

The National Council for Higher Education and the Growth  
of the University Sub-sector in Uganda, 2002–2012

This book is a product of the CODESRIA Higher Education Leadership Programme.

**The National Council for Higher Education  
and the Growth of the University Sub-sector  
in Uganda, 2002–2012**

**A.B.K. Kasozi**



**CODESRIA**

Council for the Development of Social Science Research in Africa  
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Council for the Development of Social Science Research in Africa

Avenue Cheikh Anta Diop, Angle Canal IV

BP 3304 Dakar, 18524, Senegal

Website : [www.codesria.org](http://www.codesria.org)

ISBN : 978-2-86978-711-7

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Typesetting: Alpha Ousmane Dia

Cover Design: Ibrahima Fofana

Distributed in Africa by CODESRIA

Distributed elsewhere by African Books Collective, Oxford, UK

Website: [www.africanbookscollective.com](http://www.africanbookscollective.com)

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CODESRIA would like to express its gratitude to the Swedish International Development Cooperation Agency (SIDA), the International Development Research Centre (IDRC), the Ford Foundation, the Carnegie Corporation of New York (CCNY), the Norwegian Agency for Development Cooperation (NORAD), the Danish Agency for International Development (DANIDA), the Netherlands Ministry of Foreign Affairs, the Rockefeller Foundation, the Open Society Foundations (OSFs), TrustAfrica, UNESCO, UN Women, the African Capacity Building Foundation (ACBF) and the Government of Senegal for supporting its research, training and publication programmes.

# Contents

<i>Dedication</i> .....	xiii
<i>Foreword</i> .....	xv
<i>Preface</i> .....	xxi
<i>Acknowledgements</i> .....	xxvii
<i>List of Tables and Figures</i> .....	xxix
<i>List of Appendices</i> .....	xxxii
<i>Abbreviations</i> .....	xxxiii
<i>Profile of Author and Contributor</i> .....	xxxv

## SECTION I

### **The Establishment of NCHE Secretariat and Design of Quality Benchmarks**

<b>1. The Need for a Higher Education Regulatory Agency</b>	
Introduction.....	3
Rationale.....	4
Higher Education is Key to Economic Development.....	5
Addressing the Impact of Globalisation.....	6
Global Power Relations Influence Higher Education.....	8
Market Models and Private Higher Education.....	9
Cross-border Higher Education.....	11
Massification of Higher Education.....	12
Connectivity: Language and Technologies.....	14
Research and Publications: The Soul of the new Global University.....	14
Global Rankings have Local Impact.....	16
Consequences of Globalisation on Institutional Management.....	17

<b>2. The Establishment of the Council and Secretariat of the NCHE, 2002–2003</b>	
Introduction .....	19
Establishment of the Council.....	19
Establishment of the Secretariat.....	20
Selecting Staff to Work at the Secretariat.....	22
Addressing the Apparent Duplication of Effort on the Ministry of Education .....	30
The Ministry Gets Nervous about the Invisibility of NCHE.....	32
<b>3. Designing the Benchmarks for Universities</b>	
Introduction .....	35
A Model University for Uganda: The Paper that Guided the Initial Design of the Benchmarks for the NCHE Quality Assurance Framework.....	36
Possible Parameters to Guide the NCHE in Licensing and Accrediting Universities in Uganda.....	38
<b>4. The Quality Assurance Framework for Ugandan Universities</b>	
Introduction.....	43
Components of the Quality Assurance Framework.....	44
The NCHE Focused on Quality, not Relevance.....	61
<b>5. Funding of the National Council for Higher Education, 2002–2012</b>	
Introduction.....	63
The Actual Funding of the NCHE.....	64
The Ministry of Education Agrees to Increase Allocations to the NCHE.....	66
Increased Funding Helps the NCHE do More work but Increases Internal Discords.....	67
The Ntinda Retreat .....	68
Arrangements for a Study and Evaluation of the NCHE.....	70
Achievements During 2011–2012.....	72

## SECTION II

### The NCHE's Relations with Institutions of Higher Learning

<b>6. Supervising the Growth of the Higher Education Sub-sector, 2001–2012</b>	
Introduction .....	75
What is Higher Education? .....	76
The NCHE Focused on the Growth and Management of Universities .....	77
Management of Increasing Demand for Higher Education .....	78
Access to Higher Education in Uganda is Inequitable .....	79
Increasing Numbers but Decreasing Resources .....	80
The Politics of Fees and the Inability of Universities to Raise Money .....	82
Ensuring the Delivery of Quality Education .....	84
Rigidities in Higher Education .....	84
A Credit System could have Integrated the Higher Education Sub-sector .....	85
<b>7. The National Council for Higher Education and Public Universities</b>	
Introduction .....	89
What are Public Universities in Uganda? .....	89
Slow Development of Public Universities .....	90
Declining Funding .....	90
Lack of Institutional Autonomy in Public Universities .....	91
Confusion at the Top: The Legal Impasse .....	93
Selection of a Vice-chancellor and Top Officials .....	94
Detaching the University from Public Service Administrative Regulations and Political Interference .....	95
Chartering of Public Universities to Improve their Institutional Autonomy .....	96
“Pride and Prejudice” of Certain Public Universities .....	98
<b>8. The NCHE and the Challenges of Makerere University</b>	
Introduction .....	101
Funding as a Major Challenge of Tertiary Education .....	102
The Impact of Neo-liberal Policies on Makerere University .....	103
Market no Permanent Solution to Makerere's Financial Crisis .....	106

The Ensuing Challenges.....	108
Impact on Governance.....	111
Reduction of Programmes.....	111
Institutional Autonomy and Accountability.....	111
<b>9. Nurturing other Public Universities</b>	
Mbarara University of Science and Technology, MUST).....	115
Kyambogo University.....	120
Gulu University.....	127
Busitema University.....	129
Muni Univesitry Project.....	130
<b>10. Licensing, Supervising, and Nurturing Private Higher Institutions, 2002–2012</b>	
Introduction.....	133
What is Private Higher Education?.....	134
Types of Private Higher Institutions.....	134
Management of Private Higher Education, 2002–2012.....	135
Major Problems of Private Universities in Uganda.....	136
General Characteristics of Private Universities.....	142
<b>11. The NCHE and the Chartered Universities, 2002–2012</b>	
The Islamic University in Uganda (IUIU).....	143
Ndejje University.....	147
Uganda Martyrs University.....	149
Nkumba University.....	152
Bugema University.....	154
Uganda Christian University (UCU).....	155
Kampala International University (KIU).....	156
<b>12. The NCHE and the Provisionally Licenced Private Universities</b>	
Busoga University.....	160
Kampala University.....	161
Aga Khan University.....	161
Kumi University.....	162
Kabale University.....	162



Mountains of the Moon University, Fort Portal (MMU).....	163
African Bible College.....	165
Uganda Pentecostal University (UPU).....	166
Bishop Stuart University.....	167
Muteesa I Royal University.....	168
St. Lawrence University (SLAU).....	169
All Saints University.....	169
Cavendish University (CUU).....	170
International Health Science University (IHSU).....	170
Victoria University.....	171
International University of East Africa.....	172
Virtual University of Uganda (VUU).....	172
LivingStone International University (LIU).....	173
<b>13. Other Degree Awarding as well as Failed Institutions</b>	
Other Degree Awarding Institutions.....	175
Failed and Failing Institutions.....	186
<b>14. The NCHE and the Other Tertiary Institutions (OTIs)</b>	
Introduction.....	187
The Ugandan Higher Education an Inverted Pyramid.....	187
Who is to Blame for the Slow Growth of the OTIs?.....	191
The Way Forward.....	193

### SECTION III

#### **The Management of the National Council for Higher Education**

<b>15. Administering the NCHE, 2002–2012</b>	
Introduction.....	197
Capacity Development at NCHE.....	197
Designing the NCHE Logo.....	199
Survey of Institutions of Higher Learning in Uganda.....	199
Exhibitions.....	199
Staff Management.....	200
Developing the NCHE Organograms.....	202

Defining the Role of the NCHE.....	203
Management of External Activities.....	205
A Building for the National Council for Higher Education.....	210
Equipment, Furniture and Vehicles.....	211
<b>16. Accreditation of Programmes Taught in Institutions of Higher Learning</b>	
Introduction.....	213
Accreditation of Programmes is Mandatory.....	213
Managing the Accreditation Exercise.....	214
Serious Problems Still Remain.....	215
The Case of Makerere University.....	217
The Case of Uganda Martyrs University, Nkozi (UMU).....	219
<b>17. Equating Qualifications and its Impact on the Building of the NCHE</b>	
Introduction.....	225
The Process of Equating Academic Qualifications.....	226
Equating of A– Level Equivalences for Political Aspirants.....	228
Equating the Qualifications of Mr Nasser Ssebaggala.....	229
Other Challenges in the Process of Equating Qualifications.....	233
Integrity is Heart of a Regulatory Agency.....	239
<b>18. Constituting a New Council for NCHE</b>	
Introduction.....	241
Controversy Over the Filling of Vacant Seats.....	241
Constituencies Elect their Representatives.....	243
Election of a Representative of the Vice–chancellors of Private Universities to the NCHE, 2012.....	243
Nominations.....	244
The Elections.....	245
Election of Senate Representative.....	246
Judicial Review of the Conduct of Electing the Representatives.....	247
<b>19. Conclusion</b>	
A Model University is a Free One.....	249
Many African Countries have Established Regulatory Agencies.....	250
The Building of University Sectors.....	250

Establishment of Quality Mechanisms: External and Internal Quality Checks.....	250
Intrusion into the Institutional Autonomies and Academic Freedom of Universities.....	251
The Agencies Should Gradually Reduce their Demands as Universities Improve their Capacities.....	252
I Look Ten Years Back From 2002 to 2012.....	252
<b>20. Afterword: The Balance Sheet of Ten Years Work by the NCHE</b>	
<i>Mouhamad Mpezamihigo</i>	
Introduction.....	255
First Council Insights, 2002–2007.....	255
Initial Setup of Rules, Regulations, and License Fees.....	257
Selecting a Public Representative to Council.....	258
Initial Self-assessment of the NCHE.....	259
Universities and other Tertiary Institutions begin to seek the NCHE Approval.....	259
Licensing and Revoking of Universities' Licenses.....	260
The Council Approved or Rejected Licensing of Institutions.....	261
Review of the NCHE Council Committee Functions and Roles.....	262
Formation of the Disciplinary Committee and the Road to the NCHE Restructuring.....	263
Analysis of the NCHE Annual Performance Reports for the Period 2005/2006 to 2011/2012.....	264
Identified Challenges.....	269
Self-evaluations or Institutional Review by Selected Ugandan Universities.....	270
The NCHE Role in Programme Level Assessment.....	270
Management and Leadership Training Programme for University Managers.....	271
<i>References</i> .....	273
<i>Appendices</i> .....	279
<i>Index</i> .....	315



# Dedication

Dedicated to Uganda's tireless education workers, including Francis X. Lubanga, Frederick I. B. Kayanja, Asavia Wandira, Eric Kigozi, Hilary Obonyo, Mahmood Mamdani, Dolerance Wakida, Ali Kirunda Kivejinja, Edward Rugumayo, Ahmad Ssendendo, William Banage, Mondo Kagonyera and Moses Golola.



# Foreword

I am very pleased to write this short foreword to this book. It is clear in retrospect that the NCHE made considerable contributions to the development of higher education in Uganda in the period 2002 to 2012. In that period, a regulatory institution was started from scratch, its administrative structure put in place, benchmarks for assuring the delivery of quality higher education designed, higher education institutions licensed, nurtured, and monitored, research in universities encouraged, publications and displays of higher education ideas initiated through journals and public exhibitions. The NCHE supervised the expansion of universities from ten in 2002 to over thirty in 2012 and a growth of enrollment from 80,000 to 180,000 students in the same years. Above all, a culture of transparency and integrity in the conducting of public administration at the NCHE was established.

The NCHE was established at a time when higher education provision was facing a number of locally and globally generated challenges. These included first, the rise of neoliberal ideas, which were strengthened by the collapse of command economies in the 1990s. These ideas were based on the assumption that the market can replace the state in directing human affairs including the delivery of social services such as higher education. The weakening of the African state in the period 1970 to 2000 exacerbated the financial problems of African universities, which suffered tremendously in the neoliberal era. International financial institutions advised African countries to regard higher education as a private good to be paid for by the private sector. Reduction of state funding under the Structural Adjustment policies reduced funding to higher education to less than 0.5 per cent as a percentage of GDP. In line with the policy of withdrawing the state from fully funding higher education, private universities were licensed, tuition fees were introduced, components of public universities were privatized, grants to students are being replaced by tuition loans, academic programmes are being structured to respond to market forces and the funding of basic research in universities abandoned. Yet in developing countries, there are no large corporations and entrepreneurs to fund higher education. Neither do these institutions have endowments for not only are they newly established but also the culture of donations and endowments to universities is not well known or practiced in a poor country like Uganda.

The institutions the NCHE was asked to regulate were therefore very poor and their ability to generate money was limited by laws and statutes. At the institutional level, public universities implemented neo-liberal policies without changing the laws they were previously working under. They put new wine in old leather wine bottles. This seems to be a major problem of Makerere University. From the pages of this book, one can discern consistent efforts by the NCHE to make the state adopt policies that would increase the amount of money coming into universities. These included suggestions to establish a unit cost as a basis of funding, diversification of funding sources, creation of a funding buffer body such the University Grants Committee of the former University of East Africa to finance universities and to amend a number of sections of the law that impinge on the ability of universities to freely raise funds. These sections included Section 62(3) which forbids public universities to spend any money unless the expenditure has been approved by Parliament, section 59(5) which prevents public universities the right to invest any of their funds without approval of the Minister, section 44(4) of the Public Finance and Accountability Regulations which permits government to recall any unused money from universities. Private universities not only had, and still have a narrow funding base depending on tuition fees but also have to pay various taxes. The NCHE joined vice chancellors to make Government relax the taxing of higher education institutions.

The second global factor that directly impacted and still affects institutions of learning that the NCHE was called upon to regulate was the spread of the use of Information Technology (IT) in higher education. IT became crucial for access to knowledge and the proper delivery of quality higher education. Further, IT transformed the role of the university in information possession and delivery (Henningsen et.al 2013). In the past, universities used to be the major sources of information and students and researchers flocked to these institutions to get knowledge. But IT changed this relationship. Information can be obtained without going to university. With so much information available to the student who chooses to register at university, the role of the university and the professor is no longer limited to giving information. It is also, and more vital, to give the student and researcher the intellectual skills to process received information and make sense of the massive data available to him or her. With IT and student based learning, the role of the traditional campus university and the campus experience reputed to give students a cultural immersion into the lives they would live needs to be debated. It is clear that NCHE constantly asked institutions to increase access to IT but most of the institutions in Uganda do not have full and uninterrupted access to IT facilities.

There were also a number of local challenges NCHE had to overcome. The first major local challenge was the increasing demand for access by the population and hence the government for higher education. Both the government and private providers expanded enrollments and institutions without matching education



facilities. Ugandans, like many people elsewhere, realize the importance of higher education. Higher education enhances the social upward mobility of individuals and groups and thereby contributes to social harmony; equips society with the capacity it needs to function and compete in the modern world; contributes to the growth of knowledge through training and providing researchers with facilities for creating, disseminating and storing knowledge; contributes to democratic governance by equipping its graduates with intellectual skills to understand and analyze political issues before taking appropriate positions; supports knowledge based economic growth through general training of the labour force and advanced training linked to a country's innovation system and strengthens the lower levels of education by training the needed teaching personnel and encouraging curriculum changes at the lower levels.

However, although there has been tremendous increase of access since 2002 from about 80,000 students in 2002/3 to 247,473 in 2013/4 and from less than ten universities in the same period to about forty currently, the NCHE, and the government have failed to make the Ugandan university an engine of development through research and innovation. There has been more quantitative than qualitative development in Uganda's university sector in terms of institutions, student enrollments (access) and programmes, than corresponding numbers and quality of staff, facilities in laboratories, libraries and services a university needs to fulfill its many functions (see also Teferra 2015). The state and the NCHE failed to balance the "two major, apparently contradictory expectations of universities: providing increased access while at the same time producing and disseminating knowledge" (Altbach 2015; Knobel 2015; Hazelkorn 2015). The Government funds mainly the teaching component of higher education and has, in the last two decades, left the funding of research to foreign donors. The institutions spend, on average, no more than 5 per cent of their annual budgets on research. They see the role of the university as a teaching institution. Although there are non-university institutions that do research, the university is still the major site of research for a number of reasons. Students are a major denominator in the research equation and only education institutions are licensed to give academic certificates to students. Universities do basic research and freely investigate any societal item that needs to be explained. Universities are free to publish research results unencumbered by organizational restrictions. Most of the Nobel Prize winners in key areas of study of Physics, Chemistry and Medicine in the 2000 to 2010 period have come from university communities (Henningesen et. al 2013). The failure by both the Government and NCHE to transform the Ugandan University into a research and innovative engine of development has led to a number of problems including turning out graduates who use foreign conceptual or theoretical frameworks to resolve daily problems, who are not versatile enough to handle changing circumstances in their daily lives and who are lost when what they learnt at university is not available in the market place or the world of work.

Yes, there has been expansion of access but this has not been accompanied by quality and innovative development of institutions. Some of the causes of this failure are the mismatch of facilities and student numbers. For example, qualified staff capacity is very low. The average PhD holder as a proportion of total staff was never above 10 per cent in the period 2002 to 2012, though it has now improved to 12 per cent. The book to student ratio was below what NCHE would have liked, as was the student to area ratios in classrooms, laboratories and other teaching facilities. The governance of institutions was hierarchical with the state giving the final word under Section 6A of the Act which gives the Minister overall supremacy of policy governing university institutions. Institutional autonomy and academic freedom were therefore limited. Further, higher education in Uganda, was and still is, elitist. Access is not only a mere 6.2 per cent of relevant age (GER) but studies show that the majority of those reaching universities come from families that are relatively richer than the average wealthy levels of the general population.

The other major local challenge the NCHE faced and which it worked hard to address was the transformation of the Ugandan higher education sub-sector to give non-university (or other tertiary institutions) the position they deserve in the training of citizens. Normal higher education systems are structured like a normal pyramid with more technician than degree producing institutions and students. But the Ugandan higher education sub-sector is shaped like an inverted pyramid with more students in universities at the top than technical sub-sector (or other tertiary institutions) i.e 2.5 graduates to 1.0 technicians. The Government was involved in what Kasozi often called the “killing” of technical colleges by transforming them into universities. Colleges transformed included the Kyambogo cluster (Institute of Teacher Education, Uganda Polytechnic, Uganda National Institute for Special Education), Busitema, Masaka Uganda Technical College, Nagongera and others. The NCHE wrote several position papers to stop the trend. It is pleasing that with “Skilling Uganda” Policy, the Government is focusing on skills and technical training of middle level technicians. I am also glad to hear that A.B.K.Kasozi with Vincent Ssembatya joined an international expert to write the proposal for the establishing of the Skills Development Authority.

The NCHE, like sister regulatory agencies, had to overcome the resistance of established universities to regulation by an external agency. In all three countries, established universities, particularly, public universities grudgingly accepted the regulation and accreditation roles of these agencies. In case of Uganda, this book reviews incidences of tacit and open opposition to the NCHE. Notwithstanding the author’s assumption that regulatory agencies might not be needed when universities mature, the entrance of market forces in the supply of education requires the protection of citizens from higher education organisations whose motive is money. Education being a public good, suppliers must be watched lest they deliver inferior products (Brown 2011).

Despite the challenges, the NCHE accomplished a lot in its first ten years of existence and this book highlights not only the achievements and failure of that institution but also the Ugandan higher education landscape.

**Moses Luutu Golola, PhD**

Vice Chancellor, Bugema University 1992-2000; and  
Deputy Executive Director, NCHE, 2010-2013

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# Preface

The *National Council for Higher Education (NCHE) and the Growth of the University Sub-sector in Uganda, 2002–2012*, narrates the experience of the National Council for Higher Education of Uganda in the establishment, development and regulation of higher education institutions in Uganda from 2002 to 2012. The book covers a ten-year period of Uganda's higher education development showing the reader the opportunities and problems of supervising the expansion of higher education delivery by a semi-autonomous regulatory agency, the NCHE. Under the NCHE's supervision, universities grew from twelve in 2001 to thirty four in 2012. The number of students in the tertiary sub-sector more than doubled from about 89,775 in 2003 to 198,066 in 2012. The percentage of tertiary students taking science and technology grew from a mere 15 per cent in 2000 to about 32 per cent in 2012 of total. The tertiary gross enrollment ratio (i.e. percentage of attending students as a proportion of the relevant age for that level), climbed from 3 per cent in 2002, to about 6 per cent in 2012. The book discusses the role of a regulatory agency in the delivery of higher education, the relations of universities and colleges with such an agency and its impact on developing university capacities. The author is of the view that the regulatory function of higher education agencies will gradually diminish in significance as university capacities in Africa improve. But the coordination, data processing for policy formation and knowledge creation roles of regulatory agencies are likely to endure. The experience of Uganda's regulatory agency, the NCHE, in those ten years, should help both the Ugandan and other African countries' higher education stakeholders in sharing lessons learned from this case study.

Since 1980, many sub-Saharan African countries, including Uganda, have established government financed, but also semi-autonomous, higher education regulatory agencies to help them in the establishment, management, and supervision of higher education institutions (see Appendix 1). These agencies have set mechanisms for ensuring quality, which though administered differently in different African countries, have common features (those of South Africa excepted). These features include but are not limited to the following. First, the quality assurance mechanisms set up by these agencies in most African countries have two major components: an external regulatory component based on a government-funded, but autonomous regulatory agency, and an institutional

component within each university. The two components work together but the agency is the senior partner. The external (regulatory agency) sets and enforces uniform benchmarks for all university institutions. The institutional internal unit, usually a quality-assurance office within the university, makes sure that the benchmarks are implemented. Benchmarks designed by, and specific to a given institution itself, could also be implemented within that institution. Secondly, the regulatory frameworks at the external national levels are enforced by regulatory agencies which oversee the following areas: institutional accreditation, accreditation of individual academic programs, merit-based admissions into higher education institutions, credit accumulation and transfer, the quality of teaching staff; examination regulations, standardization of academic awards, research and publications, infrastructure of institutions, education facilities, and regulating cross-border higher education. Thirdly, regulatory agencies also realized that the institution itself is responsible for the maintenance of quality. Thus, institutions are asked to have an administrative unit to oversee quality in all the divisions of a university institution. Universities are asked to carry out institutional audits on a regular schedule of about 3-5 years. These internal audits include looking at the following areas: the general audits, institutional governance, the quality of teaching and learning, the quality of the academic staff, sufficiency of education facilities, research and publications, the quality of outputs, financial management, relations with the surrounding community, and both national and international collaborations and partnerships. Fourthly, regulatory agencies, in cooperation with institutions, are supposed to carry out an external institutional audit after an institution has completed the internal one. The aim of the external audit is to fill any quality gaps identified by the internal audit. Fifthly, regulatory agencies have helped governments in the process of establishing universities. They have done this through a process known as institutional accreditation. Institutional accreditation – permitting institutions to exist and deliver higher education – is a tool of quality assurance and therefore relevant to assuring and enhancing the quality of higher education. Most of the programs taught in universities in many sub-Saharan Africa countries are accredited (or approved) by regulatory agencies. In a number of countries, agencies inspect the infrastructure and facilities in which a program is taught before accrediting a program. In others, the write-up of the program is considered sufficient. Regulatory agencies ensure that programs meet minimum requirements, are written in acceptable formats, and allow the students to get value for money. However, established universities have often found the demands of external authorities including regulatory agencies, irritating. These universities prefer to have the freedom to manage the governance of their institutions to hire and discharge staff, to design and teach academic programs, to admit students and discontinue them for good cause, to design and manage their budgets, to source for funds from anywhere possible, to make statutes and regulations that govern the activities of a university, and to be assured of protection based on a legal

framework in the form of statutes or acts of parliament without interference by external powers (including owners of the institutions). Staff of many institutions prefers to have complete academic freedom to teach, do research, speak and publish without interference, penalty or intimidation from internal or external authorities. A number but not all leaders of regulatory agencies accept most of the above aspirations but see themselves as guardians of young institutions that need nurturing to maturity. But how long these agencies will stay in the higher education playground as regulators of higher education institutions in Africa is a debate that should be taken up by stakeholders.

For now, however, stakeholders have realized that the massification of higher education and the application of neoliberal policies in many African countries have encouraged the emerging of many rogue institutions that should not be allowed to deliver inferior higher education. A regulator is needed to assure the delivery of higher education, a role that belongs to governments. In a recent publication (Cloete et. al 2015), Tracy Bailey noted that these regulatory agencies enabled African governments to shift from state control to state supervision of universities and other tertiary institutions. Unfortunately, a number of these agencies suffered from lack of capacity and expertise. They also had little effective sanctions to compel institutions to meet targets, to provide relevant and up to date data and their roles were often duplicated by other bodies and ministries of governments.

