities

Higher Education Studies

Section 2 above shows that both the Western Cape and East Africa nodes have considerable potential capacity and student interest, but that neither are currently focusing on HES and both are finding it difficult to complete the research component of the Masters programs.

East Africa, through the establishment of the Institute for Higher Education Development at Makerere seems further along the road than the Western Cape in terms of offering a regional program. At present the focus of this Institute is on leadership and management, with significantly less development of higher education studies and supervision output. In addition to supporting increased coordination for this region, capacity development in research, supervision and higher education studies as a program of study seems necessary.

Regarding the Western Cape, the UWC PALM program has demonstrated an ability to mount a program that is a combination of a higher education studies and a professional, i.e. management and leadership, focus, but it required considerable external funding to 'hire-in' external expertise, and research and supervision have been a major problem. This supports the argument for a regional program, for which there is considerable enthusiasm in the region. There is also a regional coordinating structure (Cape Higher Education Consortium) that is actively involved in promoting the process.

The immediate next steps would involve some support for developing a model (governance, funding, and coordination) with associated curricula, towards a regional cooperative program that would better harness the capacity in the region.

Considering the dramatic increase in 'interest', and quality, amongst students in Europe for HES after the introduction of the Erasmus Mundus scholarship program, it will be necessary to look into what existing, and new programs, could be accessed.

The development of higher education studies programs in other regions, and the 'connecting' of the Western Cape and East Africa should be part of the process towards developing a higher education studies network as elaborated under point 3.2 below.

Solidifying HES programs in the two regions could be conceived of as a three year project requiring about $100 000 per region per year. (Detailed budgets would have to be negotiated with the specific regions).

Towards a Higher Education Monitor

Currently there are three databases that could be built upon:

a) **Map of Expertise** – the CREST (University of Stellenbosch) database is the first extensive collection of publications in the field of higher education in Africa. In addition to the selective and targeted data collection conducted in the past, data collection be conducted more systematically and more intensively through a structured survey once a year. This survey will, in all likelihood, cover both individuals as well as institutions who are engaged in higher education research and scholarship. Not only could this database be extended by incorporating the dissertation information, but it could also include other databases of expertise, such as AAU, CODESRIA and Boston University. In addition, the process of collecting CVs and updating the database has to be expanded.

b) **Higher Education Development Initiatives in Africa** – as part of the FPHEA project, *Hedda* in Norway started compiling a database of foreign funded projects in African higher education. This database was invaluable in assessing, and commenting on, the strategic focus areas that the FPHEA considered during its October 2005 deliberations. This database needs to verify existing information from funders, add the information from US funders and promote a dialogue amongst funding agencies.

c) **Higher Education Library and Information Resource Centre** – the resource center (CSHE University of Western Cape) has the most extensive collection of higher education materials about Africa in the world. In teaching the PALM program, the resource center became an indispensable component for assisting students and teachers with finding materials. Through its document digitization project this center will be able to support students in any part of Africa. The resource center also proved very helpful in producing the overview of capacity building projects for the FPHEA.

In order to connect the above mentioned three databases and to effectively distribute available information, a monitor could be a vehicle to improve communication between researchers, teachers, students, institutional leaders, policy makers and funders. The monitor could also comment on specific issues across the continent, such as participation rates, funding, equity. The monitor could be produced by a consortium consisting of the groups that produce the databases and the library and information resource centre. A possible name is **Higher Education in Africa Review (HEAR).**

To establish the monitor on the foundation of the (continued) data/information bases would be, at minimum, a three year project that could be undertaken within a ballpark figure of around $500 000 per annum.

3.2 Constructing a Process towards an Expertise Network in Higher Education

This process, which will be both concurrent with, and linked to, building on existing capacities, will be research driven, but with one of the aims being the promotion of post graduate teaching. The process could consist of the following:

- Establishing an expert coordinating group to drive the process. Such a group would consist of experts in the field, rather than 'representatives' of organizations. The main tasks of such a group would be to identify key participants, issues to be explored and tasks to be carried out.
- A series of workshops/regional meetings to determine research areas to be addressed, by whom, for whom and the different possible ways of organizing them.
- A meeting of key figures to develop draft plans and methods for key research areas.
- Establishing a coordination/implementation structure for an agreed upon number of research projects and deciding how these projects could link to post graduate teaching programs.
- International Donor Workshop – such a workshop would combine information from the Monitoring group and the Research Coordinating group in order to provide funders with an opportunity to share program information and future plans, and to explore the possibility of contributing to the proposed research and teaching programs.

The above process will require secretarial support, possibly from a specific NGO, to support the expert coordinating group and to implement the consultation process.

A key issue in the development of the process will be the participation of the FPHEA. Participation by this group is necessary, not only to develop funder confidence in the process, but also to avoid endless decision-making delays. Exactly how funder participation will work is a matter for further discussion.

It is envisaged that the above outline process could be completed over an 18 -24 month period. A very rough funding estimate, depending on the scope of the consultation process, is around $300 000.

In total, it could mean about a $1 000 000 investment per annum over 3 years in order to establish a higher education studies expertise network for Africa.