This book, which is devoted to the Uganda case, is subdivided in three sections, which, in turn, are broken up into nineteen/twenty chapters. Section one discusses the establishment of the NCHE, the designing of a regulatory system and the opportunities and problems encountered in doing so. The first chapter discusses the justifications for the establishment of a semi-autonomous regulatory agency for the macro management of higher education and guiding institutions of higher learning in the creation and delivery of quality higher education. Chapter two discusses the establishment of the NCHE institution by making its two organs operational. These are, the controlling policy-making body, the Council, and the implementing organ the Secretariat. The Council began to conduct business in 2002 but the Secretariat was not put in place until the end of November 2002. Due to budgetary constraints, the Secretariat developed its operative capacity rather slowly and could not employ the qualified staff it needed as soon as it was established. Neither could the NCHE afford an appropriate offices in its first ten years. It continued to work from a rented former residential house up to the time the author ceased working for the organisation. The contradiction of establishing regulatory agencies is that although they are supposed to be semi-autonomous, they continue to depend on the state for financial sustenance. Much as neoliberal policies that sought to reduce the role of the state in the delivery of social services desired to reduce expenditure, the creation of regulatory agencies increased government financial responsibilities.

The treasury funded the NCHE and due to budgetary constraints the latter was not well lubricated. Chapter three narrates how the NCHE conceptualized the designing of benchmarks for the delivery of quality higher education in Ugandan universities. The NCHE Quality Assurance Framework is based, tied to, and works with, higher education institutions. The institutions have a responsibility to deliver quality education and therefore to manage the process of doing so. The book goes on to point out that the responsibility of NCHE is to establish value-adding systems of external evaluations, which can validate institutional information on effectiveness of internal quality arrangements. It is pointed out that the NCHE uses peer and expert reviews to conduct external audits wherever these are necessary. Chapter five discusses how the limited funding base of the NCHE in the period affected its performance.

Section two focuses on the relationship between the NCHE and institutions of higher learning, particularly universities. Chapter six describes how the NCHE supervised the growth of an impressive university sub-sector in both institutions and enrollments. It supervised the licensing of all higher education institutions, the accrediting of new and old programs and the putting in place of benchmarks for quality assessment. The NCHE started, but did not complete, the development of a credit system that would have eliminated rigidities within the sub-sector. Unfortunately, the NCHE focused more on universities than other tertiary (or non-university) institutions due to lack of financial and staff capacity. Chapter seven describes the uneasy relationship between public universities and the NCHE. These relations were complicated by sections of the law (The Universities and Other Tertiary Institutions Act, 2001, amended 2003, 2006) such as 103 that seemed to favour public over private universities, the NCHE's inability to close non-performing public universities and the assumption that once a public university is established by Parliament, it has all it needs to deliver quality education without going through the rigour of the chartering process. The chapter advises the government to charter public universities through overhauling the current law. The case of Kenya and Tanzania where new laws governing universities have been enacted in the period 2000 to 2012 are cited as examples of good higher education macro management. Chapter eight discusses the initially thorny relationship of the NCHE and Makerere, Uganda's oldest university. Initially, established universities reluctantly accepted external regulators to interfere in their teaching, research and administrative processes pointing out that they possessed internal mechanisms for delivering quality education. The chapter identifies funding and the legal framework as the two major obstacles in Makerere University's ability to fully exploit its potential. It is also pointed out that the funding problem is exacerbated by lack of institutional freedom to raise and spend money. Much as the state tended to blame university administrators for mismanagement of Makerere and other public universities, the NCHE realized that these institutions' problems were mainly structural though bad management exacerbated them.



Accordingly, the book records a number of NCHE guidance's to the government for the amendment of section 6A of the Act which gives the minister absolute powers over university affairs, sections 59(5), 60(3), 62(1-3) of the same Act which limit the financial autonomy of public institutions, section 44 (4) of the Public Finance and Accountability Regulations, and sections of the Pension Act that define age requirements which should not be applied to universities. Failing that, the NCHE advised for overhauling of the whole 2001 Act, as amended. Lastly the impact of neo-liberal policies on Makerere in the period 1980-2007 are given as major causes of the University's woes. Makerere failed to manage the shift from being solely funded by the state to a mix of state and private funding regime because it continued to operate under the old legal framework while practicing a neoliberal agenda. Although, the market did not resolve the institution's financial or autonomy constraints, the state assumed that Makerere was well funded by its application of neoliberal policies. The resulting short falls in funding have adversely impacted on the research and teaching capacity of the University. In chapter nine, the book discusses NCHE's relationships with other public universities namely, Mbarara University of Science and Technology, Kyambogo University, Gulu University, Busitema and Muni. The book concludes that public universities are not developing as fast as a number of private ones because of lack of autonomy in raising and spending money as well as managing their affairs. Secondly, and arising out of the latter factor, state interference limits the universities' initiatives to search for alternative sources of income or investment. Yet, due to budgetary constraints, the state cannot allocate all the monies universities need. The results are that public universities are not only poor but they are also unable to freely raise money that is not approved by the government. Like high schools, public universities, which should be leaders in research, are mere teaching institutions disseminating information imported from outside their campuses because of their inability to finance their functions, particularly research.

Chapters 10, 11, 12 and part of 13 discuss the relations of the NCHE with private universities. The NCHE licensed, nurtured and monitored these institutions in the period 2002 to 2012. Although many private institutions were established in the period, they only registered 40 per cent of tertiary students. Some 60 per cent of total private fee paying students were enrolled in public institutions. Most of the private institutions offered programs that were "market driven" and did not call for heavy investment in laboratories or expensive equipment, few conducted research and a number of them used "moonlighting" academics from public universities. The NCHE licensed both non-and for-profit university institutions.

Section three focuses on the management of the NCHE. Chapter 15, 16, 17, and 18 deal with the institutionalisation of the NCHE. Thus chapter 15

traces the development of NCHE as a legal person with a seal, a log, letterheads, an office, an administrative structure, development of rules, regulations and methods of operation. The chapter also traces the difficult task of defining the NCHE role as opposed to that of teaching institutions. The author points out that he maintained that the role of NCHE was not to teach, give or withdraw academic awards. Its role was to assure quality through regulation, give or deny recognition of academic certificates, collect higher education data for use in a variety of ways, provide leadership in research, produce and disseminate higher education ideas. Chapter 16 and 17 focus on the implementation of key functions of the organization namely the accreditation of programmes and equating of qualifications. However, the equating of political aspirants brought a lot of pressure – and temptations for corruption – to the NCHE staff. Chapter 18 reviews the problems the NCHE encountered in establishing a new Council in 2011/12. By that time, the NCHE had become a well-known achieving non-corrupt institution that attracted a number of people to wish to be on its Council. This chapter describes the author's efforts to admit the best and exclude questionable people from joining the governing body of NCHE. Chapter 19 reiterates the view that although regulatory agencies are essential in a period of massification of students and institutions, "...the university has been the site of knowledge creation, discovery, and transmission." The author sees the roles of regulatory agencies as vital in the initial stages of building a higher education sub-sector but feels that as universities and colleges mature, the need for external regulation should gradually taper as the latter's capacities increase. The last chapter twenty is an assessment of NCHE by someone outside the NCHE secretariat of the balance sheet of the achievements and failures of the NCHE in the subject period.

# Acknowledgements

I am grateful to all members of the first and second Councils (listed in Appendix 2) and the staff who worked with us at the NCHE between 2003 and 2012 (listed in Appendix 3). The same appreciation goes to all the people who assisted the NCHE to perform its statutory functions.

Special thanks go to all vice-chancellors, principals and academic registrars who made our tasks bearable. I wish to extend a similar appreciation to the Chairman of the Council, Professor E. I. B. Kayanja, the two vice-chairmen at that time, Mr Hilary Obonyo and Mr Eric Kigozi, for their immediate response whenever called upon to assist the NCHE. The Ministry of Education officials made our job easier by giving us all the assistance we needed. Special thanks, therefore, go to Hon. Namirembe Bitamazire, Mr Francis Lubanga, Mr Godfrey Dhatemwa, Mr Robert Oceng and Ms Jolly Uzamukunda for their assistance to the NCHE and to me. At the NCHE Secretariat, I am grateful to Professor Moses L. Golola, the Deputy Executive Director, 2010–2013, for giving me the loyalty a chief executive needs from his deputy to perform effectively. I thank Professor Michel Lejeune for implementing the accreditation of programmes and for building the Quality Assurance Unit at the NCHE. I have written this book while at the Makerere Institute of Social Research (MISR) where, since January 2013, I have been a Research Associate. I was attracted in being associated with an institute that is trying to integrate research and teaching in a Humboldtian tradition. Students, especially postgraduates, are part of any university research enterprise. They participate in research by doing their work and asking questions derived from provided explanations and inquisitively questioning existing assumptions. In this way, they contribute to the production of knowledge. I extend my thanks to Professor Mahmood Mamdani who initiated the postgraduate programme at MISR and who permitted me to be an associate in that institution. Finally, I would like to thank my wife, Kate, for being on my side through all these years and for supporting my academic and practical ventures with full dedication.



# List of Tables and Figures

Table 4.1:	Guidelines for Qualifications of Staff.....	47
Table 4.2:	Standard Designations for Academic Staff in Higher Education Institutions for Uganda (Universities).....	48
Table 4.3:	Standard Types of Awards NCHE Recommended for Universities.....	50
Table 5.1:	Funding of the National Council for Higher Education, in millions of shillings, 2003-2014.....	65
Table 6.1:	Enrolment in higher institutions since the 1970s in Uganda.....	79
Table 6. 2:	Public universities share as a percentage of GDP, 1998/9 to 2010/2011 in billions of shillings.....	81
Table 6.3:	The unit costs as provided by the Auditor General's managed study India Vs Uganda Unit Cost (PPP \$).....	83
Table 7.1:	Public Universities as of December 2012.....	90
Table 8.1:	Public and Private (Student) contribution to the funding of Makerere University, 1993-2005/6.....	105
Table 8.2:	Student enrolments and available books/journals in public universities in 2010.....	109
Table 8.3:	Number of computers and student-computer ratios at public universities, 2010.....	110
Table 8.4:	Student/space ratios in public universities 2005/6.....	110
Table 10.1:	The enrolment in public and private Ugandan universities showing the share of each as a percentage of total enrolment.....	136
Table 14.1:	Enrolment by category and discipline in selected academic years.....	190
Table 20.1:	Number of Council meetings, Letters of Interim Authority, Provisional Licenses, Charters, Publications and rules and regulations.....	264
Table 20.2:	Equating of academic qualifications, monitoring and inspection of institutions.....	266
Table 20.3:	Other activities by NCHE.....	267
Table 20.4:	Selected NCHE Financial Analysis (2004/5 to 2011/12 FY) (amounts are in shilling).....	268

## Figures

Figure 8.1	One of the blocks of the College of Computing and Information Sciences, Makerere University.....	112
Figure 8.2	A burst of reading students, over the entrance into Makerere Library.....	112
Figure 8.3	Main building of the College of Computing and Information Science, Makerere University.....	112
Figure 9.1	A new Library and Academic Centre: Bishop Stuart University, Mbarara.....	119
Figure 9.2	Proposed Faculty of Petroleum, Energy and Minerals: Mbarara University of Science & Technology.....	120
Figure 11.1	The Ham Mukasa Library at Uganda Christian University.....	156
Figure 12.1	Administrative and classroom Block: Mountains of the Moon University; Fort Portal.....	166
Figure 14.1	Kenya's enrolment structure in 2012.....	188
Figure 14.2	Uganda higher education enrolment structure, 2010.....	189
Figure 20.1	NCHE Cumulative number of Activities between 2005/6 and 2011/12 Financial Years (Based on NCHE Annual Performance).....	265
Figure 20.2	NCHE financial health, 2004/5–2011/12.....	268
Figure 20.3	Financial management of NCHE, 2004/2012.....	269

# List of Appendices

Appendix 1:	Higher Education Regulatory Agencies in Africa, 1960–2012.....	279
Appendix 2:	Council Members, 2002–2012.....	280
Appendix 3:	NCHE Staff, 2003–2012.....	282
Appendix 4:	Experts Who Inspected Higher Institutions & Recommended their Accreditations.....	284
Appendix 5:	The NCHE Checklist for Quality and Institution Capacity Indicators for Assessment of University Institutions drafted in 2003.....	286
Appendix 6:	Summary of the results of the Ad-Hoc Committee set up by Kyambogo University Council to investigate alleged mismanagement of the University by Professor Isaiah Omolo Ndiege, on 22 October 2012.....	290
Appendix 7.0:	Higher education institutions and levels of enrolments in Uganda, 2011.....	294
Appendix 7.1:	The first NCHE Organogram up to the Kalangala Retreat.....	305
Appendix 7.2:	NCHE ORAGNOGRAM used from 2005 to June 2012.....	306
Appendix 7.3:	The current NCHE ORGANOGRAM adopted on 1 July 2012.....	307
Appendix 8:	Abbreviations for Organogram.....	308
Appendix 9.1:	Makerere Programmes Accredited by NCHE up to 2012.....	309
Appendix 9.2:	Nkumba University Programmes Accredited by the NCHE by 2012.....	312





# Abbreviations

BTVET	Business, Technical and Vocational Education and Training
DAAD	German Academic Exchange Service (Deutscher Akademischer Austausch Dienst)
DC	Disciplinary Committee
F&M	Finance and Management Committee
GATT	General Agreement on Tariffs and Trade (succeeded by WTO)
GATS	General Agreement on Trade and Services
GER	Gross Enrolment Ratio
IGG	Inspector-General of Government
ITEK	Institute of Teacher Education, Kyambogo
IUCEA	Inter-University Council for East Africa
IUIU	Islamic University in Uganda
MUBS	Makerere University Business School
MUST	Mbarara University of Science and Technology
NARO	National Agricultural Research Organisation
NCHE	National Council for Higher Education, Uganda
NEMA	National Environment Management Authority
NRC	National Resistance Council
NRM	National Resistance Movement NSSF National Social Security Fund
NTC	National Teachers College
NTCs	National Technical Colleges (depending on context)
NUFFIC	Netherlands Universities Foundation For International Cooperation
OECD	Organisation for Economic Cooperation and Development
OIC	Organisation of Islamic Conference
OPAC	Open Public Access Catalogue
OTIs	Other Tertiary Institutions
P/S	Permanent Secretary
PPDA	Public Procurement and Disposal of Public Assets

PTC	Primary Teachers College
PTCs	Primary Teachers Colleges
QAA	Quality Assurance and Accreditation Committee
RDD	Research and Development Department
SHE	State of Higher Education (and Training Report) STF
NCHE'S	Special Task Force Committee
UBOS	Uganda Bureau of Statistics
UMU	Uganda Martyrs University
UNEB	Uganda National Examination Board
UNISE	Uganda National Institute of Special Education
UOATI	Universities and Other Tertiary Institutions Act, 2001
UPDF	Uganda Peoples Defence Forces
UPK	Uganda Polytechnic, Kyambogo
WTO	World Trade Organisation

# Profile of Author and Contributor

## Author

**A.B.K. Kasozi** is currently Research Associate, Makerere Institute of Social Research (MISR). He is the founding Executive Director of Uganda's National Council for Higher Education, which he steered for ten years, from 2002 to 2013. He has taught at Makerere, the University of Khartoum and in North America. He was formerly Vice Rector (Deputy Head) and Professor of History at the Islamic University in Uganda (1995–2002). He is the author of many publications including the following books: *The Social Origins of Violence in Uganda, 1964–86* (McGill-Queens); *The Spread of Islam in Uganda*, (Oxford University Press 1979); *The Life of Prince Badru Kakungulu* (Progressive Publishers, Kampala, 1996); *University Education in Uganda: Opportunities and Challenges for Reform of Higher Education* (Fountain Publishers, Kampala, 2003); *Financing Uganda's Public Universities: An Obstacle to Serving the Public Good* (Fountain Publishers, 2009); *The Bitter Bread of Exile: The Financial Problems of Sir Edward Mutesa II during his last Exile, 1966–69* (Progressive Publishing House, 2013). He has been the local consultant in writing the proposal for the Skills Development Authority in Uganda. He was a New Century Fulbright Scholar, 2007/8 and is a Fellow of the Uganda National Academy of Sciences. He is one of the few Ugandans who got a Golden Jubilee Medal at Rukungiri for his meritorious service to higher education in Uganda. He is a contributor to Ugandan newspapers on the subjects of the social impact of oil as well as higher education. Although he retired from active public service at the end of November 2012, he is involved in research, publications and mentoring of graduate students. He has just completed a three months tour as Visiting Scholar, Teachers College, Columbia University, New York (May-July 2016).

**Contributor**

**Mouhamad Mpezamihigo**, with over 10 years of university management and academic leadership plus a solid experience, and service as a member of the Uganda National Council for Higher Education (NCHE) since 2007 to date, has positively contributed to the higher education sub-sector in Uganda and in the East African region. He was Dean of the Faculty of Science and Vice Rector of both Academic Affairs and Finance at the Islamic University in Uganda, where his transformation efforts and positive change remain outstanding. He is currently (since December 2015) the Vice Chancellor of Kampala International University, the largest private university in Uganda. He has presented papers in many international conferences, seminars, symposia, workshops and academic exchanges on matters of higher education.

## SECTION I

# The Establishment of NCHE Secretariat and Design of Quality Benchmarks



# The Need for a Higher Education Regulatory Agency

## **Introduction**

The Government of Uganda founded the National Council for Higher Education (hereafter NCHE) in 2001 to establish, manage, supervise and guide institutions of higher learning in the creation and delivery of quality education. The first goal of the NCHE, therefore, was to build and supervise a quality higher education sub-sector with institutions that were diversified and responsive to the public good. The second goal was to devise ways to generate, through research and innovation, new knowledge that would improve higher education and the general economy as well as respond to changing higher education needs. The NCHE was established at a time of massive changes in the global and local forces impacting on higher education. The NCHE was expected to study these forces and develop a regulatory system that would ensure that Ugandans receive quality higher education within the context of the changing global and local higher education landscape.

The NCHE was not founded to duplicate the roles of existing state institutions nor was it designed to serve as just another bureaucracy set up to administer higher education institutions. Before NCHE, there were two departments already in the Ministry of Education and Sports administering higher education in the traditional way. These were the Business, Vocational Education and Training (BTVET) Department, and the Department of Higher Education. The NCHE was, therefore, mandated not only to regulate institutions of higher learning but also to produce new knowledge for this important sub-sector just as the National Agricultural Research Organisation (NARO) was doing for Agriculture. This book narrates how the NCHE staff and the author as team leader implemented this dual mandate.

## Rationale

Nations develop when their social institutions perform their functions effectively and thereby enhance public good. Owing to the multiplicity of activities needed to guarantee that countries operate well, different countries set up specialised agencies to focus on critical activities to achieve good results.

In keeping with this expectation, the NCHE was established to focus on higher education, especially universities, because of the knowledge production roles they play. Although the Ministry of Education had been supervising these institutions directly, nevertheless, universities, as revealed by the bitter results of the dictatorial and absurd 1970 Makerere Act, could not continue to be run like other government bureaucracies. The universities perform best when they are free and left to do what they know best without external interference. In other words, Universities must have the freedom to decide on who to employ into the faculty or admit as a student. They must have the right and authority to decide on the programmes they run, plan the way they teach those courses, control the awards they give and the way they produce knowledge. Furthermore, universities are subject to different internal and external modes of operation, which government ministries, owing to their red-tape methods of management, cannot appropriately handle. For example, university administrators, especially in East Africa, need to respond to global forces while balancing the demands of the state with university's autonomy at the same time. Public universities of quality must both be national and universal institutions in their behaviour and outlook. To have access to cutting-edge knowledge and to produce graduates with these attributes, a university must be aware of, and respond to, changing global forces. Some of these global forces include market forces in higher education, cross-border higher education, connectivity through the use of a global language and the worldwide web. The massification of higher education increased emphasis on research and knowledge production as major roles of a university. Globally, universities are judged by the amount of knowledge they produce in research, innovation and publications.

However, the state is not only the home of all universities, it is also the social regulator which forms and implements policies that govern universities. The government cannot completely withdraw from influencing universities. But the state's role must be light, for first-class universities operate with minimal or no direct government control.

Good university managers must be able to balance the impact of global and local forces to make sound decisions for their institutions. The NCHE was created not only to guarantee the delivery of quality higher education but also to be a buffer between institutions of higher education and the government. This arrangement is one of the best ways of guaranteeing the autonomy of African universities and the freedom of academic staff to fulfill the terms of their employment, thereby achieving their institutional, national and international roles.



The passing of the Universities and Other Tertiary Institutions Act, 2001 (UOTI) that established the NCHE is not peculiar to Uganda. Many African countries have created regulatory buffer agencies both to assure the delivery of quality higher education and to reform higher education policies (see Chapter 20 and Appendix 1 for more details).

In Uganda, there was a need to move away from the dictatorial governance of the 1970s, whereby the Makerere 1970 Act, like other national laws enacted from 1966 to 1979, was handed down by authoritarian and centralised regimes. Under the provisions of the above Act, absolute authority, including the power to make appointments at top levels in the University, resided in the Minister of Education. The National Resistance Movement, which came to power in 1986 with the support of many academics, was eager to restore the autonomy of Makerere University to its pre-1970 status. However, since the landscape of higher education in Uganda had changed considerably, the Government decided to establish a commission under the late William Senteza Kajubi to advise on the way forward. It was the Kajubi Report of 1989 that recommended the establishment of a national council for higher education to advise the government on higher education issues and to provide knowledge for higher education and national skills requirements. Government accepted this recommendation and sealed it with a law, namely, 'The Universities and Other Tertiary Institutions Act', 2001. This law is the statutory instrument that established the NCHE in 2001.

### **Higher Education is Key to Economic Development**

Scholars have established a major correlation between higher education and economic development. Institutions of higher learning train people in the technical and professional fields for the domestic and global economies, provide an ambient setting for the creation of domestic knowledge and sharpen the mental and managerial capacity of high-level entrepreneurs who build the economy. It is indeed true that knowledge has become the 'arbiter of economic development' (World Bank, 2008:37). The management of higher education, therefore, should not be left to chance. A regulatory agency, supervising a vibrant higher education sub-sector, is one of the best ways to manage and plan the production of knowledge by universities and other higher institutions of learning.

That higher education enhances economic development is supported by a series of World Bank-funded studies which established that the relationship between higher education and economic development is more striking than was previously accepted. A 1999 World Bank study entitled *Knowledge for Development* shows a correlation between education in mathematics, science and engineering and improved economic development. The study shows private rates of return to tertiary education of about 20 per cent, similar to secondary education. In *Higher Education in Developing Countries: Peril or Promise*, a subsequent report of

2000 that the World Bank co-sponsored with UNESCO, it was concluded that higher education was critical to development. The report warned that developing nations which failed to deliver quality education would not develop fast. In 2003, the World Bank wrote yet another report entitled, *Constructing Knowledge Societies: New Challenges for Tertiary Education*. Again, the report stressed the role of tertiary education in building the human capital necessary for development and advocated for an increase in state funding of higher education up to 20 per cent of a country's total education budget. The report, however, cast doubt on the use of rates of return of the various levels of higher education as a basis for the national funding of the education sector. In another study commissioned by the World Bank and published under the title, *Higher Education and Economic Development in Africa*, 2006, three Harvard University-based researchers (David Bloom, David Canning, and Kevin Chan) cite a number of studies to prove statistically that higher education enhances economic development and, therefore, recommended that African governments must focus more on higher education to develop. The next report was the 2008 World Bank publication, *Accelerating Catch-Up: Tertiary Education for Growth in Sub-Saharan Africa*, which re-emphasised the role of higher education in economic development. The Bank admitted that expenditures in higher education are justified and essential because they provide the skills required to manage economies in the technological era. The publication points out that both basic education and higher education are essential for economic development, but advises that each nation should map out its own strategies for achieving higher education. The same 2008 report notes that '... one year increase in average tertiary levels would raise annual GDP growth in Sub-Saharan Africa by 0.39 per cent and increase the long-run steady levels of African GDP per capita by 12 per cent', (page xxi). The analysis of (Cloete et al., 2011) on the contribution of universities to economic development in East, Central and Southern Africa makes specific studies of the relationship between higher education and development compelling.

### **Addressing the Impact of Globalisation**

Beginning from its founding in 2002, the NCHE tried, within the limits of its resources, to study global events and offer advice to stakeholders on how to address the impact of globalisation on higher education. The NCHE realised that globalisation impacts greatly on the generation and delivery of higher education. Globalisation contracts the world into one connected community where markets, nations, institutions, technologies and services are linked as if the world was one global village (Held et al. 1999; Marginson 2007; Marginson and Wende 2009, also in OECD 2009; Steger 2005).

Just like any other area of human experience now, the relationship between higher education and globalisation is intimate. For universities, globalisation

breaks down national barriers and connects institutions across the world making universities in every country visible to one another, facilitating knowledge flows, values, global learning, creates new opportunities for advanced graduate learning. At the same time, higher education is core to emerging global systems of knowledge and culture/language and trains globally mobile labour in business, the professions and science (Marginson 2007). Therefore, with globalisation, policy formation has shifted from being made only internally by 'the state and its higher education institutions to more sources and often external ones (see also Vlk 2006; Luitjten-Lub 2005).

Arising from this trend, the NCHE constantly asked the new generation of university managers in Uganda to bear this global dimension in mind when making decisions. They were also advised to note the following three factors. First, universities are not only victims of globalisation, they are also its agents. Globalisation has not only exposed them to forces external to the nations where they are located, but they also generate intellectual ware that influence external institutions and countries. They are linked to the various knowledge production centres of the world as consumers and producers of knowledge (Scott 1998). Secondly, globalisation in higher education does not manifest or affect institutions in a uniform way. The size and capacity of a university conditions how it is affected by globalisation. While powerful institutions from powerful nations can exert curriculum and knowledge supply influence, small and weak ones cannot easily escape being consumers of global academic ware from institutional giants. And, lastly, globalisation affects state-university relations by linking the university directly to the international supply of knowledge, labour, and ways of conducting its business. In the process, the university serves two masters: the state where it is located and the powerful global forces outside! National governments cannot sideline the demands of globalisation without lowering the quality of universities. Universities have to compete globally and, therefore, must respond to global forces. In this way, globalisation can enhance institutional autonomy by releasing universities from the bureaucracies of the state. In this regard, the NCHE considered it its duty to warn vice-chancellors of the impact of globalisation during their interface with NCHE at conferences and workshops in Jinja, Mbarara, Entebbe and Kampala.

However, the nation state is still the context in which the university is located and operates. Governments, especially in Africa, may devolve a semblance of authority, but they seem unwilling to legislate themselves out of higher education management. While, in the past, they had managed universities as an extension of the public bureaucracy, globalisation has forced states to regulate rather than to administer higher education. Hence, the NCHE's relevance as a regulator of higher education on behalf of the state becomes clearer. The NHCE does not only act as a buffer between the state and higher education institutions but also

protects these institutions from the immediate adverse impact of globalisation by generating relevant knowledge to meet external and internal challenges. Moreover, international agreements, such as WTO/GATT that influence higher education, are signed by states. Before signing such agreements, the government should seek the opinion of specialised bodies such as the NCHE on higher education, to study these agreements and assess what is at stake. The NCHE rendered invaluable services in this regard whenever it was called upon to advise government between 2002 and 2012.

However, vice-chancellors were also alerted to the fact that globalisation is different from internationalisation, which 'assumes that societies defined as nation-states continue to function as bounded economic social and cultural systems even when they become interconnected' (Marginson and Wende 2009). In the past, internationalisation focused on the cross-border mobility of students, some programmes and staff. Although nations relate, they remain intact as political, social and economic units. In the past, internationalisation referred to relations among states – or in higher education – movement of students, scholars, and the exchange of students and personnel. Internationalisation is an older form of educational connectedness but with very limited aims, areas and purposes. Internationalisation does not influence higher education as much and as subtly as globalisation and weak vice-chancellors can handle it. It does not refer to the emerging concentrated integration of peoples, communities and ideas which characterise globalisation.

### **Global Power Relations Influence Higher Education**

Universities are not equal: some are big, and others small. Power is the determinant of the levels of global influence on higher education systems (Marginson & der Wende 2009). Weaker universities in weaker nations lose advantages through economic asset transfers, brain drain and consumption of out-of-date knowledge. How can managers of poorly funded universities in small countries like Uganda produce cutting-edge knowledge, retain their best academics, convince their governments to allocate more resources to do research and let them act freely to position their institutions to compete globally? This is an area where a well-staffed buffer agency like the NCHE can act between the higher institutions, the state, and the world for the good of the nation and the institutions concerned. The ability of higher institutions to benefit from globalisation depends on the size and wealth of its home state i.e., the resources at the disposal of the government, the GDP and the GDP per capita. It also depends on the culture, language and skills of the subject peoples. This is exemplified by American universities (Marginson & der Wende 2009: 34). Universities in the USA are leaders in global rankings because of their wealth. The USA attracts doctoral students, researchers, academics and funding not only from within the USA but also from all over the world. In fact,

some writers have asserted that globalisation in higher education could be referred to as Americanisation, or an Anglo-American process (Altbach, 2006; Rhodes and Torres 2006). The Shanghai Jiao Tong Institute of Higher Education (SJTUIHE) annually publishes the data of 500 top research universities. American universities dominate the top. For example in 2005, the USA housed 4031 of HiCi researchers compared to Germany (260), Japan (258), and Canada (185), and so on. The reasons for the prominence of American universities are as follows:

- American dominance of global higher education is driven by American private and not public universities;
- Although these top universities are private, they receive massive government research funds. They are private but are also publicly driven institutions;
- These universities are institutionally free from external powers including the federal and state governments that fund them. As I have written elsewhere, the freer the university, the more its chances of attaining high quality (Kasozi 2009);
- These institutions are brain gainers from all over the globe for 50 per cent of foreign doctoral students who go to study in the USA stay there, thus increasing the country's doctoral capacity. In 2001, 41 per cent of doctoral students in the USA were foreigners;
- In 2005, the USA had 41 per cent of citations of world scientific output (Vincent-Lancrin 2009);
- Although the rise of the European Higher Education Area, China and India as competitors in global higher education supply will change global higher education relations, the trend has not yet been altered.

As most Ugandan universities are small and underfunded, a technical buffer body like the NCHE is one of the best ways to guide them to compete in the global knowledge market. The NCHE can do so by creating and providing information to institutions of higher learning. To do so, however, the NCHE must not only be well funded, it must have professional staff with the requisite qualifications, ability to produce knowledge, a high level of integrity and experience on how universities operate. The initial underfunding of the NCHE during my time meant that we could not fully do what was expected of the NCHE.

### **Market Models and Private Higher Education**

One global factor which the managers of institutions of higher learning have had to contend with in the last two decades is the neo-liberal view, encouraged by the collapse of command economies in the 1990s, that the market can replace the state in directing human affairs, including the delivery of social services such as higher education. To this end, various opinions defining, supporting, opposing or merely describing the role of market forces in education have been published

(Psacharopoulos et al. 1986; Mingat and Tan 1986; Colclough 1991; Bok 2003; Odin and Manicas 2004; Ruch 2004; Altbach 1999; Hayes 2002; Slaughter and Leslie 1997). Market models regard education as a commodity for sale and educational institutions as merchants selling educational products to students. This neo-liberal view is based on the assumption that since education benefits the individual, it is a private good that must be paid for by the consumer and not the public represented by the state (Campbell and Pederson 2001). The delivery of education based on these neo-liberal policies, includes privatising components of formerly public higher education institutions, increasing the use of corporate-like management of institutions, modularisation of programmes to facilitate their marketing, increasing administrative efficiency and gradually withdrawing from traditional campus culture to virtual modes of education delivery (Carrol 2005; Varghese 2004 and 2006). Research and the production of knowledge are either not emphasised or they are regarded as revenue-generating activities. The implication of this for poor countries like Uganda is that markets can only fund areas where profits can be made. Markets do not fund the research and societal components of education. Their motive, therefore, is self-interest and not public good. Hence, the country needs an agency such as NCHE to protect higher education on the one hand, and the public from profit-driven rogue institutions encouraged by the neo-liberal policies, on the other.

The near collapse of African states from the early 1970s to the late 1990s, many of which were burdened by bankrupt state enterprises and over-regulation of markets, gave the international financial institutions the opportunity to impose Western market models under the Structural Adjustment Programmes (SAPs) to African and other countries at the same level of development (Harrison 2004; Sutherland 2003; Maassen and Cloete 2002). Under these SAPs, the role of the state, including the delivery of services like higher education, was reduced if not completely eliminated. Higher education suffered the most as the SAPs deemed it a private good and a luxury in Africa. African governments were thus advised to forget the funding of universities (Banya and Elu 2001). Yet, the demand for higher education continued to skyrocket. Although sub-Saharan Africa's gross enrolment ratio (GER) of 6 per cent compared badly with the 70 per cent of high-income countries, its 15 per cent annual enrolment growth gave the continent a financial burden it could not bear. This level of demand was, in fact, the highest in the world (Africa Student Survey Project: [www.corp.harvard.edu](http://www.corp.harvard.edu)). Continued demand for higher education in Africa prompted parents and students to invest in private higher education as government funding declined. It is not surprising therefore, that private higher education grew very rapidly in Africa, including Uganda, during the last decade (Vaghese 2006; Thaver 2003).

Since its foundation, the NCHE has had to deal with market-driven institutions through which many providers tried to give Ugandans dubious education. The NCHE tried its best to protect citizens with relevant information. At the same

time, the NCHE warned the promoters of higher institutions of learning to be very considerate in introducing undesirable components of the market in their institutions. Unregulated, the market could eat up the soul of higher education, which is the disinterested search for the truth, the socialisation of the young in their communities, and public service. The task of regulating the market in higher education provision was, therefore, a good reason for establishing the National Council for Higher Education.

Consequently, a lot of the challenges I faced at the NCHE between 2002 and 2012 were caused by my censure of pro-profit motives in higher education. As the reader will note in chapter 18, the aggrieved elements tried to manipulate the process of constituting the NCHE Council in 2012 in order to implement their agenda.

Given this scenario, therefore, it is easy to understand why a specialised body was needed to manage the demand for higher education in public interest. Although the NCHE found the policies of for-profit institutions to be selfishly driven, it still allowed them to operate provided they delivered to the students what was paid for. In most countries, for-profit institutions can transfer profits or dividends to their owners (or other second parties). The non-profit institutions reinvest or use their profits for the benefit of their subject institutions. By 2005, the for-profit industry in the USA was valued at \$15.4 billion and boasted an enrolment of 8 per cent of the 20 million students enrolled in 6000 degree-awarding institutions (Chronicle of Higher Education, January 2007). In Uganda, the NCHE licenses two types of private higher education (see chapter 10).

### **Cross-border Higher Education**

Another reason for establishing the NCHE was the need to regulate foreign delivered higher education, especially the flow of cross-border tertiary education in and out of Uganda. Cross-border tertiary education is the “movement of people, programmes, providers, curricula, projects, research and services in tertiary education across national jurisdictional borders” (Knight 2007). Cross-border education has a number of components. The first includes the movement of people (students, professors, scholars, or experts) from one country to another. The second component includes programmes. In this case, it is the programme, not the people that move across borders. The programmes can be delivered by distance, face-to-face or mixed-mode methods. A local institution may take all delivery responsibilities while the foreign one awards the certificates. Providers of cross-border education include traditional and modern educational institutions, companies and other organisations. They can also include rogue providers, degree mills and fly-by-the-night institutions. Usually, the latter institutions are not accredited by their source nations, give substandard education to international students across borders and disappear when they realise they are about to get into trouble. Rogue providers



are often accredited by self-accrediting groups (Garret 2005:27). Rogue providers do not participate in research activities. They are just teaching institutions. These lopsided activities are some of the things the NCHE was established to deal with so as to protect Ugandans from rogue providers both inside and outside the country. It must be stated, however, that by 2012, the NCHE had not developed satisfactory benchmarks for regulating cross-border higher education.

Part of the mandate of the NCHE was to control and monitor cross-border higher education as well as the establishment of branch campuses and teaching centres operating within Uganda. But the NCHE did not succeed in policing these branch campuses or centres. Often, the facilities in many of the branch campuses are far below what is available in the main campuses. The study centres almost always lack the basic facilities for delivering quality university education. The study centres in Uganda are a disgrace to higher education. Owing to lack of competent staff and facilities between 2002 and 2012, the NCHE did not fully control the mushrooming of branch campuses and the so-called study centres. The NCHE was aware of the many types of branch campuses across the globe; hence the reluctance to wield the big stick.

It must also be understood that higher education has become a source of national incomes for states with institutions that can provide quality and massive education. Capital flows out of a country when its students study abroad but flows in when foreign students come into a given country. The latter process is called, 'export' of education in commercial language. One of the roles of the NCHE was, and still is, to make Ugandan institutions of higher learning attractive to foreigners so as to increase capital inflow into Uganda. Between 2002 and 2012, Uganda was still the preferred destination for foreign students in the region, but we do not know how long this trend will last, given the nation's underfunding of universities as a percentage of GDP. The Global Student Mobility Report predicts an increase in the demand for international education (Bohm, Mears and Pearce 2002). Top destinations of global students in 2005 were USA (21 %), UK (13 %), France (9 %), Germany (8 %), Australia (7 %), and China (6 %).

### **Massification of Higher Education**

The NCHE, in its first year of operation, drew up benchmarks for providing quality higher education to the ever-increasing number of students (see chapter 6 for details of Uganda's higher education expansion). Although the best methods of resisting social and political pressure for admitting more students than facilities permit have not been found, benchmarks for the balancing of demand and facilities are in place, thanks to the work of the NCHE.

However, the problem of massification is not restricted to Uganda. Worldwide, there has been a massive increase in demand for higher education since the 1980s. In 1999, there were 93.1 million known registered higher education students (of



whom 44.2 % were females). By 2006, there were 114.1 million students (of whom 71.9 % were females) worldwide, a growth of 51 million. In 1980, there were some 32,000 degree-awarding institutions in the USA. By 2004 the figure had jumped to 42,000 institutions with an enrolment of 16 million (Manicas 2005).

India has experienced a similar exponential growth in tertiary education. As at 1950, India had 370 colleges and 27 universities, but by 2002, the figures had risen dramatically to 8,737 colleges and 272 universities ([www.ugc.ac.in](http://www.ugc.ac.in)). The greatest enrolments naturally occurred in populous Asia, and China's massification clearly illustrates this phenomenon. As of 1949, there were 205 higher institutions in China of which 123 were universities (Yibing 2009). The total registration of students was 120,000. By 1965, there were 434 institutions with 680,000 student enrollment. From 1999 to 2002, the enrolment figures increased from 8.79 to 16 million students. By 2007 the figure had reached 27 million students. This amounts to an enrolment growth rate of 32 per cent. China now has the largest higher education system in the world.

Massification has also affected many countries in Africa. In this continent, there were no more than 20 universities in 1960 but, by 2013, the figure had risen to 650 institutions. Today, more than 200 private universities operate in Africa, and student enrolment has grown more than tenfold, from 120,000 students in 1960 to over 2 million in 1995 (Reddy 2000; World Bank 2000). By 2008, registered students in the African tertiary sector had reached 4 million (see Harvard Africa Higher Student Project: [www.arp.harvard.edu](http://www.arp.harvard.edu)). By 2010, the figure had climbed to 5.2 million students (look also at UNESCO 2012 statistics).

East Africa which had only one university in 1960 increased the tally dramatically to over 100 universities by 2012. That was nearly a 20-fold increase. However, the sub-Saharan tertiary gross enrolment ratio (GER) is about 10 per cent. Although this is the lowest in all the continents, the number of registered students in tertiary institutions doubles every five years.

In Uganda itself, the growth rate of enrolment between 2001 and 2006 was 14.8 per cent per year, slightly less than the sub-Saharan average of 15 per cent (see chapter 6). However, with resources not growing at the same rate as demand for higher education, Uganda was not able to increase funding to match the demand. Most stakeholders called for the tapping of sources other than government and fees to supplement funding of Ugandan universities (Eisemon et al. 1993; Mayanja 1998; Kajubi 1992). The role of the NCHE is not necessarily to solve these problems but to study how to address them and present briefs to the relevant organs of the state for action. In the period 2002 to 2012, the NCHE tried its best to study these problems of higher education and advise government regularly through numerous 'position papers'.

### **Connectivity: Language and Technologies**

The National Council for Higher Education was mandated to inform the Minister and the authorities of educational institutions of any cutting-edge knowledge in the delivery of higher education. In my first book on universities in Uganda (Kasozi 2003), I pointed out the importance of connectivity to higher education stakeholders. Later, the NCHE insisted through meetings and conferences, that institutional authorities must ensure that their staff and students access global knowledge by mastering the English language and the internet. English has become the global language of science, research and academic publications. Indeed, 'English stands at the very centre of the global knowledge system' (Held et al. 1999). There are many facilitators of the English language, one of them being the Anglo-American bloc within the world economy. Indeed, English is spreading fast as a medium of instruction in non-English speaking nations such as China and Eastern Europe. Although numerically more people speak other languages such as Chinese, the wider geographic spread of English enhances its use. However, this is not to say that its worldwide use will remain so forever. The changing economic balance of power may favour other languages.

Connectivity to the worldwide web has become a classroom tool any good researcher or educator must have. The Internet has eased communication to levels never imagined before. It is indeed one of the wonders of modern science. Higher institutions of learning are now believed to be more networked than other social institutions (Marginson 2007:6). However, the ability of an institution to connect is conditioned by the size and efficiency of the national economy and, of course, the social organisation of the state in which the institution is located. The NCHE maintained the view that any computer-illiterate staff who cannot access information on the web in this age should be dismissed from university teaching. But few vice-chancellors, if any, implemented this policy. Access to the web has improved student-centred learning and problem-solving abilities. This helps students to study by themselves and research any topic the lecturer wants them to learn. Most teachers now create class webs where both teachers and students can upload and download information. This is one of the reasons why traditional teacher-centred top-down methods of knowledge delivery are being replaced by inclusive problem-solving models.

### **Research and Publications: The Soul of the New Global University**

The NCHE was mandated to guide institutions of higher learning in the creation of knowledge through research and other forms of investigations. During 2010-2012, the NCHE managed the Ministry of Education's meagre resources allocated for research in public universities to deliver on this mandate. It is undisputable now that knowledge drives globalisation and its production is key to leadership.

Globally, higher education is seen not only as a transmitter of knowledge but, most vitally, as a producer of knowledge. Starting from the United States, universities are seen as the major producers of knowledge and leaders of national innovation systems. Indeed, almost all the main rankings of universities are based on research outputs. Global ranking of universities enhances this trend. It is important, therefore, for university managers to come to terms with global change. Teaching is a major component of university academic management, but research is more exalted and takes priority. A university that does not produce knowledge is no better than a high school. Bearing this in mind, the NCHE constantly advised institutions to refocus accordingly. The following are some of the indicators of research that the NCHE used between 2002 and 2012 to encourage university administrators to participate in knowledge creation.

### ***HiCi Researchers***

Highly cited researchers represent the world's most influential researchers and therefore most cited scholars across many fields of study. Although there is an undeniable relationship between economic power, levels of research expenditure and university capacity, the NCHE advised universities to aspire to have their researchers included in the top 250 to 350 global placements in their fields. American universities dominate HiCi listings, reflecting the size of the American economy and the country's commitment to funding research and knowledge production. The US spends over US\$360 billion on higher education annually, seven times as much as Japan, formerly the second largest economy in the World, until 2014. In a recent ranking, the USA had 17 of the top ranked 20 universities and 54 of the top 100 out of the top 500 global research universities, with Harvard in the first place (Margison 2007). The USA is home to 3,876 out of 4,472 or 86.6 per cent of world HiCi researchers. Comparatively, however, the state of research in Africa is dismal. Among all the continents, Africa produces the least knowledge. By 2003, the continent produced only 0.3 per cent of global science knowledge and spent only 0.4 per cent of world GDP on research (Teferra 2003). The knowledge taught in African universities is produced elsewhere because Africa is peripheral to global knowledge production (Altbach 2003). Virtually all African scholars agree on the need to have African-centred knowledge produced by scholars with the requisite experience of the African condition. This is because external conceptual models that are said to be applicable to all nations and, thus, transferred to Africa without scrutiny are among the major causes of the slow development of Africa (Okolie 2003). African farmers, for example, can embrace only agricultural technologies that are consistent with their beliefs and way of life, provided they are affordable (in most cases small-scale), safe for sustainable food production, and applicable to local weather patterns. But the curriculum in our agricultural faculties and colleges is mostly based on Western agricultural

models (often mechanised, large-scale and commercial farming). The agricultural experts we produce are afraid of soiling their hands. If there is an area where the NCHE did not achieve appreciable results in the period 2002–2012, it was in its inability to convince the government that universities are, primarily, research institutions and, secondarily, teaching entities, although the two activities dovetail and should go hand in hand. There seems to be more joy at graduation parties than at occasions for launching books and research papers. Government officials who finance universities see these institutions as no more than teaching institutions whose only role is to turn out graduates. It is really a pity.

It is within this context, coupled with the dearth of funding, that the low research outputs in Uganda can be understood. The same explanation can be given for the streamlining of the academic programmes of the tertiary institutions in the country. Therefore, science-based and technology faculties of publicly funded universities are at Makerere University, Kyambogo and Mbarara University of Science and Technology. Gulu is trying to build a good foundation for research but this has not yet taken off. The Makerere University Business School (MUBS) has not broken any deep ground in research except consultancy researches. Bidemi Carrol (2005:176) found that a number of Ugandan institutions that were listed by the Institute of Scientific Information (ISI) were science-based. Her data showed very low citations from Uganda: 1,019 for the sciences, 151 for the social sciences and 2 for Arts/Humanities. External support of science-based faculties and the focus on fund-driven teaching and consultancies by the faculties in the Humanities/Arts are given as the major causes of low research outputs from the Arts/Humanities divisions of Ugandan universities.

### **Global Rankings have Local Impact**

All universities in Uganda as well as the populations pay great attention to global rankings of universities. This is sad because few of the country's institutions have what it takes to get in top credible global leagues. The NCHE had cause to warn all institutions under its jurisdiction not to take ranking of universities seriously – for a number of reasons. First, global rankings do not cover all the activities of a university. Second, the wealth, autonomy and prestige of an institution are major determinants of ranking positions. Most of our universities are so miserably poor that they cannot fare well in global rankings. Third, a number of ranking organisations are not credible. Some of them are web-based and not legally registered and therefore getting a listing from one of these is not of much value. Nevertheless, it is true that ranking of universities is a global trend using global standards and influencing virtually all universities all over the world. International students intending to attend foreign universities, policy makers, the media, universities themselves and funding agencies pay attention to these rankings. It is equally true that every university wants to lift its league position

in global ranking to prove its worth. It is also clear that global rankings have a massive impact on the minds of our local institutional leaders, stakeholders and students. Thus, whenever any of our local institutions appears in a foreign league table, which could be web-based, or even dubious for that matter, there is rejoicing at the subject institution. But the NCHE did not feel that there was the need for such a celebration. As earlier argued, appearance in the league does not only depend on which body is organising the ranking as well as the benchmarks used, but also more importantly, the ranking of an institution does not immediately impact on the research and training capacity of the well-ranked institution.

However, a few ranking organisations are credible enough to be taken seriously. These include the following:

- i. The Shanghai Jiao Tong Institute of Higher Education, (SJTUIHE), sometimes just called ‘The Shanghai Index’;
- ii. The Times; and iii. Newsweek.

The SJTUIHE ranking methods are now considered the most credible although they do not cover all university activities or programmes. SJTUIHE (or Jiao Tang) rankings are based on research, publications, citations, Nobel Prizes and field medals in mathematics (Marginson 2007). As earlier noted, a global factor of highest importance in rankings is the relationship between the economic capacity of nations, their universities, as well as investment in research and development. In 2007, the United States had 54 of the SJTUIHE top 100 research universities, led by Harvard. The UK with 11 universities (including Oxford and Cambridge universities) was No. 2, while Canada had four, and Australia two universities, respectively. All these institutions were from the English-speaking world indicating the rise of English as a global language of communication, research and science.

In my time as Executive Director of NCHE, I resisted attempts to introduce the ranking of Ugandan universities. The majority of our universities are in their early formative stages and their financial bases are so low that ranking would not be of any benefit to them or society. This is not to say that individual universities should not participate in credible rankings if they choose to do so. The decision is theirs. In future, ranking by faculties of the various Uganda institutions might be considered. But discussions with stakeholders should precede the exercise.

### **Consequences of Globalisation on Institutional Management**

The interplay of global and local forces has impacted on the management of universities in virtually every corner of the earth, including Uganda. Globalisation exposes our universities to the world. It makes them prove to us and all the stakeholders that they are truly ‘universal’ by requiring them to post their research results and publications on the worldwide web and participating in the

global rankings discussed above. The NCHE was, therefore, mandated to advise institutions of higher learning in the context of local and global forces. The influence of global forces in combination with local power relations have questioned the old ways of managing university institutions. In Uganda, the imposition of the Structural Adjustment Programmes (SAPs) had a lasting damage on university incomes and, therefore, management. The SAPs led to abrupt commercialisation of components of university systems before thorough studies for conducting money generating activities in universities were well studied (Mamdani 2007; see also chapter 8). These SAPs were externally designed.

The spread of the new public management model (NMP) in higher education is one of the outcomes of globalisation. In this management model, based on neoliberal ideas, universities are managed as corporations, the role of the academic staff in management of departments and faculties is reduced and the generation of funds is emphasised. At the other end of the rope is the pervasive spread of staff power in university councils where staff interests dominate and supersede other considerations, including research and knowledge production. The dismissal of the Kyambogo Vice-Chancellor when a report to investigate him had not been approved by the relevant authorities of the university is one of the examples of staff power. Later on, the High Court, Parliament and the Inspector-General of Government found out that Professor O. Ndiege had been wrongly dismissed (*New Vision*, 3 October 2013).

By that time, much damage had been done to the man, the morale of the staff who knew him or who stood for high ethical standards, and, finally, to the fortunes of the university concerned.

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# The Establishment of the Council and Secretariat of the NCHE, 2002–2003

## **Introduction**

Following my appointment as the Executive Director of the NCHE, I considered it my primary duty to make sure that the NCHE became functional. Few Ugandans knew how higher education regulatory agencies worked. Most of the stakeholders looked to me for guidance. My first task was, therefore, to make the two organs of the NCHE operative. These are the controlling and policy-making body, the Council; and the implementing organ, the Secretariat.

The Council is the depository of power and authority and is the body that is liable to suffer sanctions in case of wrongdoing. Accordingly, no major decision can be taken by the NCHE unless it has been approved or endorsed by Council. The Council is composed of eminent representatives of various constituencies reflecting various interest groups within the Ugandan society, as shown in the Appendix 2. The Council operates through specific committees.

The Secretariat, on the other hand, is the operational body that implements the decisions of Council. The Executive Director, who is appointed by the Minister on the recommendations of Council, is the statutory head of the Secretariat. The Secretariat is composed of staff appointed by Council and its suggestions or deliberations must be approved by Council to be regarded as NCHE decisions.

## **Establishment of the Council**

The selection and initial meetings of members of the Council was a slow process conducted in 2002. The first few meetings of the National Council for Higher Education were organised by the Commissioner for Higher Education, Mr Yeko Acato and his Assistant, Mr Enos Rwasheema, following section 7, of the Universities and Other Tertiary Institutions Act, 2001 (hereafter referred to as the



Act or UOTIA). By December 2002, most of the members were already selected and so the Council was in place. The following were the members of the first Council: Prof. Frederick I.B. Kayanja (Chairman); Mr Hilary Obonyo (Vice-Chairman); Prof. P. J. M. Ssebuwufu; Professor Michel Marie Edouard Lejeune; Dr Alex Kagume; Mr. Solomon Ondoma; Ms Billy Janet; Sheikh Muhammad Ali Waiswa; Mr. Dalton Segawa; Rev. Canon Henry Segawa; Rev. Fr. Paulo Masolo; Dr. Ben Otto; Mr. Chebet Maikut; Mr. Emmanuel Karooro; Mrs Wakida Alaki Dolerance; Mr. Ntirushize Emmanuel; Ms Akot Hellen Winfred; Amb. Yeko Acato; Mr Eric Kigozi and the Executive Director (Professor A. B. K. Kasozi).

The Council is supposed to meet at least once in every three months (Section 10 (1) of the UOTIA). The first and second Councils fulfilled this requirement and met at least four times a year in the period 2002-2012. In one of the initial meetings of the Council, two names, those of Professor Frederick Kayanja and Hilary Obonyo, were selected as candidates for the position of chairperson as per section 7(2) of the Act. The President appointed Professor Frederick I. Kayanja as Chairperson of the Council. He served two five-year terms up to August 2012. Mr Hilary Obonyo was later confirmed as Vice-Chairman by Council. The first Council was an intellectually powerful group of people and no wonder so much was achieved in the period 2003 to 2012. Having no offices in the initial period, the Council sometimes sat in the Ministry of Education, Uganda Polytechnic, Kyambogo (UPK); and later in the residential house turned into an office at 34 Cavers Crescent, Kyambogo. Before I assumed responsibilities, Mr Enos Rwasheema of the Department of Higher Education, acted as the Secretary to Council, taking its minutes and keeping all documents.

### ***Council Committees***

At first, four Committees were formed. Their role was to do the in-depth work, which would then be presented to the Council. Later on, the committees were reduced to three.

### **Establishment of the Secretariat**

Although the enabling law was enacted in 2001, it was not until 1 November 2002 that my letter of appointment as Executive Director of the NCHE was signed by the Minister of Education, Hon. Dr E. Khiddhu-Makubuya.

Work did not start until December 2002 when Mr Yeko Acato, the Commissioner for Higher Education, who worked hard to ensure that the Secretariat was established, allowed me to work from the Department of Higher Education using Mr Enos Rwasheema's office. My specific duties were a recitation of section five of the Act.



The Minister informed me that I was to be responsible for:

- (i) Managing the funds of the National Council for Higher Education;
- (ii) Acting as accounting officer of the National Council for Higher Education;
- (iii) Administering and controlling of staff of the National Council;
- (iv) Keeping custody of the seal of the National Council for Higher Education;
- (v) Providing secretarial services to the National Council for Higher Education;
- (vi) Building up an entirely new type of role in licensing, monitoring and evaluation of Higher Education Institutions;
- (vii) Preparing annual budgets of the Council;
- (viii) Keeping all records of the National Council;
- (ix) Promoting collaboration and cooperation among Higher Education Institutions in Uganda;
- (x) Soliciting for funds from government and other sources to ensure timely execution of the National Council 's programmes;
- (xi) Generally facilitating the National Council to carry out its mandate;
- (xii) Performing any other duties that may be lawfully assigned to me by the National Council for Higher Education; and
- (xiii) Being responsible to the National Council for Higher Education in all the above assignments.

These assignments were so many that I thought the Minister wanted to prevent me from doing a good job. So I looked at the Act to find out what was expected of the National Council for Higher Education. According to me, the following were what I thought was a summarised list of the functions of the National Council for Higher Education.

- (i) Advise the Minister of Education on higher education issues;
- (ii) Establish an accreditation system (and do the accrediting);
- (iii) Investigate complaints in institutions of higher learning and find solutions;
- (iv) Evaluate national manpower requirements;
- (v) Set national admission standards;
- (vi) Ensure that institutions of higher learning have adequate physical structures (and education facilities);
- (vii) Search for, and publish information on, higher education;
- (viii) Determine equivalences of academic and professional awards;
- (ix) Establish a credit system to permit the mobility of learners between institutions programmes;

- (x) Generally advise government on tertiary education policy formation. Having gone through the list of functions, I realised that the Minister was quoting the Act verbatim. I had two weeks to accept or to refuse the job.

My first inclination was to decline. But then, I thought, I had applied for this job and scaled through a difficult interview. I discussed these issues with my senior colleague, Hon Kirunda Kivejinja and my wife, Kate. Although the salary and benefits I was getting as Vice-Rector at IUIU were better than what the National Council for Higher Education was initially going to pay me, money was not the major concern. What was at issue was serving the nation at a much higher level than I was doing at Mbale. We agreed that the work was manageable if the right human resources and the funds to pay their labour were available.

### **Selecting Staff to Work at the Secretariat**

From the first day, I knew that I needed three major categories of staff. First, I needed a group of men and women who knew how the university system and other tertiary institutions should operate. These staff would design the conceptual and theoretical frameworks upon which the administrative policies would be based. They would work in the accreditation of institutions and programmes sections as well as participate in the creation and production of education ideas to address the ever-changing higher education landscape. The best candidates would be those people who had experience in teaching or working in the institutions for which the NCHE was responsible. They would be able to relate comfortably with their colleagues in the tertiary institutions without developing an inferiority complex or being looked down on by the vice-chancellors, professors and principals with whom they would be working.

The second group of people would be the professional subject-specific individuals, including lawyers, accountants, librarians, communication experts, managerial experts, archivists and statisticians. These would not necessarily have had experience of working in institutions of higher learning or holding terminal degrees, though having both would have been an advantage. They would be the foot soldiers of the NCHE who, like the honeybees, would do most of the professional work.

The third category would be the support staff, including secretaries, drivers, messengers and others. These would also need good qualifications to project a positive image of the NCHE. In normal circumstances, bodies like the NCHE, would have a pre-studied structural framework to guide the establishment of its Secretariat. In my case, I had none. No study of the required NCHE structure was done before the Secretariat was established and so I followed my ideas and instincts in designing the first secretariat structure. It was like being asked to construct a complex building without a plan drawn by an architect. This absence

of a pre-studied structure was, as the reader will find out later, to cause a number of administrative problems for the NCHE and me between 2009 and 2012.

Owing to the NCHE's role as a regulator and higher education intellectual leader, all the people working for the NCHE were expected to be honest, knowledgeable in higher education issues, morally sound and incorruptible. We decided that in carrying out our duties, the staff of the NCHE could not afford financial, academic or moral scandals. The NCHE's ability to regulate would be compromised if its staff were to be involved in any scandal or corruption incidents. As all my staff will recall, I was ruthless in enforcing these values. In the end, all staff and Council members gained from the integrity which the NCHE demonstrated in the period from 2002 to 2012.

The following were the staff I thought were immediately needed to get the NCHE carriage moving. The NCHE needed a secretary and a finance administrator to begin work. In January 2003, one Miss Stella Alele was recruited as secretary and later on, in April 2003, Mr Arthur Muguzi came on board as a Finance Officer. Mr Abdul Nsubuga came on board as messenger, office superintendent and store keeper. Mr Emmanuel Soma, whom we found on the premises at 34 Cavers Crescent, Kyambogo acting as a guard, gardener and cleaner, was retained to do the same work. Both Mr Nsubuga and Mr Soma's employment were later regularised. I was fortunate to have the occasional services of the late Dr Justus Mugaju, who had a PhD in History from the University of Bristol and had taught for a long time in the universities of Sokoto and later Nairobi. Having briefly worked in the Uganda Public Service, he quit his job due to the different methods of work of the public service and the university system. Unwilling to work full-time for the NCHE due to the love of his herds of cattle in Kabula county, he often dropped into my office to help me think through concepts for developing the NCHE institution and the Uganda university system. We both agreed that it was important to conceptualise a model university we wished to see developing in Uganda before we designed benchmarks for regulating institutions or hired critical staff at Council. We developed a number of concepts together from which a paper was produced on this topic. The paper was later published in the *Uganda Higher Education Review*, vol. 1, no 1 of 2004 under his name.

After hiring a skeletal support staff, I tried to hire a few more staff to work in the quality enforcement department. Dr Justus Mugaju and I had agreed on this early on that the people who would work in the quality assurance units of the NCHE should have the qualifications and work experience in institutions they were going to regulate and the delivery of the programmes they would accredit. This would not only give them legitimacy in those institutions but also the confidence to work without fear that some of their clients might look down on them. In recruiting the next batch of workers, therefore, I looked at the universities first to find appropriate staff. After the necessary advertisements

and interviews, we recruited Dr Joseph Onyuu in October 2003 and Dr Albert Rugumayo in December 2003 as assistant executive directors. However, they did not stay long due to the unattractive conditions that the NCHE offered them. The low salaries and lack of extra benefits were to rob the NCHE and me of the workers I thought were appropriate for the quality assurance tasks before the NCHE. We advertised in the papers for positions in the accreditation section but the applicants we eventually got were young people with masters degrees without sufficient teaching or working experience in universities or other tertiary institutions. Furthermore, their degrees were acquired after the 1980s when facilities for teaching postgraduates students in Ugandan institutions of higher learning were not as good as they were before the 1970s. If the NCHE was to require universities to have qualified staff, then it too had to have staff that knew, and had the requisite experience, in how the university system operated. However, the implementation of this goal meant competing with universities for candidates. To compete with universities, the NCHE would have had to pay twice what professors and other university staff get in institutions of higher learning. Otherwise, few university or other tertiary institution staff would give up their teaching careers to join the NCHE. So I asked the Ministry of Education and Sports for increases in funding to overcome this bottleneck.

When I was told that the Ministry of Education and Sports did not have the money I was asking for, we decided on three strategies to execute the required work. First, we would monitor, inspect and accredit programmes using experienced staff hired from the university system on consultancy and limited time basis. These 'experts' would be paid consultancy fees whenever they did work for the NCHE. To do so, however, a qualified and experienced skeletal staff at the NCHE was needed to coordinate the exercises of recruiting, training and deployment of these people. The second strategy was, therefore, to have, or to hire, experienced, honest and level-headed workers who would form the nucleus of staff at the NCHE. This nucleus would coordinate all regulatory activities of the NCHE. Luckily, two seasoned administrators were identified and agreed to join the NCHE Secretariat. The first was Ambassador Yeko Acato who had just retired as Commissioner for Higher Education in the Ministry of Education and Sports. He knew the higher education sub-sector well, had a calm operational behaviour and could manage the coordination of monitoring, licensing and inspection of institutions. As Commissioner for Higher Education, he knew the various individuals in the higher education sub-sector that would help the NCHE. He also knew the applicable laws in the education sector, and so the NCHE was fortunate to have him. I gathered from various sources that he was respected by many of the university workers he came into contact with; hence he was an asset to the NCHE.

The second person we hired was Mr Phenny Birungi, a former head of the Ugandan National Library. Mr Birungi had a lot of experience in library studies and

communication. He is a brilliant man with an impeccable academic record. He had a Master's degree from a British university and was respected by many of his peers. Given his sharp wits, I thought, we all could, and indeed we did, form a nucleus of staff to coordinate people from the university sector to do what the Act required us to do. However, Mr Birungi's recruitment was delayed because some members of Council were not enthusiastic about him. I had to plead with them that he would do a good job before he was eventually appointed. Yeko Acato and Birungi would subsequently become the backbone of the NCHE staff in later years. Although these two had no work experience at university or other tertiary institutions, they were experienced, mature and respectable enough to coordinate the NCHE work. However, I always saw their role – and mine for that matter – as that of pioneers of a long journey. Like people running in a relay, we would hand our batons over to another generation of workers after completing our segment of the run. That generation would have terminal degrees and work experience in university or other tertiary institutions, and would not only implement what they inherited from us but would have the capacity to constantly conceptualise and design solutions to the ever-changing challenges of higher education. That is, they would not just administer the NCHE according to 'standing orders', as done in the civil service. They would also produce and implement conceptual knowledge models for the improvement and management of higher education in the country. They would engage in self-criticism, review the NCHE operations and study higher education ideas without personalising issues. This hope was always at the back of my mind.

To increase the nucleus of staff needed at the NCHE, we decided to hire people with good Master's degrees who could be trained to regulate institutions of higher learning effectively. My idea was to recruit people who would contribute to original thought and the production of education ideas, but the budget we had restricted us from hiring such highly qualified people. Eventually, we recruited four young people with Master's degrees but without any teaching experience in a tertiary institution. We expected them to learn the profession and adapt to the mode of operating the university system. These included Robert Kiwanuka Ngobi, Assimwe, and Patrick Okae who worked in the Quality Assurance Unit. The fourth person was Martin Osikei who started a unit on data and statistics. In the long run, Martin Osikei did a very good job. My inner feeling was that these people would obtain higher degrees in future to further boost their confidence to regulate universities. At the same time, I also realised that it was not only expensive but also risky to pay for academic terminal degrees of individuals whose duration of study was longer than their contracts with the NCHE. I thought it was cheaper to recruit already qualified and experienced individuals and pay for very short-term job specific training in quality assurance, education management and other areas that were relevant to the regulation of institutions and production of higher education ideas. Acquisition of purely academic qualifications while at the NCHE was, I thought, the responsibility of the individual. I thought that the NCHE

should train staff only in work-related areas. This is an issue which the current managers of the NCHE have to decide on. As for the older people, my colleagues and I, we would hold our positions *person to holder* until we retired and there would be no need for further academic training to acquire degrees. Moreover, all the three 'old men' as we were often referred to were over sixty years of age and soon enough it would be time to throw us out, anyway. In thinking about all these issues, however, I did not make any effort to personalise anything. I was merely looking at the organisation and its ability to contribute to the public good.

The last strategy, which fed into the first, was to train young academics and professionals from the university system and other tertiary institutions on how to monitor and inspect institutions of higher learning, accredit institutions and programmes, and help the NCHE by feeding it with the data they generate from the institutions. To this end, we organised short training programmes for both experienced and young academics in Kampala, Jinja and Masaka using experts from Kenya, Tanzania, South Africa, Ghana and the World Bank. I remember that I conducted the first training at Hotel Equatoria which very many eminent professors like the late William Senteza Kajubi attended. We struggled with the name to give these experts until we eventually settled for 'inspectors'. Appendix 4 contains a list of some of these early 'experts' or inspectors.

The inspectors were drawn from universities, colleges and other relevant institutions to carry out verification of the applications submitted to Council for Provisional Licenses, Certificates of Classification, Registration and Charters, and other inspections. They also monitored and inspected all institutions of higher learning on behalf of the NCHE. Inspectors were, and still are, independent adjudicators whose views are relied upon by the stakeholders involved in the verification exercise, especially the Council. The following benchmarks were used in selecting inspectors:

- (i) Possession of post-graduate qualifications, preferably PhD if they were to handle universities;
- (ii) Possession of a first degree in the case of the Other Tertiary Institutions;
- (iii) Experience in teaching, research and management of higher education sector; and
- (iv) A high degree of integrity and willingness to accomplish the task on time.

However, the Secretariat did not leave the inspection of institutions entirely to outsiders. We attached to each team we sent to institutions some of our staff who we called, 'Technical Officers.' These were members of the Secretariat who helped with:

- (i) Ensuring that letters of appointment for inspectors and data collectors were in order;

- (ii) Guiding the inspectors on points of law;
- (iii) Recovering and despatching application forms to members of the team;
- (iv) Making logistical arrangements such as travel and allowances for the team members;
- (v) Liaising with the institutions to be visited and making arrangements for the inspections;
- (vi) Ensuring that teams worked harmoniously;
- (vii) Doing follow-ups and obtaining any document that might not have been available to the team at the time of inspection;
- (viii) Ensuring that reports were written and submitted to the Council; and
- (ix) Any other issues which affected the inspection of institutions.

The inspection teams also went with people whose role was to collect data during the exercise. These were hired to:

- (i) Gather data about facilities, equipment, buildings and other areas of institutions; and
- (ii) Analyse the data against quality indicators.

This system of inspecting institutions is still in place. However, while many of the staff we hired did a good job, the NCHE staff capacity needed massive qualitative improvement to cope with the ever changing higher education responsibilities. I received hundreds of complaints on the behaviour of some of my staff who I sent to the institutions of their inability to grasp basic university procedures. This posed a serious challenge as the senior people, the Executive Director and his assistants, could not always go out for inspection trips. Heads of institutions complained verbally to me that the NCHE sent inappropriate individuals to monitor or inspect their institutions. As work increased especially after 2010, the challenge could no longer be left unattended to. Dissatisfied with the way we were conducting inspections, I set up a team of four people comprising Sebastian Ngobi, P. K. Kaganzi, Walter Nono and Innocent Nkwasiwe to study and report on how inspections and other external exercises were being conducted and give me recommendations in June 2012. Their report concluded that a lot of improvement was needed in the way Council conducted its inspections and other external activities. I shall return to this matter later.

Although we could not get the highly qualified applicants we needed, competition among those who applied was tough. Therefore, in the course of time, the hiring system at the NCHE was developed and made as fair as possible. By 2005, the National Council for Higher Education hiring procedures for Senior Staff officers had been standardised as follows:



- (i) Whenever a vacancy or need arose, the head of the section would discuss it with the Executive Director;
- (ii) If indeed there were vacancies, they would be advertised on the NCHE website and in credible print media;
- (iii) As the need for appointment arose, the Council either directly or through the Finance and Management Committee of Council, set up an Interview Sub-Committee to interview candidates;
- (iv) The procedure for short listing candidates were contained in the Staff Manual and followed as much as possible; and
- (v) All the NCHE interviews for senior staff positions consisted of four major components which applicants had to pass with an overall total mark of 50 per cent and above. The components were:
  - a) An oral interview where the candidate faced a panel/ committee (20 per cent);
  - b) A written interview consisting of questions on higher education, skills development and the role of higher education in the country's innovation system (30 %);
  - c) Job-specific questions in whichever area the candidate was seeking employment (e.g. law or finance) [30 %]; and
  - d) A computer literacy test administered, as NCHE did not employ computer illiterate persons (20 %).

When the results were ready, they were sent to the Council, which, in a full meeting (with a quorum), approved or rejected the recommendations of the Interview Committee or the Finance and Management Committee, whichever one conducted the interview. The Interview Committee was empowered to select an expert with skills relevant to a given job the Committee did not have. The Council, thus, appointed the successful candidates. The proof of appointment was a contract signed by the candidate and the Chairman of the Council. For junior officers, the same process was followed, except that the Interview Committees often consisted of the NCHE staff.

The Executive Director could, invoking a section of the staff manual, appoint junior staff/officers of Council for a period not exceeding six months but the appointments would still have to be presented to Council for approval.

As a result of the meticulous hiring process, the National Council for Higher Education had, by 2010, a good staff team and one of the most balanced, or regionally representative, staff among statutory agencies in the country. It had a mix of ethnic groups from most parts of the country. The secretariat had 3 (14.2 %) staff hailing from Apac, 2 (9.5 %) from Masaka, 2 (9.5 %) from Wakiso, 2 (9.5 %) from Katakwi, 2 (9.5 %) from Kampala, and 1(4.76 %) each from Belgium, Kanungu, Lira, Busia, Kamuli, Jinja, Bushenyi, Rukungiri and Masindi (Appendix 3).



I soon realised that we could not start accrediting programmes until we had a staff compliment with requisite experience in university teaching. Fortunately, the mandatory accreditation of programme was not added on the Universities and Other Tertiary Institutions Act until 2006 as an amendment (see section 119A). In September 2007, Professor Michele Lejeune, joined the NCHE as Deputy Executive Director and Head of Quality Assurance after retiring from Uganda Martyrs University where he had been a founding vice-chancellor. I briefed him on the problems of staffing at the NCHE, especially our inability to recruit people with work experience in the university. I gave him the green light to start on the accreditation of programmes, an exercise I had not dared to start due to the reasons already given. Professor Lejeune did a marvelous job and established a system of accrediting that is still in use today. The system of accrediting programmes that we eventually adopted closely followed the methods we used for inspections of institutions. We recruited and used programme assessors from the university system as we were already doing for institutional accreditation. However, Professor Lejeune worked in a hierarchical method, accomplishing tasks by himself and informing me, in most cases, after all pieces were in place.

By 2009 the situation on staffing was still the same as in 2003. Government funding of NCHE was so low that the organisation could not attract highly qualified staff from the university system. The four of us (Michel Lejeune, Yeko Acato, Phenny Birungi and I) tried to train the young staff in handling university staff. But the prejudices of university academic staff in having their activities coordinated or monitored by people they did not consider their equal in terms of academic qualifications was a problem. Professors whispered this to me quietly in the corridors. Owing to the nature of the problem, these complaints came directly to me and not the staff. In turn, I often discussed with my deputy about this delicate problem of sending staff that were not qualified to teach in universities as inspectors or monitors of those institutions. Before I could solve this problem, I realised that my staff had no interest in discussing or addressing the idea of ‘university experience’. My colleagues at the NHCE began to take offence whenever I mentioned this problem. Some thought that I was referring to them and not appreciating the enormous amount of work they were doing! I soon realised that my senior colleagues began to be less friendly whenever I mentioned this issue to them. I found out later the extent of their anger when I sought opinions on how to make NCHE play its second role as a producer of knowledge and leader in academic matters pertaining to higher education. When I suggested this idea in a circular, I received no cooperation. Indeed, the reaction of one of my colleagues was hostile. Despite that, I decided to struggle to get more funding in order for the NCHE to hire more qualified staff, to train those we already had and to increase the numbers of staff.

The staffing situation was worse for the other tertiary institutions desk. We advertised for the position and we thought we had got someone who had experience of teaching in non-university tertiary institutions. He did the interview well but when the offer was given to him, he declined. While I was away, a former dean of a university education faculty was hired to manage these institutions. He had earlier on applied for a more senior position in the NCHE but a recommendation from his institution was negative and so we did not take him for that senior post. When I returned and I told him that I knew very little about tertiary institutions and, therefore, wanted him to give me a list and map of all those institutions, provide a set of capacity indicators we would use to inspect other tertiary institutions, and design a general quality assurance framework for those institutions, he said he would do so. By the time I left the NHCE, in 2012, he had not given me what I had asked him to give me.

### **Addressing the Apparent Duplication of Effort in the Ministry of Education**

I soon realised that there were other units within the Ministry of Education which were also responsible for higher education. These were the Department of Higher Education whose mandate seemed to be overall in supervising higher education institutions including the NCHE. Secondly, there was the Department of Business, Technical and Vocational Educational Training (BTVET). The latter body was responsible for all non-university technical higher institutions. But the UOTIA Act gave a blanket mandate to the NCHE to supervise higher education quality in tertiary institutions, including the diploma-awarding non-university tertiary ones. Indeed, the duplication of roles within the Ministry of Education was also noted by a World Bank study (Liang 2004). These duplications, I realised, would bring conflict among the subject units of the Ministry of Education and Sports.

Since 2003, there had been many instances where clashes might have occurred especially in areas of executing specific higher education projects. First, the NHCE Secretariat thought it should have managed the Visitation to Public Universities in 2006/7 exercise. The NCHE felt that it had the manpower and resources to host that project, do it well and come out with a report, which would then be implemented by the Department of Higher Education. But the Department of Higher Education took on the hosting, directing the study and managing the reports' discussion with the Top Management of the Ministry of Education and Sports. The NCHE gave the Department all the support to complete the project. Secondly, there was the Loan Scheme Study, which the NCHE had thoroughly done as early as 2008, completed and handed the report to the Ministry. The NCHE then heard that a new study was to be conducted. Indeed the 'experts' who did the second study came to the NCHE and we gave them the NCHE reports we had made on the subject. They were amazed at the work already done on the loan scheme. But they went

ahead all the same to present their own report. My feeling was that the NCHE had already done the work, which the Ministry should have used and there would have been no need for a repeat of the job. Lastly, when the NCHE was asked to manage research and staff development funds for public universities, some individuals in the Department of Higher Education were not pleased. The NHCE did a good job for some time until the funds began to dwindle.

According to the Ministry structure, the NCHE is an autonomous agency, which does not need to report to the Commissioner, Higher Education. However, this relationship has not been clarified. I thought it prudent to appear to the Commissioner that I was the junior partner in our relationship. To minimise the clashes, I decided early that the NCHE would focus and excel in the creation of ideas that would constitute the ingredients of higher education policy which the Department of Higher Education would implement. In other words, the NCHE was not only to be a higher education regulator but also a knowledge factory like other research centres of academic excellence such as the University of Twente, the Quality Assurance Committee of South Africa's Commission for Higher Education and the International Higher Education Centre of Boston University, Massachusetts, USA. This was, after all, the NCHE second mandate. To become so, a professional yet highly educated staff in key departments of the NCHE was necessary. For the staff to produce ideas, a job experience in the university or other tertiary institutions was necessary. This position reinforces what the late Dr Justus Mugaju and I had agreed on, namely, that to be a regulator of universities, the staff must not only know what universities do, but they must also do it better than the universities themselves. They must also be seen to be as qualified and experienced as university professors and not allow themselves to be denigrated by producing pedestrian materials. Finally, the NCHE had to lead in higher education knowledge production. Thus, in the first few years of the organisation's operation, the NCHE had to manage without the type of staff required to give it the needed niche as described above. But I always tried to attain that goal.

When Dr Pius Achanga, Dr Cyrus Ssebugenyi and Mr Francis Otto joined the Quality Assurance Unit, the quality of NCHE staff improved remarkably. The new breed of workers I wanted the organisation to have was slowly joining the organisation. Pius Achanga conceptualised the restructuring of the Secretariat while Cyrus Ssebugenyi produced drafts of a Qualifications Framework and a Tool for the Accreditation of Programmes in a short period of their employment. Francis Otto was able to do a marathon task of accrediting of programmes in a very short period. Furthermore, these individuals were writing papers for publication and I was privileged to have made suggestions to improve some of their drafts. Unfortunately, I did not stay long enough to nurture the new breed of staff to produce more higher education ideas or to lift the NCHE to a higher education knowledge production organisation as I would have liked. I hope they will continue to do so as very few people are writing or participating in debates on higher education issues.

### **The Ministry Gets Nervous about the Invisibility of NCHE**

Almost two years after the Universities and Other Tertiary Institutions Act 2001 was enacted and about one year after the Secretariat was put in place, there was no report on the establishment of the National Council for Higher Education; in other words, the public had no knowledge of our existence. As a result, I was asked to brief the top officials of the Ministry of Education and Sports about what the NCHE had so far done. Thus, on 3 September 2003, from 3:30 to 6:30pm, I briefed the top officers of the Ministry of Education and Sports about the work of the NCHE. The officers present included the Hon. Minister of State for Higher Education, Dr Beatrice Wabudeya; the Hon. Minister of State for Primary School, Hon. Namirembe Bitamazire; the Permanent Secretary, Ministry of Education and Sports, Mr Francis X. Lubanga; the Director of Education, Dr Richard Rwagalla Akankwasa; the Commissioner, Higher Education, Ambassador Yeko Acato; and the Personal Assistant to the Minister of State, Higher Education, Mr Clovis Muhumuza.

The meeting was opened and chaired by the Hon. Minister of State for Higher Education. She informed those present that the purpose of the meeting was to give a chance to the Executive Director of NCHE to inform the Ministry what the National Council for Higher Education was all about, and what it had done since it was established and mandated to regulate higher education on behalf of the Ministry. She added that much was expected of the two-year-old institution, noting, however, that the profile and public awareness of the institution were below expectation; hence the need for the Ministry to know what was going on. She, therefore, asked me to brief the meeting on what was going on in the NCHE.

I began by informing the meeting that a lot had been achieved since I was appointed in November 2002. The recruitment of staff was progressing steadily. Furthermore, an organisational structure (organogram) was conceptualised and approved by Council which permitted it to hire a number of officers. Those hired included an administrative assistant and a finance officer who started work in January and April 2003, respectively. I also mentioned two other workers appointed at the level of Assistant Executive Directors who would soon start working. I informed the meeting how the Council had met a number of times and, relying on section 20 (1) – (3) of UOTIA, constituted various committees, including Quality Assurance, Accreditation, Research and Planning, and Finance and Management, as well as Curriculum and Accreditation to perform various tasks as per defined terms of reference. I told the meeting that the Council felt very strongly that rules, guidelines, and other benchmarks had to be in place before the licensing and accreditation of institutions of higher learning could take place. I added that a lot had been done in that direction. First, the general procedures for accrediting the universities had been developed. Those for other

tertiary institutions were being developed. The following papers were then developed to strengthen the process:

- (i) A checklist of institutional capacity indicators to guide those establishing and inspecting institutions of higher learning. The focus of this was on the universities;
- (ii) A number of rules to guide the exercise of licensing and accrediting of institution.

I further revealed to them that the following activities were planned for the next twelve months:

- (i) Collection of data on institutions of higher learning as a basis for decision making;
- (ii) Drawing up of a register on higher institutions for publication in the Gazette;
- (iii) Sensitising/training of Council Members; and
- (iv) Designing of methods for handling the crises and complaints in institutions of higher learning.

It was realised that using the capacity indicators for quality measurements that we had developed could generate political reactions. The officials wondered who would pay the political price. Furthermore, the officials asked who would pay the stakeholders of collapsing institutions. On this point, I suggested that a performance bond or a deposit of US\$ 1 million be paid by applying institutions. The bond would protect students and parents of collapsing institutions. But this suggestion was not enthusiastically received as it had many political consequences. I concluded by telling them of the following challenges that we were facing:

- (i) Poor funding to the extent that we could not hire the required staff;
- (ii) Lack of furniture. Up to that time, we were using my personal furniture and computer to perform public duties; and
- (iii) The low profile of the premises we were using which did not reflect the organisation's status.

The Brief was appreciated by all of the officials present, and they were satisfied that the presentation was informative and satisfactory.



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## Designing the Benchmarks for Universities

### **Introduction**

A great deal of the conceptual basis for the designing of the various benchmarks that have now been consolidated as the NCHE Quality Assurance Framework were worked out in the first year of the NCHE Secretariat by myself with the assistance of the late Dr Justus Mugaju. Together, we reviewed various benchmarks from various institutions and countries to find out which would be applicable to Uganda. Our aim was to develop user-friendly but specific benchmarks for determining quality higher education. We decided, first, to look at the few universities that were operating in Uganda in 2003 and review their facilities and, second, to develop the attributes of a 'model university' fit for Uganda. We put our ideas together and agreed that a paper should be written from which the benchmarks would be drawn. We both designed the structure of the paper while Dr Mugaju wrote it in his impeccable writing style. We agreed that Dr Mugaju would own the copyright of that document or paper since he did the writing and fashioned its final shape. This paper has since been published by Phenny Birungi in Uganda Higher Education Review, vol. 1, no.1 of 2004. From this paper and, after comparing with other international standards such as those of the Association of Commonwealth Universities, the various USA Accreditations agencies, UNESCO and OECD, I developed what is now the section of the Quality Assurance Framework that is referred to as 'capacity indicators' (Appendix 5). These indicators were shown to the Ministry of Education officials in a meeting I had with them in September 2003 (chapter 2). Furthermore, we subjected many of the benchmarks that flowed out of this and other papers to stakeholders at a number of workshops in Jinja, Entebbe, Kalangala and Kampala later on. These indicators have conditioned most of the NCHE quality assurance rules and regulations. By the end of 2005, most of the NCHE Quality Assurance Framework sections were in place.

## **A Model University for Uganda: The Paper that Guided the Initial Design of the Benchmarks for the NCHE Quality Assurance Framework**

As noted above, the ideas behind this paper were jointly developed with my late friend, Dr Justus Mugaju. He did the writing of the paper and I am reproducing parts 2 and 3 of the paper in memory of his contribution to the development of quality assurance benchmarks for higher education in Uganda.

In considering what a model university should be, Dr Mugaju and I discussed a number of questions. These included the following:

- What are the attributes of a model university to which all public and private universities should aspire?
- What does it take in terms of material and human resources to establish and operate a model university?
- What should be the pursuits of a model university?
- What should be the products of a model university in terms of skilled human resources and the generation of knowledge?
- What should be the relationship between a model university, on the one hand, and the taxpayer on the other?

By definition a model university is universal institution. It is both multi-disciplinary and multi-cultural. It is open to all qualified students and staff regardless of sex, religion, ethnicity and race. Merit and performance are the only qualifications for membership of the model university community.

1. A model university is a centre of intellectual excellence in learning, teaching and research. It has a highly qualified, committed and motivated faculty who are fascinated by knowledge and whose lifelong ambition is to impart that knowledge to successive generations of their students. Professors in a model university are models of excellence and sources of inspiration to their students. They are respected for what they know rather than what they have. Their treasures are their students, their books, their publications, and these days, their laptops. In their work, the university professors have to learn, master and continuously review new methodologies, techniques and technologies in order to remain at the forefront of knowledge in their respective disciplines. University life revolves around intellectual debate, speculation and scientific inquiry. A model university is a battlefield of contending ideas and schools of thought.
2. A model university generates, disseminates and preserves knowledge. It is first and foremost a factory of knowledge production through research and innovation. It disseminates research findings through seminars, conferences, lectures and, above all, publications. A university without research and publications can never gain an international reputation. Otherwise, it is a



glorified high school. The best universities in the world have gained their reputations thanks to their distinguished research and contribution to human knowledge. At an individual level, professors in a model university publish not because they do not want to perish but because they believe they have something important to share with their peers and the public at large. Through the libraries, archives and information technology resource centres, a model university preserves knowledge for present and future generations.

3. At a practical level, professors in a model university contribute to applied knowledge in the health sciences, agriculture, technology and industry. They are at the forefront of the knowledge economy. They are patronised by industrialists and businessmen and women. Their products feed into the R & D programmes of various sectors of the economy. Their consultancy work is critical to the public and private sectors, as well as civil society organisations.
4. A model university has the capacity to generate resources on a continuous and sustainable basis from investments, rentals, endowments, grants and consultancies. Being the centre of knowledge and intellectual excellence, a model university operates profitable model farms and firms for the rest of society. The chief executives of model universities are judged not only according to their academic and administrative leadership but also by their ability to mobilise resources for the university. A model university can recruit and retain scholars of international repute..
5. A model university is a centre of civil society activism. It is by nature critical, inquisitive, experimental and innovative. It subjects conventional wisdom to the rigours of intellectual debate and criticism. It appreciates the virtues of tradition but constantly questions the relevance, equity and utility of traditional values, institutions and practices in light of new knowledge. A model university is also the moral high ground of a society. It identifies and analyses, on the basis of empirical research findings, the root causes and effects of social ills in society and offers possible practical solutions.
6. A model university has the capacity to analyse issues, priorities and strategies regarding local, national, regional and global development, and to offer practical and realistic solutions. A model university produces independent-minded graduates, innovators and inventors who play vital and complimentary roles in national development. A model university produces citizens with shared values and aspirations. Such citizens are broad-minded, knowledgeable beyond their immediate expertise, tolerant, considerate, sensitive, receptive to new ideas and, above all, cultured.
7. A model university is independent in the development of its curriculum, the enrolment of students, the recruitment and promotion of academic staff and the determination of research programmes and priorities. It jealously

protects the academic freedom of its faculty and resists unwarranted external interference. Of course, even a model university heeds the advice of those who pay the piper but it does not compromise its freedom. Ideally, a model university is invariably engaged in a mutually beneficial relationship with government, the private sector, and the civil society.

Since innovations, ideas and information technology have become the engines of the global economy, a model university produces graduates who think logically, critically and scientifically and who are capable of competing and excelling in the global market.’

### **Possible Parameters to Guide the NCHE in Licensing and Accrediting Universities in Uganda**

A model university sets the ultimate standards against which universities in the real world can be measured. Clearly none of the universities in Uganda remotely resembles what a model university should be. Not even the best universities in the world are perfect. Each of them has its strengths and weaknesses and there is always plenty of room for improvement. Bearing these remarks in mind, it is still important for universities to aspire to perfection however elusive and difficult it may be. That is why in licensing and accrediting universities, it is advisable for the NCHE to set standards that will ensure the credibility, viability and perpetuity of those institutions. Accordingly, the following parameters are suggested for consideration.

#### ***Licensing New Universities***

In considering the applications for provisional licenses, the following parameters should be taken into account.

#### ***The Financial and Professional Credibility of the Sponsors/Promoters***

Do they have sufficient and demonstrable resources to start and operate a university on a continuous and sustainable basis? Do their professional backgrounds demonstrate long-term and enduring commitment to university education? Or are they speculative investors who hope to cash in on the growing demand for university education but would cut their losses and run once the expected rewards do not live up to expectations? Individual sponsors of universities should be required to submit their CVs and evidence of their creditworthiness together with their applications.

#### ***The Financial Resources at the Disposal of the Proposed Universities***

Since financial resources are critical to the development of the infrastructure, the purchase of furniture and laboratory equipment, computer hardware and

software, stocking libraries and the remuneration of academic, administrative and support staff, the applicants should present detailed and comprehensive information regarding student growth, student unit cost and revenue projections over say a period of ten to twenty years. The reliability of the sources of income must be proven to the satisfaction of the Council. Perhaps the Council may wish to fix the minimum student unit cost threshold or the minimum start-up capital that every university must have before applying for a provisional licence.

### ***The Suitability and Credibility of Members of the University Council and Senate***

The NCHE will assess the professional background, experience, reputation and interests of members of council and senate. Do they individually and collectively have the capacity to guide the university during the crucial formative years? Have they agreed to serve?

### ***The Credentials of the Chief Executive***

The calibre of the chief executive in a new institution is crucial. The chief executive must have a distinguished academic record as well as experience in running a university or any other comparable institution of the country. The chief executive must show keen interest in the advancement of university education and must be conversant with national needs and aspirations. He must inspire confidence in the academic community and the public at large. The applicants should be required to submit the resumé of the key officers of the university together with the applications.

### ***The Calibre of Academic Staff***

The quality of the academic staff determines the quality of a university. The proposed academic staff must be highly qualified with a high proportion of PhD holders, meritorious contributions to human knowledge as evidenced by publication and academic awards and evidence of staff development programmes in progress. The university project must demonstrate the capacity to recruit and retain brilliant and qualified staff through competitive remuneration packages, as well as enabling them to do research. Academic staff are hired for their intellectual contributions to society, ability to teach and not because of their age, sex, nationality or tribe.

### ***Curriculum Content and Relevance***

An applicant should provide a clear justification for the establishment/ operation of a university, indicating the uniqueness of the content, the gaps to be bridged,

the relevance to local or national needs and aspirations and the intended balance between teaching and research. An applicant should also demonstrate how the university curriculum will benefit its locality.

### *Accrediting Universities*

In considering the applications for accrediting the universities, the following factors are going to be taken into account:

#### *Student Performance Since the University was Licensed*

What has been the increase in student enrolment since the university was given a Provisional License? How many graduates has the university produced and in what disciplines? To what extent does the university student population reflect the multi-ethnic character and gender balance of the country? How have the graduates fared in the job market? How competitive have they been compared to graduates from other universities during the same period?

#### *Infrastructural Development*

How many buildings, for example, lecture rooms, laboratories, computer rooms, resource centres and libraries, have been constructed since the university was established? To what extent has the university realised the targets in its strategic plan?

#### *Academic Staff and Staff Development*

How many members of staff have been recruited, at what level and with what qualifications since the university was licensed? How many have been promoted? How many have been trained under the university staff development programme? What has been the retention rate of the university?

#### *Research and Publications*

What is ongoing research in the university, in what areas and of what relevance? How many books, chapter contributions and journal articles have been published and in what disciplines since the university was licensed?

#### *Educational Facilities and Programmes*

How many new books have been bought since the university was licensed? What additional computer hardware and software have been purchased/upgraded? What other technologies/information systems have been introduced to enable the university to access, use and preserve information? What new university faculties/programmes have been introduced and what are they?

### *Financial Performance*

Applicants should submit all their audited accounts since the university was licensed. To what extent have the sources of revenue conformed to the projection at the time when the licence was granted? What original sources of revenue have dried up and what new sources have come on stream, if any? Are the financial resources properly managed and utilized? Is the university financial base sound enough to warrant accreditation?

### *University Vision and Mission*

To what extent has the university's overall record since the licence was granted conformed to its declared mission and vision, as well as the national skilled manpower requirements as specified in the application for charter? What does the university intend to do to consolidate whatever progress has been made since it was licensed and to address any obstacles to the delivery of quality university education? Has the university implemented its strategic plan or has it been operating without one?

In a poor country like Uganda, the quest to establish and operate universities must be tempered by a sense of realism. Those who seek to establish universities should not be allowed to take the public for a ride. Universities are not like other businesses. Their failure can lead to disastrous social consequences for the country. Having half-baked university graduates whose services are not needed in the general market and in our rural areas and with neither the will nor the means to be self-employed, will generate social tension and conflict in the country. It will be a total disaster for this nation. It is, therefore, advisable to establish and operate only affordable and sustainable universities whose products can be absorbed by the economy and to redirect university education seekers to other more appropriate institutions of higher learning, leaving the door open for their access to university education at a later stage in their career development. This means that the Ministry of Education must link the Other Tertiary Institutions with the University sub-sector to permit mobility of students amongst institutions and disciplines. A credit system is probably the best chain to link the two sub-sectors. The non-university tertiary sector must not be seen as a dead-end road. It must be made to generate hope for upward social and educational mobility.

### *The Untimely Death of Dr Justus Mugaju*

The untimely death of Dr Justus Mugaju robbed me of a person with whom I could discuss new concepts freely without personalising them. His contribution to the development of the NCHE was larger and longer than the time he spent at the organisation's office. I owe him a lot for his stimulating thoughts and clear mind. We often, of course, disagreed on a number of points each of us presented, but such disagreements were not allowed to develop into personal animosity. That is how staff working for the public good should behave.



# The Quality Assurance Framework for Ugandan Universities

## **Introduction**

The National Council for Higher Education ensures the delivery of quality higher education through the use of a general evaluating tool called the Quality Assurance Framework. This tool is an amalgamation of a number of rules and regulations developed over a number of years starting from 2002. By the 2005/6 financial year, a number of rules, regulations and benchmarks had been drawn. Still using the 'Model University' paper as a guide and discussions with the late Justus Mugaju as standard setters, we merged a number of our developed benchmarks into a single tool that would reflect most of what we had designed so far. Phenny Birungi worked very closely with me to prepare this instrument for gazetting. He refined the library benchmarks, the original of which was obtained from the Kenyan and Tanzanian standards. Together, with the skeletal Quality Assurance Department, we organised our thoughts for disseminating the product in workshops and news media to stakeholders before gazetting them. Although the staff that had university working experience had left Council and we could not easily recruit others because of funding problems, I tried to expose those I had on the ground to the best working practice in universities. Council staff (almost all of them with Master's degrees and little university teaching experience) interacted with university stakeholders, made study tours to Kenya, Tanzania, Mozambique, South Africa, and the Netherlands to learn how higher educational systems operate, and how they are regulated. Many of the staff began to master higher education regulating concepts and terminologies, and I became confident that they would not embarrass the NCHE in university forums. Personally, I had been exposed to quality assurance culture long before I started working at the NCHE. I had gone to Canada, the USA, Japan, France and the Republic of Ireland and had observed how higher regulatory agencies operated and the tools they used to assure quality. It was no surprise, therefore, that we were able to put

together an internally consolidated quality assurance framework that we gave to stakeholders for discussion in various forums.

The Framework, which has two components that will be described below, starts by defining major terms and words used to describe quality in higher education for proper understanding. The terms include: *Quality*, which is often defined as *fit for the purpose* but in the real world is difficult to define. We realized that there was no agreement on a precise definition of the term or the various components that constituted ‘*Quality*’. We started the Framework by stating what we meant by the terms we used. The terms most used to describe quality include quality assurance, quality control, quality audit, quality assessment and academic standards (University of Aberdeen: <http://www.abdn.ac.uk/registry/quality/section2.hti>). We defined *Quality Assurance* as the way a university satisfies itself that the structures and mechanisms for monitoring its quality control procedures are effective and, where appropriate, promote the enhancement of the quality of its educational provision. *Quality Control* is defined as the methods and regulations put in place to control quality. *Quality Audit* is defined as a process of checking that procedures are in place to assure quality, integrity or standards of provisions and outcomes. *Quality Assessment* involves external evaluation by peers of an actual provision in particular subjects, by scrutiny of institutional documentation, student work, direct observation, interviews, and by reference to performance indicators. Academic Standards is defined as the specific levels of academic attainment that are used to describe and measure academic requirements and achievements of individual students or groups of students.

From the foregoing, it is clear that the major responsibility of assuring quality lay with each individual institution and with the National Council for Higher Education as a partner, a guide and, much as I hate to say so, a legal enforcer of quality if an institution could not do so by itself. Each institution was, and still is, required to have a quality assurance unit at the departmental, faculty, and at the central institutional level to manage quality assurance issues.

### **Components of the Quality Assurance Framework**

The Quality Assurance Framework that the NCHE developed in the period 2002–2012 consists of two major components: a regulatory component at the level of the National Council for Higher Education and an institutional component within each higher institution. These two levels work together to enhance the quality of education delivered in each institution and ultimately in the whole country. What follows below is a full description of these two components.

#### ***The Regulatory (External) Component at the NCHE Level***

The NCHE, as the chief regulator of higher education in Uganda, is responsible for the overall enforcement of quality. It does so through a number of methods, including the following:



### *Institutional Accreditation*

Institutional accreditation, which translates to the permission given to institutions to exist and deliver higher education by the National Council for Higher Education, is a tool of quality assurance. It is a feedback process against which institutions are assessed before they are licensed at various stages. It is a rigorous but necessary exercise and covers all areas of institutional life and operations, ranging from examining land, staffing, educational facilities, governance, infrastructure and the financial administrations (See appendix 5 for a checklist of capacity indicators). In this exercise, the National Council relies on the provisions of the University and other Tertiary Institutions Act. The Act spells out Council's functions and powers with regard to the NCHE's role of ensuring quality higher education in institutions of higher learning. Under the Act, the Council is empowered to make regulations to give force to its powers and functions. Accordingly, the NCHE issued a number of statutory instruments. These include:

- a) Statutory Instruments 2005 No.80,1 [The Universities and Other Tertiary Institutions (Establishment and Operation of Private Universities and Private Universities and Other Tertiary Institutions Institutional Standards) Regulations, 2005]. Regulations under this Statutory Instrument form the basis of the Council's work in licensing universities to operate in Uganda;
- b) Statutory Instruments 2005 No. 84 (Equating of Degrees, Diplomas and Certificates); and
- c) Statutory Instruments 2005 No. 85 deals with institutional standards of universities and other tertiary institutions.

### *Programme Accreditation*

All courses of study delivered in institutions of higher learning in Uganda must be accredited by the NCHE. These courses must fulfill the following requirements of the law, that is, to:

- a) Meet 'minimum standards of study' as defined and set by the National Council for Higher Education [Sec 4(i) of the Act] ;
- b) Promote national interests in courses of study and professional qualifications [Sec 4(m) of the Act] ; and
- c) Be taught by sufficient and qualified staff using adequate education facilities in safe and accessible physical structures [Sec 4 (l) of the Act] and;
- d) Enhance and operationalise the credit accumulation and transfer system for Uganda's higher education sub-sector being developed by the Council;
- e) Ensure that students learn the basic elements of any course they study;
- f) Guarantee value for money to students and parents; and
- g) Enhance the quality of higher education delivered in all institutions of higher learning.

The National Council for Higher Education asked all universities to forward the minimum requirements for all courses they offer in a given format. Universities applying for charters and provisional licenses were asked to describe their courses of study in an agreed format before their applications would be processed by the NCHE. In future, the NCHE must not only restrict itself to this 'theoretical' accreditation, but must also check on the facilities under which these programmes are delivered. In the period 2002–2012, we were not able to go that extra mile due to the initial underfunding and internal discords within the Secretariat in the latter period of my directorship as the reader will find out in section III of this book.

### *Merit based Admission into Higher Education Institutions*

The quality of human inputs (students) has a bearing on the quality of outputs (graduates) of the institutions. The institutions are required to admit only qualified students based on merit. This is the law of the land. The NCHE insisted, and still does, that university admission processes must be open, transparent and should not segregate applicants on the basis of tribe, race, gender or creed. Students are admitted to Ugandan institutions of higher learning through any of the following windows:

- a) Direct entry from schools: A candidate must have obtained six (6) passes, including Mathematics and English, at O' Level and two (2) principal passes at the same sitting at A' Level;
- b) Mature age entry: Candidate must be 25 years and above. They must pass (i.e., obtain 50 per cent or above) in a Mature Age Entry Examination upon which they would be assumed to have acquired the equivalent of 'O' and 'A' levels combined; and
- c) Diploma entry: A candidate must have obtained a diploma (credit/distinction) from an institution recognised by the National Council for Higher Education and the diploma must be related to the area of study to be pursued in the higher institution.

In the period 2002–2012, the law did not favour bridging, that is gaining access to higher education through remedial courses organised by institutions except in rare cases where NCHE permitted them. For postgraduate admissions, public and accredited (i.e. chartered) universities must have an approved mechanism of admission in place. Such a mechanism must be approved by the institution's senate and the National Council for Higher Education.

There were protests against these strict entry requirements based on Uganda's unpredictable examination system. The late Professor William Senteza Kajubi felt very strongly that these requirements limit access to individuals who may not have the materials and psychological peace of mind to pass examinations. While I agreed with him, I also realised that equity of access must have a measuring yardstick if it is to be enforced. For now, examinations are a necessary evil in enhancing fairness in the distribution of scarce higher education places in the few universities available.

### *The Quality of Academic Staff*

The quality of the teaching staff is key to the quality of an academic institution. Section 119 of the Act states that *No University or Tertiary Institution shall employ a lecturer, instructor or other person recruited for the purpose of teaching or giving instructions to students whose qualifications do not conform to the standards set by the National Council for Higher Education by regulations.* The National Council for Higher Education developed a number of regulations to make sure that this law is obeyed implicitly. Auditors carrying out institutional audits of universities were asked to review the following:

- a) The regulations regarding the appointment, promotion and dismissal of staff;
- b) The qualifications and experience required for the appointment, promotion and firing of staff;
- c) Staff-student ratios in various programmes;
- d) Policies regarding the recruitment and use of part-time staff; and e) Presence and methods of assessment of professors, lecturers and teaching assistants or instructors by students.

In an effort to regulate and standardise the qualifications and titles of academic staff in all public and private higher institutions, the National Council for Higher Education issued guidelines shown in the Table (4.1) for use by universities:

**Table 4.1:** Guidelines for Qualifications of Staff

Academic Position	Research Position	Library Position	Qualifications
Teaching Assistant	Assistant Research Fellow	Assistant Librarian	1st degree 1st class/ upper second Hons
Assistant Lecturer	Research Fellow	Librarian	MA/MSC
Lecturer	Senior Research Fellow	Senior Librarian	MA/MSC
Senior Lecturer	Research Associate Professor	Chief Librarian	PhD
Associate Professor	Research Professor		PhD
Professor			PhD

I considered librarians as academic staff given their role as custodians, organisers and disseminators of knowledge. Libraries are the hearts of institutions, and librarians are organs of the same institutions.

For the designation of academic staff, the NCHE recommended the following standards for university staff (Table 4.2). But we were not able to complete similar benchmarks for non-university tertiary institutions for reasons explained in chapter 2.

**Table 4.2: Standard Designations for Academic Staff in Higher Education Institutions for Uganda (Universities)**

Position	Entry qualification	Net level	Condition for promotion
Tutorial Assistant/ Teaching Assistant	1st degree Honours First or upper second division. Lower second acceptable in special circumstances.	Assistant Lecturer/ Assistant Research Fellow	Master's degree with a B+ performance or above academically good grading.
Assistant Lecturer	Master's degree; B+ and above	Lecturer	PhD degree
Assistant Research Fellow	Master's degree ; B+ and above	Research Fellow/ Librarian	PhD degree plus three published papers since last promotion
Lecturer	Master's B+ and above	Senior Lecturer	Minimum of three years' experience since last promotion; Three published papers and one good book with ISBN
Research Fellow/ Librarian	Master's B+ and above	Senior Research Fellow/ Senior Librarian	Minimum three years' experience since last promotion; Five published papers; Published one good book
Senior Lecturer	PhD degree	Associate Professor	Three years since last promotion; At least six published papers some in refereed journals; Originality of research findings
Senior Research fellow/Senior Librarian	PhD Degree	Associate Research Fellow	Three years since last promotion; Published ten good quality papers since last promotion (some in refereed journals); Originality of research findings
Associate Fellow Research Fellow/ Associate Library Professor	PhD Degree	Professor	Three years since last promotion; Competence to supervise postgraduate students ; Administrative abilities; Six high-quality papers published since last promotion.

Associate Research Fellow/ Associate Library Professor	PhD Degree	Associate Research Professor Associate Library Professor	Three years since last promotion; Published at least 10 papers since last promotion (some in referred journals); Originality of research Findings; Administrative ability; Competence and experience to supervise postgraduate students and other members of staff.
Professor	PhD Degree		Competence to supervise and guide postgraduate students and other members of staff; Ability to shoulder administrative duties.

### *Examination Regulations and Standardisation of Awards*

Realising the complexity of assessment and the varying views surrounding the usefulness or otherwise of the system of final examinations, we permitted institutions to devise the type of examinations they felt would demonstrate that students had learned what was expected of them. The following are the recommendations we put in the general Quality Assurance Framework after consulting institutional faculty regarding examinations:

- a) Institutions of higher learning shall ensure that all their candidates are fully informed in writing of existing examination regulations and procedures at the beginning of the semester/term;
- b) Institutions shall ensure consistency in the formats of examinations, transparency in their conduct and rigour when using the relevant marking schemes. Each head of programme must have a marking scheme for every paper. Students have a right of access to the marking schemes;
- c) Each institution shall put in place mechanisms for quality assurance in its examinations. Such mechanisms shall include the vetting of papers, ensuring proper conduct of examinations as well as marking by both internal and external examiners; and
- d) Students have a right of appeal if they perceive a lack of transparency in the conduct of examinations, unfair treatment and/ or poor assessment of their work. Each department, faculty or any other unit of an institution must create an appeal panel or put in place a working appeal mechanism. The senate is the supreme panel of appeal for academic complaints.

It was required that courses given for each programme be appropriately weighted. Scores in students' Grade Point Average (GPA) were to be assigned in letter grades as follows:

A	B+	B	C	D	E
5	4	3	2	1	0

### *Academic Awards*

In its determination to make sense of what could become a forest of grading and award types, the NCHE decided to devise an understandable, uniform and, therefore, transferable way of writing awards. For the purpose of classification of final awards, all institutions were asked to use a Five Point System in averaging the final grade of a graduate. The following classification of awards were recommended, debated in a number of forums and approved by the majority of stakeholders:

First Class	A=(4.4–5.0)
Upper Second	B=(3.60–4.39)
Lower Second	B=(3.0–3.59)
Pass	C=(2.0–2.9)
Fail	D & E=(0–1.9)

Institutions were asked to give specific awards as shown in Table 4.3.

**Table 4.3:** Standard Types of Awards NCHE Recommended for Universities

	Classification Criteria	Certificate	Diploma	Advanced Diploma	Bachelor Degree	Postgraduate Diploma	Master's Degree	Ph.D.	Post Doctorate Award
1	Minimum years spent in school	1	2	1	3	1	1½	3	¾
2	Number of credit hours	45	45	80	120	45	120	240	120
3	Internship and or requirement for practical's	Y	Y	Y	Y	Y	Y	Y	Y
4	Term/Semester Paper or Research Report	Y	Y	Research Paper	Major term paper	Research paper			
5	Dissertation/ Thesis required						Y	Y	Research Report

*Assessment of Professors, Lecturers, Instructors and Tutorial Assistants by Students*

The NCHE directed that students must assess all instructors, lecturers or professors delivering university-level education. The assessment by students contributes to the improvement of the subject staff and helps the individual staff to identify personal weaknesses at the end of a course. The head of an academic department was required to collect these assessments, analyse the comments and show them to the subject instructor/lecturer after the results of the said examinations were approved and published by Senate/Executive Boards. This action was intended to protect students and improve the teaching methods of an instructor, lecturer or professor.

*The Institution's (Physical) Infrastructure*

The institution's infrastructure includes land and all the developments on it such as buildings, roads, paths, farms/gardens and playing fields. Council put in place various regulations and guidelines for institutions for the development of the infrastructure.

Statutory Instruments 2005, No. 80 schedule 4 and Statutory Instruments 2005 No. 85 Part IV emphasise the need for institutions to have good infrastructure in place. Appendix 5 contains the NCHE capacity indicators developed for Ugandan universities. Since 2003, these regulations have become NCHE's reference point for determining the infrastructure quality indicators of a university. I wanted to have similar capacity indicators for Other Tertiary Institutions but the relevant section did not work as fast as I would have liked it to.

*Regulating Cross-border Higher Education*

During my tenure of office, the NCHE was unable to advise the Minister of Education and Sports on how to regulate cross-border higher education (which includes the movement of students and programmes across borders). Council waited for the UNESCO/OECD international information tool of accredited institutions before making a decision. But the tool was not universally endorsed by all nations. However, many members of Council viewed the South African regulatory framework for cross-border higher education as the best model for Uganda to adopt. This framework has two major components namely:

**Foreign Providers in South Africa**

'All foreign institutions which offer higher education programmes in South Africa, including those higher education institutions which are subject to the accreditation requirements of other national, regional or international agencies, are subject to the Higher Education Quality Assurance Committee (HEQC)

programme accreditation policies, requirements and procedures. In addition, these institutions have to satisfy the registration requirements of the department of education and the qualification registration requirements of South Africa Quality Assurance.’

### South African Higher Education Institutions Abroad

‘South African higher education institutions, which operate outside the country, are subject to the Higher Education Quality Committee (HEQC’s) programme accreditation policies, requirements and procedures for all their local as well as cross-border academic activities. In addition to the HEQC’s requirements, such institutions have to satisfy the relevant quality assurance policies and procedures of the countries in which they operate. The HEQC will cooperate closely with national quality assurance agencies in countries where South African higher education institutions have an operational presence, in order to share relevant accreditation and audit information. All higher education providers who operate across borders need to ensure equivalence in the quality of provision at different sites of delivery in South Africa and abroad.’

### *The Internal Component: Institutional Measures for Quality Assurance*

The second component of the Quality Assurance Framework is the internal mechanisms within each higher education institution for assuring quality to all its stakeholders. The NCHE Quality Assurance Framework is based and tied to institutions themselves. Institutions have a primary responsibility for delivery of quality education and the management of the process for doing so. The responsibility of the National Council for Higher Education is to establish value-adding systems of external evaluation which can validate institutional information on effectiveness of internal quality arrangements. The NCHE uses peer and expert reviews to conduct external audits whenever these are necessary. The following are the units of an institutional quality assurance system that the NCHE insists an institution should have.

#### *Presence of a Quality Assurance Unit*

Each institution is required to have a unit or department at the central level that is in charge of enforcing internal quality assurance regulations in the whole institution. Furthermore, the NCHE mandates institutions to staff this unit with senior personnel who know what is going on in the academic processes. By the time I left the services of the NCHE, most of the universities had their quality assurance units in place. Furthermore, the NCHE recommended the creation of quality assurance units at faculty and department levels.



*Institutional Audits: The Core of the NCHE Quality Assurance Framework*

Institutional audits are the core of the NCHE's Quality Assurance Framework administrative and monitoring mechanisms. Universities are required to have institutional audits at least once every five years. An 'academic institutional audit' is a systematic examination, or an account of all the affairs of an educational institution to determine whether quality in higher education is, or has been, achieved. Institutional audits seek to assess the capacity of the institution for quality management, which meets the mission, goals, and objectives of the institution. Since the major players in quality assurance are the institutions, the latter undertake both the internal institutional audits and also participate in external audits of their institutions.

The main objectives of the institutional audits system were to:

- a) Encourage higher education providers to maintain a culture of continuous improvement;
- b) Validate self-evaluation reports;
- c) Enable the institutions themselves to develop reliable indicators to assure stakeholders and the NCHE that policies, strategies and resources are effective;
- d) Provide information on the strengths and weaknesses of the respective institutions to them as well as to the NCHE;
- e) Enable the NCHE to obtain baseline information through a common set of audit criteria for all institutions.

Institutional audits are either internal if conducted by, and within, the institutions, or external if conducted from outside, for instance, by the NCHE. Every university is required to undergo an internal audit and an external one every five years, beginning from July 2006. However, although a number of institutions, namely, Uganda Management Institute, Mbarara University of Science and Technology, Islamic University, Makerere University, Gulu, Uganda Christian University and Uganda Martyrs University conducted their internal reviews, the NCHE was unable, during 2002-2012, to do the external reviews. Lack of funds, staff and scheduling were part of the problem. I hope the new management will follow up this uncompleted exercises. I take responsibility for this failure.

Institutional audits were carried out as follows. The institution itself with guidance of the NCHE carried out the internal audit. This guidance included the training of 'the academic auditors,' the development of the criteria to be used, the provision of the portfolio (report) framework and any other guidance that made the Council to be, or be seen to be, unduly involved in the process of the internal audit exercise of an institution. Council carried out the first training of 'academic auditors' between May and June 2006. Each institution was given one academic year to complete the internal audit and was asked to present the final portfolio

to the NCHE within twenty-four months from the date it was requested to start the internal audit. The said institutions duly completed their part and handed in their reports to the NCHE.

After reviewing the institution's portfolio, Council was supposed to determine the nature of the external audit to be carried out in that given institution. The institution was expected to participate in the process of designing the external audit, including giving views on the names of peers that Council would have proposed to do the task. The external audit in an institution was supposed to be completed two years after the completion of the internal audit. The fifth year of the exercise was supposed to be used to fix any problems the internal and external auditors might have identified. But NCHE did not do its part of the job due to reasons cited above.

Despite the failure to complete the task, the NCHE identified a number of areas that were, and I hope still should be, used as benchmarks for institutional audits. The brief that I had prepared to give to the auditors if they went on with the exercise contained a number of areas where information on institutions was to be obtained. These areas are:

### Good Governance of Institutions

Good governance is necessary for the delivery of quality higher education. The NCHE Quality Assurance Framework, therefore, emphasises good governance as a major component of quality. Governance, in the NCHE context, refers to the management of an educational institution. Well-governed institutions have an enviable tradition with functioning structures like council, senate, faculties, departments and unions whose powers, or limits of it, are well defined. Good governance does not only depend on the charisma or the strength of the leader – although such a leader may temporarily prevent an institution from dying. Good governance also depends on a university's own institutional strength and resilience as embedded in its traditions, rules, achievements and viable structures.

### Some Indicators of Good Governance

In auditing of institutions, the NCHE requires that internal and external auditors examine the following areas to determine the nature of governance of an institution.

- *Mission* – Auditors are to be required to find out not only whether an institution has a mission but also whether the mission is being achieved by being integrated in all the programmes and activities of the university.
- *Vision* – Auditors are also required to determine whether a university is pursuing its vision as declared in its founding statements or whether it has lost direction.

- *Strategic planning* – The auditors are to establish whether a university has a clear and well-articulated strategic plan. A strategic plan gives an institution a vision of a set of priority activities that must be accomplished in a given period, often five years. It sets the direction an institution should aim to follow by an analysis of all factors that are likely to impact on the institution as it steers towards its goal. Experience shows that institutions that do not follow, or do not have, strategic plans, are low performers.

## Functioning of University Structures

Auditors are also to examine the powers and functioning of the following critical university structures:

- *The university council* – Auditors are to assess whether the Council, the supreme organ of the university, has freedom and independence in making decisions.
- *The senate* – Auditors are required to find out whether the senate is truly the top academic ‘Judiciary’ of the university.
- *The administration* – Auditors are to find out whether the administration is sensitive to academic staff and student matters. They are to determine how the administration is constituted and indicate any weaknesses that need to be addressed.
- *The staff union* – Auditors are required to find out whether the institution permits the existence of, and listens to, staff unions. The co-operative mechanisms of the academic staff and the university administration are to be assessed and suggestions made for possible improvements.
- *The student union* – Students are a major reason why a university exists. The auditors are to find out whether students are permitted to participate in all university activities and have the freedom to express and organise themselves. Auditors are to survey the nature and presence of the appeal mechanism available to students against misjudgements in behavioural and academic matters.

## The Quality and Transparency of Programmes and Courses Within the University

Auditors are to observe the rules and transparency of the academic processes and assess how user-friendly they are to students. Since students are major stakeholders of a higher education institution, they are to be informed of the products or outcomes of their performance in a course or programme. Accordingly, each course must have a course name, a course code, the name of the staff teaching the course, course objectives, a full description of the course contents, time/hours to be spent on each item in the course, what is expected of students in terms of attendance

(including seminars, tutorials etc), papers, tests and examinations. Furthermore, the marking scheme, including the distribution of points as well as the appeal mechanism, should be indicated before the teaching of a course begins.

For the guidance of institutions, the NCHE's position was that the duration of programmes and the numbers of contact hours between staff and students in university institutions should be indicated.

Programme/course duration should be clearly specified in terms of semesters and calendar months or years at the start of each academic year. Students must know, in printouts, the course contents in the form of outlines for each of the subtopics. The evaluation scheme including examinations, marking system and appeal mechanism should also be given to students. The following baselines were suggested:

- For institutions operating under semester systems, each semester was to last 18 weeks, three of which would be for examinations;
- As a rule, each subject was to be allocated at least three hours per week. This means that each subject should constitute a minimum of 45 contact hours per 15 weeks of teaching or 90 hours per academic year;
- Courses with practicals were to be allocated a minimum of THREE hours for practical classes per week per subject as follows:
  - Undergraduate Science Programmes – a minimum of 15, three-hour practical classes per semester.
  - Undergraduate Medical Programmes – a minimum of 30, three-hour practical classes per semester.
  - Undergraduate Engineering Programmes – a minimum of 15, three-hour practical classes per semester, plus industrial training. and
  - Undergraduate Education degree programmes a minimum of 8 weeks of school practice during the Recess Term or Intersession semester of year two.
- The method of assessment through papers, tests, examinations, tutorials, and so on, were to be indicated to show students what they are expected to know, and how they would be examined; and
- An appeal mechanism for dissatisfied students was also to be included.

## Financial Management

The NCHE believes that it is not only the amount of money a university institution has at its disposal that guarantees the delivery of quality higher education. How the money is used makes a huge difference between an institution's financial health and bankruptcy. Lack or misuse of funds leads to the delivery of inferior higher education. Since the management of finance is directly related to the delivery of quality higher education, institutional auditors are mandated to examine many areas carefully, including the following:

- *The budgeting process* – Auditors are to find out whether the budget process involves all the stakeholders in the institution and if it captures all the areas of university activities.
- *Sources of funding* – Auditors are to thoroughly examine the financial base of the university. They are to assess how much an institution gets from the government, fees, endowments, donors, friends, development partners, and so on.
- *Budget distribution* – Another remit of the auditors is to assess the budget percentage distribution to key areas of the university life, including academic staff salaries, academic inputs, library and book banks, computers, ICT installations and the welfare of students. They are to decide whether all these allocations are in conformity with NCHE standards as spelled out in the NCHE capacity indicators.
- *Accountability* – Auditors must establish that the institution is accountable to society in the way it manages its finances and academic processes.

### Institutional Autonomy and Academic Freedom of Staff

The NCHE realised that the freer the university, the more it is likely to deliver quality higher education. We, therefore, asked auditors to find out whether the institutions being established or inspected have both institutional autonomy and academic freedom. Institutional autonomy is the corporate freedom of the university from external interferences by outside authorities, including the state, the owners of the university, civil society and any other organised groups or powerful persons. It includes freedom of the institution to:

- Admit and dismiss students according to set national and university regulations;
- Hire and fire staff;
- Design and implement its curriculum;
- Set and mark examinations;
- Award qualifications (certificates, diplomas and degrees); and
- Propose and implement the university budget.

However, my brief emphasized that institutional autonomy must be balanced with accountability to the public, whether the institution is privately- or government-owned. Accountability includes:

- Whether programmes taught are relevant to the needs of society;
- Annual auditing and publication of the university's accounts;
- Annual publications of reports of the activities of the university;
- Good governance of the university; and
- Contribution to human knowledge through research and publications.

Auditors have the additional mandate to find out whether university workers have sufficient academic freedom to properly perform their duties. Academic freedom refers to the freedom of staff and students of the university to perform their functions without interference. It is the freedom of an individual university worker or student to act freely in the pursuance of knowledge that contributes to individual and institutional productivity. It includes freedom to:

- Teach, speak and write without interference;
- Set and implement one's research agenda; and
- Hold opinions that the individual staff considers key to scholarship without interference from the university administration, the government, civil society, the media, funders or parents.

In many countries, including Uganda, university administrators have been the most celebrated violators of academic freedom, often with the collaboration of external groups they wish to please or fear to upset. Yet academic freedom is key to a lively productive academic environment.

### The Quality of Teaching and Learning

It is not easy to measure the quality of what is taught and it is even more difficult to assess how much students have learnt from a given programme. However, I felt that a start had to be made. Hence, we mandated the internal and external auditors to use the following benchmarks to assess levels of teaching and learning:

- Implementation of the NCHE regulations on standards;
- Adherence to, or improvement of, the minimum requirement of courses of study approved by the NCHE. Auditors are to focus on the design, content, duration, contact hours and assessment of what is taught;
- Relevance of what is taught to the community, the job market and the nation;
- Methods of examining or assessing students, including examination regulations and awards;
- The appeal mechanisms for students who may be dissatisfied with their results;
- Protection of unique and professional programmes against general policies that may not apply to all disciplines;
- Access to information by students in the following units:
  - Libraries (statutory Instruments 2005 No. 85);
  - Laboratories (Statutory Instruments 2005 No. 85); and
  - Computer and Internet access. Space, books and computer access should conform to Schedule 4 (Statutory Instruments 2005 No. 80).

## Sufficiency of Education Facilities

Education facilities include all items and inputs that instructors need to teach and which students need to learn. Auditors were asked to study the Statutory Instruments No. 80 and No. 85 of 2005 (especially the capacity indicators) to get a glimpse of what the NCHE considered adequate education facilities for universities. With that at the back of their minds, they are to give critical consideration to the following areas:

- Relevance of texts and other books as well as articles in journals;
- Access to computer networks and general internet;
- Access to general educational equipment, including power projectors, slide projectors, overhead projectors, video, video cameras, flip charts, television sets, public address systems, etc;
- Access to sports and recreation facilities; and
- Student exchange programmes to enhance student experiences.

## *Research and Publications*

The major role of a university is the production of knowledge, transfer of this knowledge to future generations through teaching and its application in society. A university, which does not produce knowledge is not different from a high school. It is a mere teaching institution using borrowed knowledge. A professor who does not contribute to the production of knowledge through research, publication or any other form of information dissemination is a distinguished high school teacher. Research is the basis of, and improves, good teaching in universities. The digital revolution has greatly improved people's ability to find and create knowledge in their selected fields. Much as university budgets for research are low, professors in the arts and humanities have no excuse for not producing new knowledge using the modern sources of information. In assessing research and publication of a university institution, auditors were asked to use the following yardstick:

- Percentage of the university budget devoted to research and publication;
- Number of articles published in local and international journals of repute by staff;
- Number of research projects (a) won and (b) completed
- Amount earned from research projects by both the institution and its staff;
- Number of books with ISBN published by staff; and
- Number of patents registered by staff or the institution.

## The Quality of Outputs

The NCHE planned to design a tool to measure outputs against inputs from various institutions of higher learning in Uganda. Outputs of tertiary institutions are a reflection of the institution's capacity to respond to market and national needs. Outputs are also evidence of the innovativeness of institutions and; hence, are end-products of quality assurance. They represent a practical version of an institution's mission and vision. They include the quality of graduates, the quality of research, as well as the publications and activities of alumni. Therefore, institution auditors have a mandate to examine the following areas to determine the quality of outputs of a given university institution:

- The period it takes graduates of a given institution to get full employment (or create one for himself) after graduation;
- The existence of a system of 'tracing' where graduates of a given institution go after completing their studies; and
- Research, publications, patent registration, consultancies and other awards obtained by staff and students of a given university.

A few institutions have their own instruments for measuring these given benchmarks and that impressed me a lot. Unfortunately, by the time I left the NCHE, we had not yet fully designed an instrument that would apply to all institutions. There was too much work to occupy us. We, however, did two tracer studies that should inform the next generation of workers at the NCHE on how to design such a tool.

## The University and the Community

The Quality Assurance Framework demands that institutions link up with the communities in which they are located. Modern universities should be leaders in the social and economic development of their communities and nations. Therefore, each institution, indeed each department, faculty and university, must identify the community that it serves and draw up a programme of linkage that is implementable. In this wise, some of the things institutional auditors are told to examine are the institutions':

- Programmes aimed at linking with the community, the market and general society;
- Number and effectiveness of internship programmes; and,
- Community participation in university activities.

## Accessibility to the Institution

Universities are no longer a preserve of privileged elites. Access is competitively open to all. Their doors must be open to all qualified people without discrimination based on nationality, race, creed, gender or income.



Therefore, institutional auditors are required to review the accessibility of the institution to:

- The poor;
- The disabled;
- The women;
- People from disadvantaged districts (maybe due to historical factors, insurgency or physical isolation); and
- Social groups from outside the target community for which the institution is established.

### Any Other Item Worth Auditing

An institutional audit is an improvement-oriented evaluation focusing on the institution's policies, systems, procedures, strategies and resources for the quality management of its core functions. The NCHE cannot know all the concerns of the institutions unless informed by stakeholders of that institution. Auditors are, therefore, encouraged to listen to the institutions and openly discuss any area for review. The audit is to cover all the activities of a university. I must say, again that the NCHE was unable to complete its side of this programme while I was in charge.

### **The NCHE Focused on Quality, not Relevance**

Although we focused on enforcing quality, we did not quite succeed in defining, designing or enforcing, higher education that was believed to be relevant to Uganda's development needs in the global age. Quality and relevance are not the same thing. In focusing on the delivery of quality higher education, as is known in Uganda, I believed that by turning out graduates who have received quality education, we would increase the pool of thinkers and innovators. The development of relevant education is not only an academic matter. It is a political issue needing massive social involvement and determined political will to change the way people view the social role of universities and higher education. It would require another book to fully review the concept of 'relevance' as we cannot deal with it in extensor in this volume.



## Funding of the National Council for Higher Education, 2002–2012

### **Introduction**

The NCHE Secretariat was established without any prior study of what its organisational structure and funding levels would be, such as is being done for the Skills Development Authority (SDA). As a result, the initial funding was ad hoc and far lower than the cost of the products the government expected it to produce as per section five of the Act. The absence of a shared, well-studied NCHE structure and its initial underfunding caused a number of problems to the institution. First, the NCHE failed to perform a number of its functions as stipulated by the Act because of failure to recruit sufficient, experienced and highly qualified staff. Secondly, the NCHE could not purchase appropriate equipment and other inputs for use in ensuring the delivery of quality higher education or build an office structure that was appropriate to its image and functions. Lastly, because increased funding became available before a refined administrative structure was put in place, a number of staff focused their attention on the money they would be paid rather than the tasks they would accomplish. Later on, when a study of the NCHE was being concluded by the Special Task Force (STF), a number of staff saw the defining of personnel roles as a money distributing exercise. Thus, increased funding created internal conflicts as staff expectations led to a struggle for the resources; thereby undermining the previous harmony that had existed in the organisation. Some staff feared that they would lose their jobs, benefits and influence if the NCHE was staffed according to the proposed structure. My perception of this plan was to have both an administrative and academic oriented NCHE that was a leader in public service, integrity and the production of higher education ideas that would respond to the changing global and local higher education needs. To play such a role, the NCHE needed a number of units staffed with people who had degrees and working experience from the universities and other tertiary institutions they

were called upon to regulate. As noted earlier, scarcity of funds made it difficult to initially hire appropriate staff or to devise an administrative structure of the NCHE that would offer appropriate academic leadership to the emerging Ugandan higher education sub-sector. Having started where we did, it became difficult to change course towards my desired direction due to internal resistance within the Secretariat. My insistence on doing so did not make me keep or have more friends among the staff. Opposition to a study of the NCHE institution during the period 2009–2011 with a view to devising administrative structures that would address the changing higher education sub-sector was the outward manifestation of the resistance to change and fear of loss of influence and resources by a number of staff. Yet, a study was overdue. Successful institutions not only start with a thoroughly well worked out organisational structure, but also periodically carry out internal reviews, studies and self-analysis of how they are doing business. Results of their studies, usually lead to changes in organisational structures. For almost eight years after the Secretariat opened, the NCHE had no well-studied and refined view of itself and the methods it used to address the problems of the ever changing local and global higher education delivery systems.

When, at a great psychological pressure and cost on my part, a study of the NCHE was done and a new structure of the NCHE agreed upon, demands for promotion, increase of salaries and getting into the new structure rather than discussion of the structural way forward filled the NCHE staff corridors. In the end, the NCHE reviewed its organisation and operations, passed a new administrative structure and reviewed its staff performance before promoting any of them. This took place from June 2011 to June 2012.

### **The Actual Funding of the NCHE**

The levels and methods of the initial funding of the NCHE were ad hoc in a number of ways. First, as noted above, there was no study on which to base the funding levels of the NCHE. Second, the Executive Director was asked to implement all the NCHE functions as per the Universities and Other Tertiary Institutions Act, 2001 without costing each of the functions he was asked to perform. This was not kind to me. Third, once a budgetary level was struck, correctly or incorrectly, it was presumed to be appropriate as a guide for subsequent financial years' levels. Therefore, the funding levels of FY2002 /3 guided, were a reference, and a benchmark for those of the subsequent years (Table 5.1). Thus, from 2002/3 to 2007/2008, Government funding of the NCHE averaged US\$600 million per annum for the first six years. With resources from other funders, the average NCHE income was 975 million per year in the same period. These levels were neither thoroughly studied (though they were debated by staff), nor properly calculated against expected outputs or attached to a scientifically arrived at organisational structure.

From Financial Year 2008/09, allocations to the NCHE passed the one billion shilling mark due to one major pressure: accreditation of programmes. The 2006 amendment of the Act, section 119 to 119A, which required all tertiary programmes to be accredited by the National Council for Higher Education occasioned the Ministry of Education and Sports to realise that the NCHE needed more funding. I met budget officers in the Ministry of Education and told them that to carry out such a task, at least ten professors were needed. Although they asked me the intriguing question of how I had come to that figure and levels of workers needed, I could not answer. I had to dodge the question for no study of NCHE had yet been done to establish the actual costs of tasks and needed staff.

**Table 5.1:** Funding of the National Council for Higher Education, in millions of shillings, 2003–2014

Year	Government allocation	Other	Total
2002/2003	69,898,411	3,100,000	72,998,411
2003/2004	600,000,000	373,866,250	973,866,250
2004/2005	700,000,000	105,000,000	805,000,000
2005/2006	700,000,000	412,159,824	1,112,159,824
2006/2007	700,000,000	860,459,824	1,560,884,000
2007/2008	800,000,000	525,000,000	1,325,000,000
2008/2009	1,000,000,000	578,609,238	1,578,609,238
2009/2010	1,200,000,000	246,240,000	1,446,240,000
2010/2011	3,000,000,000	961,000,000	3,961,000,000
2011/2012	3,000,000,000	948,000,000	3,948,000,000
2012/2013	2,000,000,000	3,414,000,000	5,414,000,000
2013/2014	3,000,000,000	3,000,000,000	6,000,000,000

Anyway, I replied by pointing out that to be credible in university system, the accreditation of programmes and their coordination should be done by staff who have qualifications and have had the experience of working in universities and other tertiary institutions. I, therefore, needed at least ten professors to perform the functions assigned to NCHE. To answer the budget officer's question, a thorough review of the functions, operations and challenges of the NCHE should have been done before we could request for increased funding. Unfortunately, the study also needed money! I decided that a study will have to be done no matter how unpopular it would be with some staff, including those who were personally very close to me. There was no way one could justify spending public money without knowing the exact reasons for doing so or the usefulness of the tasks to which the money was to be put.

### **The Ministry of Education Agrees to Increase Allocations to the NCHE**

In one top management meeting, I was asked to put in writing the financial needs of the NCHE to the Ministry for consideration. Thus, on 16 July 2009, I sent a letter Ref NCHE /GR/PS/25 to the Permanent Secretary. The letter contained a number of issues relating to financing of the NCHE but item (2) was specific on funding and read as follows:

The NCHE was established by the Universities and Other Tertiary Institutions Act No. 7 of 2001 and given certain duties and responsibilities. Unfortunately, the National Council was established without undertaking a study of the cost of running it such as was done for NEMA and some other agencies. Neither were comparisons of costs of running such institutions of neighbouring states factored into the equation. Most of the allocations to the National Council were made either through guesswork or using what funds fitted in the Ministry budget. As a result, many of the functions of the National Council have not been carried out. The result of this situation has meant that Council has neither been able to employ the required qualified staff, nor to do more than 25 per cent of the functions it is supposed to do. Neither has it been able to prevent the chaotic development of the tertiary sector nor the subsequent drop in quality of higher education delivered.

For this and similar reasons, the NCHE has not been able to carry out a number of its critical functions. Some of the functions are to:

- a) Recruit professional staff qualified to supervise universities and accredit programmes and institutions. For now, of the six professors for Quality Assurance that the NCHE needs, none has ever been recruited. As a result, the NCHE is unable to accredit all programmes in universities which, in turn, has led to duplication of programmes and the delivery of inferior education in some institutions.
- b) Accredit the 1,088 programmes that were done provisionally in September 2007. This provisional accreditation expired in September 2009. From then on, 75 per cent of university programmes have remained illegal, having not been accredited.
- c) Inspect the many mushrooming institutions some of which are illegal. A number of illegal institutions appear to be opening their gates all the time and unless they are checked they are capable of ruining the future of our children;
- d) Collect, organise and disseminate relevant information as well as using this information to advise the Minister and Government on higher education issues and human resource development;
- e) Construct a befitting building to house the secretariat of the NCHE;
- f) Train staff in the management of higher education; and
- g) Collect and disseminate information on higher education properly.

It was soon realised, however, that increasing the NCHE budget would mean, together with other demands, more allocations by the Ministry of Finance to the Ministry of Education.

It was budget-making time and the Minister (Hon Namirembe Bitamazire), the Permanent Secretary, Commissioner for Planning, and Commissioner for Higher Education met with the Permanent Secretary, Finance, on budget issues. I was invited to this meeting in the Ministry of Finance where the problem of hiring ‘professors’ to do the accreditation of programmes was highlighted. The Permanent Secretary, Finance, accepted a block increase to the Ministry of Education without going into details of how the Ministry of Education would allocate the increases to each of its units. As we went out of the meeting, top officials said that increases to the NCHE should be given priority for it to clear a backlog of unaccredited programmes.

In the end, the Ministry of Education increased allocations to the NCHE to fund the items mentioned in my letter above. Thus, for Financial Year 2010/2011, the allocation was increased to Sh3 billion (Table 5.1). Furthermore, the NCHE was told to operationalise Statutory Instrument No. 17 of 2010 which permitted it to collect one currency point (or 20,000/=) from each student registered in higher institution as a contribution towards the cost of assuring the quality of the education they receive. This contribution was recommended by the McGregor Committee and accepted by Government. The chair of NCHE and I did a lot of work to get this allocation. It is to the credit of the Ministry of Education that the NCHE got a sustainable source of income. I consider this achievement one of our lasting contributions to higher education in Uganda. The staff and I worked together to achieve this result. It is my hope that appropriate use will continue to be made of these funds.

With the support of staff and friends overseas, I continued to negotiate with various donors for funding, including the Rockefeller Foundation, NUFFIC (the Netherlands Universities Foundation For International Cooperation), Ford Foundation and, later, Carnegie Corporation of New York for extra funds to do specific projects. They obliged us and thus made it possible for us to finance some specific projects such as capacity development, management training and the setting up of a credit system. In this way, donors helped the NCHE to institutionalise its organization and operations. We thank them but we are responsible for any mistakes in the implementation of the projects.

### **Increased Funding Helps the NCHE do More Work but Increases Internal Discords**

With increased funding, the NCHE was able to accredit more institutions, programmes, as well as design more regulations and increase staff remunerations. But increased funding also exacerbated discord as staff members struggled to

benefit from acquired resources through salary increases, participation in external activities, demands for sitting allowances, travel allowances and dubious activities (especially during national elections and inspections).

The Ministry of Education increased allocation to the NCHE mainly to enable the latter hire professors and other qualified people to manage the accreditation of programmes and institutions. This point was fully explained to my staff and I recall sitting in confidence and discussing this with one senior staff whom I thought would not misrepresent me. The unwritten conditions for giving NCHE extra funding in the view of the budget and planning officer of the Ministry of Education were as follows:

- a) To assist the NCHE to hire relevant staff, especially in the accreditation unit to clear accreditation backlogs and to catch up in this area with the needs of the expanding higher education sub-sector;
- b) To eventually, increase salaries of sitting staff; and
- c) To fund a study and evaluation of the NCHE as well as the needed staff. The study would offer me, as accounting officer, a basis for defence if the Auditor-General queried the rationale for increasing staff salaries and other expenditures.

### **The Ntinda Retreat**

I had discussed the uses to which received money would be put with a few senior staff as we made application proposals for increased funding. But I did not write explicit memos on it. That would have tied the NCHE administrative hands. As soon as more money began to arrive, a number of staff, including senior ones, immediately pressured me to increase salaries and other allowances. Rumours began to spread that I was not appreciating the efforts of my colleagues and I was planning to hire professors in their stead. I tried to locate the source of the rumour but did not succeed at the time. The pressure to immediately increase staff salaries became so much that we decided to have a staff retreat at a small hotel in Ntinda. The meeting was attended by section heads and a few other staff who were not members of Management. During this meeting, it was agreed that salary increases should be based on a given percentage across the board to avoid corrugations in the pay structures. The staff proposed a very high percentage but I insisted on 27 per cent, though the figure was not based on a study or a defensible argument. It was just convenient to reduce the pressure on me.

But more corrugations were still to come. After Ntinda, a couple of senior Council members told me that two senior staff members should get a higher percentage than the rest of the staff. Senior Council members pushed this view which I thought was totally unfair. In a subsequent Council meeting of 27 July 2010, it was agreed that all staff salaries be increased by 27 per cent and those of the two senior staff be increased by 43 per cent each. The rationale for the difference, I was later told,



was to reduce the gap in salary between the Executive Director and the subject staff members. I could not understand the rationale because, first, as accounting officer and front target of the organisation, I faced most of the risks on behalf of the NCHE. Secondly, I had produced, and continued to produce, over 75 per cent of conceptual higher education ideas, papers and packages for discussion and implementation by staff. I thought the excuse was very weak. Thirdly, the decision to increase their percentage levels was not discussed by staff, by management or myself, as was the case for most decisions we implemented. Lastly, the fact that the two senior officers could successfully appeal to Council members to have their salaries increased without going through the accounting officer, I felt, undermined the prestige of the latter's authority among the staff. I almost tendered my resignation at that moment but my family prevailed on me to accept the situation, as there was a greater job of studying the structure of the NCHE before I left the Council. That incident contributed to the undermining of the staff participatory method of decision making that had served the NCHE well since 2003.

The second way in which the staff tried to access increased funding was through 'sitting allowances'. It was moved that 'appropriate members' of staff be paid sitting allowance. I delayed in executing this decision because:

- a) It would increase the cost of administration, as every member of staff would manufacture an excuse to sit on those committees that paid sitting allowances. Surely this was not the reason the Ministry of Education and Sports increased the NCHE funding;
- b) Sitting allowance for staff is, really, duplicate payment for work already paid for unless it is done outside working hours; and
- c) The McGregor report (2006/7), Mamdani (2008) and a number of administrative and academic papers condemned sitting allowance for staff in institutions of higher learning. The NCHE needed to lead institutions of higher learning in good financial behaviour. The NCHE should lead universities by moral authority. If its leaders showed such greed for money, what would workers in universities do? Many institutions were already phasing out payment of sitting allowance, so it was not good for the NCHE to take it on. I felt that the NCHE should not be seen to imitate bad practices. But, as ordered by Council, I paid sitting allowances to the two Assistant Executive Directors, as well as the Finance, Legal and Administrative Officers. I totally refused to take sitting allowance for myself because I felt all the sittings in question took place during working hours and therefore already paid for as part of my work. Furthermore, I felt that what I did as chief executive would condition the operative behaviour of the staff. If I received dubious allowances like the subject ones, there would be limited reasons to deny other staff asking for the same or similar allowances. Such a scenario would reduce the amount of resources NCHE would put on required tasks. The

‘sitting allowance’ saga was later ended after June 2012, when Council agreed to build those allowances in increased salaries as from July 2012; and

- d) There were individual appeals for increased salaries after probation, due to their qualifications and longevity of service.

I came to the conclusion and I convinced Management that after the initial increase of salaries that were approved by Council on 27 July 2010, no further adjustment in salaries or terms of service should be entertained until a full study and restructuring of the institution was done. The study was to include the NCHE governing and administrative structure needed, evaluation of tasks, the human resources needs, methods of operation, financing and the positioning of the NCHE to address the dynamic nature of higher education both locally and globally. Even, as early as 10 June 2010, one of the senior staff opposing the anticipated study and structural review thought that I was being dishonest and wrote a memo to me which included the following extract:

‘What you call structure adjustment is merely filling some vacant posts in the already agreed upon structure. Secondly, we agreed by Management on salaries to present to Council for approval for the period 2010. Council approved this during its meeting on 29 June 2009. If, however, we think there were errors in the salaries we presented, we need to point out these errors to Council for correction rather than taking the position that the matter is new and that we need the decision of Council. To me that would be dishonest, to put it mildly.’

Considering that the nature of the higher education sub-sector changes very fast in terms of knowledge creation, storage and delivery and that daily solutions are needed to address the ‘avalanches’ of changes, the memo surprised and disappointed me. Strong organisations must critically study themselves at least once every five years to review their performance. Studies often lead to restructuring and repositioning of the organisation, staff employed and what they are paid. Rather than combatively reacting to this affront, I simply replied that I was not dishonest because I believed that we needed a study to evaluate what we were doing, the staff we needed and how much they should be paid. Moreover, one of the major reasons for increasing the NCHE funding was to increase staff capacity. To know the staff capacity needed, a thorough study had to be done. We had worked on guesswork for eight years. But the NCHE was becoming so complex that we needed to scientifically understand its current and future nature before spending public money. I absorbed the disappointment instead of making it an issue that would have further diverted our attention to mundane things.

### **Arrangements for a Study and Evaluation of the NCHE**

Meanwhile, Council in July 2010, accepted that a study and evaluation of the NCHE be done by itself using informed Council members. Although I would have preferred an outside body to do the study, a Special Task Force of Council

(STF), rather than staff who had interests in the outcome, was more acceptable to me. Council pointed out correctly that an outside body method would not only be more expensive, it would not also be familiar with the intricate internal problems of Council. The Special Task Force of Council was given the following terms of reference to do the study. It was asked to:

- a) Study the current NCHE structure and advise on its appropriateness in fulfilling the functions of the National Council for Higher Education as spelled out in the Act;
- b) Study the function of the National Council for Higher Education under the Act and, in the light of those functions, advise on the human resources, staffing levels and salary structures necessary to effectively carry out those functions under the Act;
- c) Advise on the appropriate structure for the future base on what has been achieved or not achieved since the Secretariat started working;
- d) Recommend an appropriate organogram, with scales, qualification, experience of personnel and expected outputs from each of the posts identified;
- e) Advise on the general terms of remuneration and its financial implications;
- f) Study and advise on how Council should be funded by identifying possible sources of income;
- g) Determine and advise on levels of Council needs to deliver its statutory services;
- h) Phase the appointment of needed staff to improve efficiency, space and funding;
- i) Compare and contrast how other higher education agencies in the region are structured, funded and deliver services;
- j) Evaluate the performance and output of current council staff, decide whether they are appropriately remunerated and recommend appropriate action;
- k) Advise on, and provide a performance evaluation mechanism; and
- l) Advise on any other pertinent recommendation.

When Council agreed to do a thorough study and evaluation of the NCHE, I felt both happy and relieved. I knew the study would give me a guide and justification on how to spend increased funding. Throughout my ten years at the NCHE, I felt public money was similar to my own money which I had to spend carefully. I have children and of late, grandchildren, in this nation. I consider it my duty to protect their assets and build a good future for them. Despite the corruption going on in many countries, including mine, I believed a regulatory agency must remain clean. I, therefore, decided to upset my colleagues and go for what I thought was the right thing to do. This was to do a study of the NCHE so as to give Ugandans quality education by building an efficient regulatory agency that reviews its activities

periodically. The shape of the NCHE Secretariat we built in 2002/3 was no longer relevant because its structure was not based on a thorough study. Even if a study had been done, times had changed and so the demands on Council must also have changed. The higher education landscape changes every year and as time goes by, new solutions for changed circumstances are needed to match changing situations.

### **Achievements During 2011–2012**

A lot of work was done in during 2011-2012 and I commend a number of staff for this. The NCHE was able to accredit over 1,000 programmes during that time and to inspect and monitor some other tertiary institutions and all universities with provisional licenses. The NCHE was also able to hire a number very good staff. These included Dr Pius Achanga from Cranfield University, Dr Cyrus Ssebugenyi from Makerere University, Mr Francis Otto from Uganda Christian University and Professor Moses Golola, a former Vice-Chancellor of Bugema University and Deputy Executive Secretary of the Inter-University Council for East Africa. Other staff employed during this period included Innocent Nkwasiabwe, Maria Nakachwa and two secretaries (Bernadette Nabaggala and Rebecca Wonaira Mwanja).

The new team brought fresh air to the NCHE. I felt that a new generation of workers who would contribute to the production of education ideas rather than just conduct administrative duties was emerging at the NCHE. Dr Pius Achanga participated in the study of the NCHE structure, wrote a paper on higher education that was published by Boston University's *International Higher Education* and assisted me in a number of demanding tasks. Developing new higher education ideas was an area of my work where I needed a lot of assistance. Pius, Cyrus and Francis became my close collaborators in that endeavour. Dr Cyrus Ssebugenyi was able to produce a draft *Qualifications Framework* as well as a draft *Tool for Accreditation of Programmes* within a very short time of his stay at NCHE. Similarly, Maria Nakachwa was able to complete a database of Uganda's academic staff showing where each staff taught as well as a neat tracer study in a very short time. She was also a committed family person. However, I left the NCHE before their feet were firmly planted on the ground. My hope is that they will continue to contribute to strengthening the NCHE's regulatory and knowledge production roles. In short, I expect the new addition to the staff to prove themselves worthy as valuable assets that would help the NCHE carry out its dual mandate: regulation and the production of higher education ideas.

As far as office facilities were concerned, the NCHE was able to get an allocation of three acres of land at Kyambogo-Kisasonkole and permission from the Public Procurement and Disposal of Assets (PPDA) to use institutions of higher learning to supervise the design and building of its headquarters in the period. This method was believed to be friendly to student internship (see chapter 15, item 10 for details).

## SECTION II

# NCHE's Relations with Institutions of Higher Learning



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## Supervising the Growth of the Higher Education Sub-sector, 2001–2012

### **Introduction**

Since 2002, the NCHE has supervised the growth of the higher education sub-sector in both the number of institutions and student enrolments. The NCHE, assisted by many stakeholders, was responsible for the orderly development of an impressive university sub-sector in Uganda during 2002-2012. It supervised the licensing of institutions, the accreditation of new and old programmes and putting in place of benchmarks for quality assessment. The NCHE started, but did not complete, the development of a credit system that would have eliminated rigidities within the sub-sector. Neither did NCHE have the capacity to transform Ugandan universities into engines of development through research and innovation. Stakeholders, including the Government, did not appropriately fund the research component of universities. Most of the universities have remained teaching institutions.

The total number of higher education institutions doubled from around 95 in 2000 to 197 in 2012. Under NCHE's supervision, universities grew from 12 in 2001 to 34 in 2012. Other Tertiary Institutions also grew from around 155 in 2004 to 187 in 2012. Most of these institutions were licensed by the NCHE. The number of students in the sub-sector more than doubled from about 89,775 in 2003 to 198,066 in 2012. The percentage of tertiary students studying courses in the sciences and technology grew from a mere 15 per cent in 2000 to about 32 per cent of total student population in 2012. The tertiary gross enrolment ratio (i.e. the number of students in the tertiary sub-sector, regardless of age, as a percentage of the population of official age for that tertiary level), climbed from 3 per cent in 2002 to about 6 per cent in 2012. However, this percentage is not far from the Sub-Saharan average.

The major responsibility of the NCHE is to assure Ugandans that they are receiving the quality higher education they need for their individual upward social mobility

and the building of the state in which they live. More than any other level, higher education is critical to personal and national development. In Uganda and elsewhere in the developing world, demand for tertiary education has surpassed resources, leading to declines in quality due to lack of money to purchase inputs. However, access to higher education has remained not only low but is also determined by class. It is a rich person's harvest.

Furthermore, the increased demand attracted market forces that brought new business dimensions into what was originally a social service. This commoditisation of higher education will probably increase class divisions in future as only the well-to-do can afford to pay fees. Unknowingly, the control of access through fees, unlike other market products, is likely to worsen class divisions because the beneficiaries of controlled fees come from well-to-do families. Higher education is very expensive to provide, and institutions get less than the cost of producing a student in higher education. To many, keeping fees 'affordable', i.e., low, is reasonable. But doing so leads to the delivery of low-quality education because institutions get less than what they need to provide the required educational inputs. The truth is that the institutions are being asked to sell their products below the cost of provision. During 2002-2013, the NCHE tried to provide suggestions for the provision of quality higher education in Uganda without any disadvantage to the poor. However, we found that the system had enormous rigidities that made the provision of sufficient and quality education to Ugandans expensive. The NCHE's role was, therefore, to manage the expansion of the higher education sub-sector in both quantitative and qualitative terms. We also tried to suggest ways of widening access.

### **What is Higher Education?**

The NCHE was established to manage the development of sufficient and quality higher education, which is the fifth level of education. The other levels are pre-primary, primary (7 years), Ordinary Level (4 years) and Advanced Level. Higher education consists of universities and other tertiary institutions, as established by the Universities and Other Tertiary Institutions Act of 2001. University education lasts 3-5 years, depending on the area of study. The education programmes for other tertiary institutions lasts, on average, 2 years. Universities offer certificates, diplomas and degrees, and carry out research. These institutions are either government or privately owned. The other tertiary institutions subsector is divided into Colleges of Commerce, National Teachers Colleges, Co-operative Colleges, Tourism College, Uganda Technical Colleges, Agricultural Colleges, the vocational training institutions located at Nakawa and Lugogo Vocational institutes and others. As higher education is recognised as a major driver of economic development, many states support the delivery of quality higher education through teaching, research and quality monitoring. This is in the public interest of all the people in a given state. Chapter 1 has briefly recorded a number of studies that show the importance of higher education in development. There is a



relationship between higher education and economic performance. Higher education's participatory rates in most developed countries are over 50 per cent of relevant age. But they are below 10 per cent in most of the underdeveloped countries. What the NCHE aimed at was to improve Uganda's participatory level to 40 per cent in programmes that are key to economic development. These included science and technology, life sciences, economics, management, arts, humanities and social studies.

### **The NCHE Focused on the Growth and Management of Universities**

From 2002-2012, the NCHE paid more attention to the development and management of universities than it did for other sectors of higher education. This emphasis was due to the realisation of the critical role universities play in economic development. Universities are very important social institutions and their quality determines the wealth or poverty of nations. They are the factories where knowledge and the skilled labour force needed for high-level development are produced. Relevant knowledge, its production capacity, accumulation, transmission to relevant areas and application in society is the major factor in enhancing economic development in this technology-driven age (Cloete et al. 2012).

Investment in research, most of which is conducted by the university community, as a percentage of GDP, conditions the capacity of a nation to produce knowledge. The higher the investment in research, the more knowledge is likely to be created and the greater the economic benefits for the nation. Countries that selected knowledge and information technology and the enabling of their higher institutions to do research have made spectacular economic developments in the last two decades. These countries included Finland, South Korea, Singapore, Denmark, Taiwan, Australia, New Zealand, India and China. They have been able to develop high levels of technology-based economies and to by – pass – or leap frog – the traditional pattern of first focusing on the primary sector (agriculture and mining) due to their utilisation of knowledge for development. India massively funded elite institutes of technology whose graduates spread skills into the economy. China invested in the higher education of millions of graduates at home and abroad. China also invested in higher education as a parallel strategy of investment in other levels of education. In East Africa, Kenya has committed itself to annually invest 2 per cent of GDP in research, whereas Uganda's average funding of public universities has averaged only 0.35 per cent as a percentage of GDP in the last two decades. Like farmers, countries can only reap what they have sowed. With these figures, Uganda is unlikely to build the high level critical skilled labour force it needs to achieve its development aims. The neglect of universities by African governments has led to reduced production of homegrown knowledge and production of local skilled human resources, leading to the over employment of foreign “experts”. Development based on imported theoretical concepts is the curse of progress in Africa.

Unit funding of a university student in Africa decreased from US\$ 6800 in 1980, to US\$1200 in 2002 and US\$ 981 in 2010 in 33 Africa countries (Cloete et al. 2012). Not only are universities in Africa unable to carry out cutting-edge research, they are also unable to produce researchers in needed non-university knowledge producing centres like agriculture (e.g. NARO), medical research centres, polytechnics, the industry and the larger private sector. These centres depend on brilliant well-trained university graduates who are no longer available. Professor Fredrick I.B. Kayanja, the Chair of NCHE, 2002 – 2012, and I, discussed this point thoroughly. We both agreed that although our universities are likely to be ‘teaching institutions’ in their first 20-30 years of existence, production of knowledge through research should be the NCHE’s basis for judging the quality of universities. It is an ideal we have been holding till now. I hope the time our universities need to make the transition from teaching only to both teaching and research institutions will be shorter than three decades.

Despite these ideals I tried to advocate in NCHE, I also realised in 2008 that the capacity of a university to produce knowledge is not only dependent on the funds and researchers it has. There are other factors that are part of the equation. These include, first, the legal relationship of the university and the state in which the institution is located. Second, the amount of institutional autonomy the university has in executing its vision and mission. Third, is the internal strength of a university’s institutional organisation and its productive capacity. Also important in this regard is a university’s culture of research, innovation and publication. In some of our universities, intrigues for promotions and salary increases as well as the search for money through consultancies and packaged pieces of information have replaced the quest for knowledge and truth.

Thus, from 2002 to 2012, more benchmarks, rules and regulations for universities were produced by the NCHE than for other higher institutions of learning.

### **Management of Increasing Demand for Higher Education**

The NCHE was established during a period of growing demand for higher education. One of its primary tasks was to make sure that expansion of numbers did not adversely impact on quality. As a result of the growth in primary and secondary schools enrolments, there were many young people seeking admission to institutions of higher learning at all levels of the system. This demand continued to grow in the period of 2002-2012. Table 6.1 indicates this growth in enrolment at the tertiary level. The number of students grew from 5,000 in 1970 to almost 190,066 in 2010/11. The percentage growth of enrolment from 2000 to 2006 was 30 per cent. From 2006 to 2010, the annual enrolment growth averaged 15 per cent.

**Table 6.1:** Enrolment in higher institutions since the 1970s in Uganda

Year	Students	Annual growth (%)
1970s	5,000	
1980s	10,000	100
1995	27,000	170
2000	60,000	122
2001	65,000	8.3
2002	80,000	23.1
2003	85,836	7.3
2004	108,295	26.1
2005	124,313	14.8
2006	137,190	9.4
2010	173,369	26.4
2010/11	198,066	14.2

\*GER=  $(198066/3193900)*100\% = 6.2$  Source: National Council for Higher Education

As noted in chapter 1 the pattern of increasing demand for higher education is global (World Bank 2000; Manicas 2005; Reddy 2000)

### **Access to Higher Education in Uganda is Inequitable**

Although there were statistical increases in the number of institutions and students that the NCHE supervised, equity of access to higher education in Uganda remained an unresolved issue. In the country, social class determines access to higher education, especially in public universities. It is also the determining factor in the award of scholarships. Children from relatively wealthy families benefit mostly from university education at the expense of those from poorer homes because of structural inequalities in the way education services are delivered. Children of the wealthy attend the best nursery, primary and secondary schools. These institutions have the facilities needed to give them a good head start in life as well as deliver to them the good grades required for admission to tertiary institutions. Also, before the recent introduction of the student loan scheme, getting government financial sponsorship was skewed in favour of the wealthy. As a result, the majority of students who went to university from 2002–2012 as well as those whose expenses were paid by the state came from wealthy homes. Ideally, every person of appropriate age (18–25 years) should access higher education and be given some form of financial assistance. That could only happen if there were sufficient resources and they were well distributed. Owing to income differentials, those with high income, supported by the structures of social inequality, accessed higher education and state funding for their children.

Various studies by Goldthorpe 1965; Barkan 1976; Sutherland 2003; Kwesiga 2003; Mayanja 1998; Carol 2005; and Zziwa 2006 came to the conclusion that access to higher education favoured children from wealthy families. Some years ago, the NCHE did a study which came to the same conclusion. The NCHE used Uganda Bureau of Statistics' Uganda National Household Survey of 2006 and Uganda Demographic and Health Survey, 2006, to study the economic status of Uganda's university students. Using household items as indicators of social economic status, the NCHE found that the majority of Ugandan university student came from families who were more privileged than the rest of society. As a result, the NCHE made a number of recommendations to the government with a view to increasing access, especially for the poor. One of our recommendations was the establishment of a loan scheme.

### **Increasing Numbers but Decreasing Resources**

However, with declining resources going to higher education, and increasing numbers of students demanding to study, Uganda was not able to match funding with enrolment. This factor constrained NCHE's efforts in building a quality university sub-sector. While we wanted an observance of the quality benchmarks we had set, we were held back by the lack of funds to put those requirements in place in many institutions. Public recurrent contribution per higher education student in Uganda declined from US\$2,532 in 1970 to US\$1,113 in 1980 and then to US\$639 in 1985. Higher education's share of the Ministry's budget averaged about 10-12 per cent in the last two decades due to budgetary constraints.

Currently, Uganda's contribution to the full funding of students has stagnated at less than 5,000 new students a year, far less than the figures for the neighbouring countries. Table 6.2 shows the state of public funding of public universities. From 1997/98 to 2005/06 public universities' share as a percentage of the GDP averaged only 0.35 per cent while the state spent 0.38 per cent as a percentage of GDP for the whole higher education sub-sector. On the other hand, the primary section received over 2.55 per cent and the secondary about 0.59 per cent of GDP. According to the Ugandan education strategic plan, the trend of underfunding the tertiary sub-sector would likely continue till 2014/5 when the total tertiary allocation would average about 0.38 per cent as a percentage of GDP. This presents a sharp contrast to other countries that spend lavishly on higher education. On average, the USA spends 2.7 per cent and European nations about 1.0 per cent of their GDP on higher education.

The focus of public funding from 2000–2010 was on basic education because of the primacy of primary education. But the NCHE realised that all levels of education must be developed if the country is to have a healthy education sector and, consequently, produce sound human capital. Thus, the NCHE tried to make universities abide by the capacity indicators or benchmarks. But the NCHE also realised that the financial bottlenecks that prevented institutions of higher learning from attaining the ideal NCHE standards existed.

Table 6. 2: Public universities share as a percentage of GDP, 1998/9 to 2010/2011 in billions of shillings

Year GDP Educa- tion %	Share of Education sector budget by subsector (budget support excluding direct Donor Project support) (%)										Share of Education sector budget by subsector of GDP (%)						Universities share of GDP (%)	
	Share of GDP	Primary	Secondary	BTVET	Tertiary	Others	Primary	Secondary	BTVET	Tertiary	Others	Total	share total	as %				
1997/08	7,572.96												28.67	0.38				
1998/09	8,198.31	64.00	15.11	4.62	12.49	3.37	2.15	0.45	0.14	0.38	0.10	3.22	29.35	0.36				
1999/00	8,948.99	69.73	12.80	3.65	10.24	3.46	2.65	0.49	0.14	0.39	0.13	3.80	31.80	0.36				
2000/01	9,971.91	72.04	12.50	3.44	8.39	3.46	2.92	0.51	0.14	0.34	0.14	4.05	30.16	0.30				
2001/02	10,243.02	69.36	13.62	4.16	9.17	3.41	3.10	0.61	0.19	0.41	0.15	4.47	38.16	0.37				
2002/03	11,775.02	66.71	15.52	4.00	10.04	3.72	2.86	0.66	0.17	0.43	0.16	4.28	41.03	0.37				
2003/04	13,191.34	68.39	14.94	3.75	9.90	3.02	2.75	0.60	0.15	0.40	0.12	4.02	45.45	0.34				
2004/05	15,165.61	66.28	16.62	4.11	10.36	2.62	2.43	0.61	0.15	0.38	0.10	3.67	55.05	0.36				
2005/06	17,350.91	67.59	15.93	3.75	10.94	1.78	2.28	0.54	0.13	0.37	0.06	3.37	60.63	0.35				
2006/07	19,497.93	17.6	64.34	20.41	3.62	1.80	2.25	0.71	0.13	0.34	0.06	3.50	63.63	0.33				
2007/08	21,447.72	16.8	61.18	22.13	3.91	2.07	2.06	0.75	0.13	0.36	0.07	3.37	70.99	0.33				
Average	13,033.07	17.20	66.96	15.96	3.90	2.87	2.55	0.59	0.15	0.38	0.11	3.78	44.99	0.35				

Source: Ministry of Education and Sports

### **The Politics of Fees and the Inability of Universities to Raise Money**

From 2002 to 2012, Universities continued to get less funding than what it cost them to educate a student due to resistance to fee increases. The unwillingness of students, parents and government to accept fee increases, or devise other funding options to match unit costs, and the failure of institutions to deliver quality education because of inadequate funding, were the mutually reinforcing challenges I called 'the fees problem'. This problem, together with the controversy over who should finance higher education, constituted the 'politics of fees'. The NCHE was unable to resolve the fees problem in the university sub-sector because of students' resistance and the authorities' fear of adverse political consequences. Therefore, institutions continued to receive far less than it cost them to educate a student (unit cost). Many students from well-to-do families also joined in the protest to resist any change in fees. Since institutions of higher learning derive a good part of their income from fees, they would, if they were left to themselves, hike fees to match or surpass their cost of operation. As earlier mentioned, most students in higher institutions of learning were from well-to-do families and could afford to pay any additional fees imposed on them. Most of them passed through kindergartens and 'first world schools' where school fees were high, so paying fees was not strange to them. Nevertheless, as university education was traditionally free since the colonial days, students and parents did not want to accept any increment without giving the system a good fight. While this crisis raged between 2002 and 2012, the NCHE tried to come to a solution that would be beneficial to both the institutions and the students. Thus, in order to bridge the gap between the inability of the indigent students to pay the real cost of giving them a good tertiary education, the NCHE advised the government to establish various money-generating schemes (Kasozi 2009) as well as a loan scheme, equipped with mechanisms for identifying indigent students who should be assisted to pay their way through the university. This advice materialised in 2012 when the government finally established the loan scheme.

But the state has not adopted a unit cost as a basis of funding higher education. In 2002 and 2010, efforts to establish a unit cost for higher education were contested due to the tense political atmosphere generated by this issue. For example, the Makerere Institute of Social Research conducted a unit cost study between 2002 and 2004, but the figures were considered too high and, thus, rejected. A few years later, the NCHE conducted a unit cost study which was also rejected for the same reason. The government then asked the Auditor-General to spearhead a study of the unit costs for higher education and compare the figures with those of India. The figures of the latter report were not very different from what the MISR or the NCHE had established as unit costs. Table 6.4 represents the summary of the unit costs as presented in the Auditor General's report.

**Table 6.3:** The unit costs as provided by the Auditor General’s managed study India Vs Uganda Unit Cost (PPP \$)

Faculty/ Discipline	Uganda Cost	India Cost	Uganda Cost	Difference	
	Shs.	PPP \$	PPP \$	PPP \$	%
1 Agriculture	6,259,800	7,995	9,112	1,117	14
2 Arts	2,828,220	3,555	4,117	562	16
3 Computing & IT	2,792,134	3,878	4,064	186	5
4 Econ. & Mgt	2,162,774	4,325	3,148	1,177	27
5 Stat. & Applied Econ	2,429,834	4,325	3,537	788	18
6 Law	3,052,460	3,555	4,443	888	25
7 Social Sciences	2,734,824	3,555	3,981	426	12
8 Technology	3,159,825	3,878	4,599	721	19
9 Medicine	10,156,783	72,642	14,784	57,858	80
10 Vet. Medicine	8,682,603	12,568	12,638	70	1
11 Education	2,348,084	3,555	3,418	137	3

*Source:* ‘Unit Cost Study of Education at Public Universities in Uganda ‘May 2010 by the Office of the Auditor General (produced by AH Consultants)

Meanwhile, the NCHE, as mandated by Section 5 of the Act, decided to conduct annual studies of financial and human resources of the higher education sub-sector. We decided to restrict these studies to public universities focusing on a few programmes. Thus in 2011, the NCHE completed the unit costs studies of five institutions, namely Makerere University, Gulu University, Mbarara University of Science and Technology, Kyambogo University, and Makerere University Business School. The NCHE was unable to obtain the figures from Busitema University. The summary of the figures for Bachelor’s degrees (in Uganda shillings) were as follows:

(i) Agriculture	9,406,106.000
(ii) Arts	4,252,764.000
(iii) Development Studies	4,019,799.000
(iv) Business Administration	4,179,822.000
(v) Education with Arts	5,655,301.000
(vi) Education with Sciences	5,989,039.000
(vii) Economics	4,219,708.000
(viii) Medicine & Surgery	10,565,591.000
(ix) Sciences	7,882,535.000
(x) Statistics	4,003,911.000
(xi) Information Technology	3,364,669.000



It was thought that the problem of establishing the unit cost would have been solved when the Auditor-General published his report. But a long time has since passed now and his figures are not being used as a basis for funding public universities. What happened?

### **Ensuring the Delivery of Quality Education**

The NCHE, in the period 2002–2012, strictly enforced the delivery of quality higher education by private suppliers. Although the state has permitted the private sector to participate in the delivery of education, the government must protect the people against rogue providers of inferior education. The collapse of the sub-prime market in the USA and the 2008 financial crisis in the world indicate that the market cannot be the sole regulator of human affairs. Governments must retain the ultimate authority to protect society from inferior products and services through regulation. The NCHE thus acted on behalf of the government when it established the Quality Assurance Framework as a protective tool against inferior higher education. This framework has been discussed fully in chapter four. In strictly adhering to the Quality Assurance Framework and enforcing it without favour, I made a number of enemies especially from among private suppliers. This was expected. The challenges of nurturing private higher institutions are described in chapters 10-12. The reader should refer to them for the very interesting details they contain.

### **Rigidities in Higher Education**

The NCHE found that the Ugandan higher education system, as structured between 2002 and 2012, had a number of rigidities that made the supervision of the sub-sector complicated. Many of these rigidities needed political decisions to eliminate.

First, the structure of the tertiary programmes and combination requirements were rigid. The walled division between the Sciences and the Arts was the most frustrating. For a student to change from Arts to Science and vice-versa after the O' "A"-Level was impossible. Students were streamed into these compartments when they were too young to know what the future would bring. Our view was to eliminate this rigidity as did the nations we were trying to emulate.

Second, it was impossible to transfer credits from the university to the tertiary sector and vice-versa using earned study or credits. Diploma credits could not be used as part of earned work for degree awards or vice versa. Third, long life learning was difficult as there was no incentive for getting in and out of the system without losing earned work. The NCHE tried to put a credit system to reduce this rigidity but did not complete the exercise.

Fourth, over 75 per cent of tertiary student enrolment is in subjects that are believed not to be key to economic development. Students are more interested in



passing examinations and getting certificates than acquiring skills for the market. They opt for subjects they are sure of passing irrespective of market forces, hence the 'streetology' (high youth unemployment) problem the country is facing. Fifth, many parents prefer to send their children to the university than any other higher institution even if they have to struggle to cope or get a job after graduating. Owing to this pressure and demand for university education, valuable middle-level institutions, including Busitema Agricultural College, Masaka Technical College, Nagongera, Arapai and others, have either been closed or transformed into universities! The most depressing killing of these middle-level institutions was the blurring of the role of Kyambogo Polytechnic by merging it with Kyambogo University. As a result, Uganda not only lost an institution that was designed to prepare high-level technicians, but also a centre of training for trainers of practical skills in the lower technical colleges.

### **A Credit System could have Integrated the Higher Education Sub-sector**

To eliminate some of these rigidities, the NCHE thought of establishing a tertiary credit system. We thought that a tertiary credit system that facilitated the transfer of students among disciplines and institutions within the whole tertiary sub-sector, (the university and technical sub-sectors) could reduce some of the said rigidities. By easing the rigidity of the examination system, too, a credit system could enhance long-life learning, enable employees, people with disabilities or social problems and slow learners to take a break in their attendance at institutions of higher learning without loss of achieved academic work. Regionally, a credit system would enhance mobility of students within the Great Lakes Region and, hopefully, increase peaceful relations in the area. Vice-chancellors, principals, employers, donor agencies and other stakeholders should have worked together to develop and determine the weight of the credits, the amount and quality of study credits needed to get degrees, diplomas and certificates according to the levels of study and the storage and transfer of the credits. But NCHE did not complete this task in the period 2002–2012.

What then is a credit in a higher education system? A credit is an academic currency, which officially accepts and certifies that a student holding a given credit has completed the amount and quality of study the credit stands for. A credit system is based on credits earned in stipulated courses of study instead of final examinations, though the latter could, and often are, part of the credit system. It is an official acceptance and recording, by education authorities awarding the credit, of the work a student has successfully accomplished in a particular course of study which the credit stands for. The weight and value of the various credits are determined centrally according to course contents, levels and periods of study by the organs responsible for the management of higher education.

While the examination system is rigid, time specific, emotionally charged, unpredictable and does not cover much of what a student has, or needs to learn, a credit system has many advantages, including the following:

1. It links, and therefore integrates, the university and the non-university tertiary sub-sectors;
2. It temporarily addresses the irrational, sharp division of academia into arts/humanities on the one hand, and science and technology, on the other. Students could opt to take courses from either science or arts as fulfillment of their study requirements.
3. It eases the mobility of students among disciplines within a given tertiary level.
4. It facilitates the mobility of students among institutions of the same level. They can carry their credits to another institution provided all institutions in the country or region accept the subject credit system.
5. It helps learners to get in and out of the education system without loss of earned work.
6. It encourages life-long learning as students can bank (or store) their credits and later return to the education system when they are ready to do so. Pregnant women and workers need this break as the rigid examination time-table may come upon them at the wrong time.
7. As a result of the above factor, the credit system increases tertiary education access to women and other deprived groups whose access to higher education is low.
8. A credit system permits life-long learning by eliminating current determined time limits for completing programmes. People can study when they feel like it within periods stipulated by awarding institutions.
9. Credits can unite academic courses from different calendar years. Credits for each level, i.e., first, second, third, fourth, fifth and so on years, can be organised, arranged, graded, weighted and given a number representing content, time spent and level. This grading becomes key to identifying level and quality. A student in third year can do a first year course which was missed due to illness, lack of money or pregnancy, but which is necessary for the award of a degree without physically returning to the first calendar year of the programme in a physical institutional setting. This level of flexibility, we thought, would benefit all as well as save time and money.

The NCHE started but could not complete the implementation of this credit system. The NCHE, funded by the Rockefeller Foundation, embarked on studying the establishment of a credit system that would apply to Uganda, Kenya and Tanzania. The first step was to study the minimum requirements (content and time) of key programmes, including engineering, medicine, architecture and

agriculture. The second step was to study all the programmes taught in universities and exchange notes throughout East Africa. The last step was to fix the actual credits of each programme, gather stakeholders and agree on how the system would work. Professor Michel Lejeune led the project and accomplished the first and part of the second long journey to the design of an operative credit system. Early in 2012, I assigned Dr Pius Achanga the responsibility of completing what had been started. It is my hope that this task will be completed by those who are now in charge.



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# The National Council for Higher Education and Public Universities

## Introduction

In my early days at NCHE, specifically between 2003 and 2005, there was an uneasy relationship between the NCHE and the public universities. Because the law did not specifically empower the NCHE to close down non-performing public universities as it could with the private ones, some parties in the public universities felt that the NCHE could not tell them what to do. One institution, Makerere, did not initially accept programme accreditation by the NCHE until the Minister of Education ordered it to comply. We insisted that the NCHE was responsible for enforcing the delivery of quality higher education in both private and public universities. We often cited Section 5(p) of the Universities and Other Tertiary Institutions Act, 2001, which mandates the NCHE to '*generally advise government on policy and other matters relating to institutions of Higher Education*'. The fact that, under Section 22 of the Act, public universities are established after the NCHE has recommended to the Minister to do so, strengthened our position.

## What are Public Universities in Uganda?

Public universities are institutions founded, and in previous years, predominantly funded and governed by the state as per sections 20 to 74 of the Universities and Other Tertiary Institutions Act, 2001 as amended, in 2003 and 2006. Their establishment is governed by section 22, which reads: '*The Minister, may by statutory instrument, on the recommendation of the National Council for Higher Education and by resolution of Parliament, establish a Public University*'. The NCHE is, therefore, involved in the establishment of both public and private universities. From 2002-2012, NCHE helped to establish three public universities. These are Gulu, Kyambogo and Busitema. By the time I left NCHE in 2012, the application of Muni University in the West Nile region was already being processed. Thus, there were five public universities in Uganda as at 2012, as Table 7.1 shows.

**Table 7.1:** Public Universities as of December 2012

University	District	Year	Enrolment
Makerere University	Kampala	1922	33469
Mbarara University of Sciences and Technoligy	Mbarara	1989	2778
Gulu University	Gulu	2002	3749
Kyambogo University	Kampala	2002/3	22290
Busitema University	Busia	2002/3	762

Public universities' share of students during 2002–2012 declined as more private institutions were opened and more components of public institutions privatised. Thus, by 2011/2, public universities registered only 63,048 out of 139,685 students in Uganda's university sector. Their share of programmes were, however, high and more critical. They had, and still have, most of the science and technology programmes which need expensive equipment and highly trained staff to offer.

### **Slow Development of Public Universities**

I took a particularly keen interest in public universities. I observed that they were not developing as fast in areas of governance, physical infrastructure, education facilities and the creation of internal harmony as the private universities were doing between 2005 and 2012. Public universities had less institutional autonomy than private universities. They did not have complete control of their financial affairs as government approval of their budgets, scrutiny of how they spend their money by the Auditor-General and the PPDA's over-regulated systems of procurement methods impacted on their autonomies. Furthermore, in the areas of governance, the management of public universities was at the mercy of councils, which were controlled by staff interests. The changing of vice-chancellors at Kyambogo and Makerere in 2012 created more public interest and unease in comparison with similar changes in private institutions like Uganda Martyrs and Uganda Christian Universities. This is not to say, however, that private universities did not have problems of their own. They had and we shall discuss these problems later on.

### **Declining Funding**

A major problem of public universities was declining funding. As earlier discussed, and as the case of Makerere and other public universities shows, the reduction of state funding of higher education from the 1970s through the 1990s was widely spread in Africa. Many sub-Saharan African states lost capacities to do what they were created to do. Many of them embraced neo-liberal policies by coercion or lack of better options. Either way, the resulting impact was a failure

to deliver social services and abdication from full funding of higher education by the state. Public universities in most sub-Saharan Africa suffered a lot and what we observed in Uganda during 2002–2012 was true across Africa. This chapter will look at the general situation of public universities in a broad way while subsequent discussions will focus on specific public universities in Uganda.

### **Lack of Institutional Autonomy in Public Universities**

The experience of NCHE from 2003 to 2012 shows that public universities needed more institutional autonomy than they had. In many of our public universities, the state and its organs influenced, or tried to influence, public universities in ways I personally felt amounted to over-regulation. This interference was made possible by provisions in the UTIO Act, 2001 as amended in 2003 and 2006. While the 2001 Act freed public universities in a number of governance areas, there are many parts of the Act that retained the dictatorial spirit of the 1970 Makerere University Act (at that time the only university in the country). As a result, the government was perceived to be micromanaging public universities than was necessary for the delivery of quality education. Under the 2001 Act, the vice-chancellor of a public university answers to his Council, to Parliament, to the Ministry of Education and the Ministry of Finance. He has many masters to serve; and they are all difficult masters to please. Any person, including a gardener, messenger or student in a public university can go to one of those masters, accuse the vice-chancellor, and the latter will be summoned to defend himself. However, the vice-chancellor of a private university has only the Council to answer to – except in a few cases of for-profit institutions where the owners of institutions mix their roles as owners with management.

The specific areas that actually created problems in public universities during 2002–2012 included linkage of the finances of public universities to the state, governance and composition of the university council.

### ***Linkage of the Finances of Public Universities to the State***

I cannot over-emphasise that for a University Council to manage its affairs effectively, it must have complete autonomy over its funds. There are a number of areas where public university councils do not have the freedom to manage their finances. First, Section 62(3) of UTIO Act, 2001 forbids public universities from spending any money unless the expenditure has been approved by Parliament. Second, public universities are not free to prescribe fees or tuition to reflect the market. Thus, although under section 41 of the same Act the University Council has powers to ‘fix scales of fees and boarding charges’, Makerere Council’s attempts to increase fees in 2004/5 were halted by the government. Government did the same thing in 2014 when Makerere tried to increase fees by 10 per cent to meet increasing costs (*New Vision*, 22 August 2014: 1, 5). Third, Section 59(5)

of the Act does not give public universities the right to invest any of their funds without approval of the Minister. Fourth, the government treasury can ask public universities to remit to the state monies collected at source by the institutions based on the provisions of section 44(4) of the Public Finance and Accountability Regulations. Fifth, public service administrative regulations that are not appropriate for universities are still operative in Uganda's public universities. For example, the single spine salary structures, the age limit requirements for members of the academic staff and the 'permanent and pensionable' terms of service are still applied in public universities. Universities do not behave like other government institutions. They are both national and universal institutions and, therefore, their governance should not be country-specific, much as they have to also respond to national needs.

### ***Governance***

The 2006 amendment of the Act took away the core of the institutional autonomies of universities. Section 6A of the Amendment Act stating that the *'Minister may issue directives of a policy nature to all institutions of higher education, whether public or private, and the institutions shall give effect to those directives'*, is a dictatorial section that frightens vice-chancellors. With enlightened leaders, this section might not be abused. But it can, however, be misused by bad leaders. Some of us who saw President Idi Amin crown himself with a terminal academic degree and dismiss a vice-chancellor in front of an audience that included students feel that this section should be reviewed. It should be taken out of the Act as it can bring so many unwanted consequences. This section is likely to be applied more in public than private universities. During my tenure at the NCHE, I saw vice-chancellors being summoned to Parliament to answer petty questions that could have been attended to by junior officials and, of course, in their university councils. I always felt that Members of Parliament or Ministers should not get involved in routine administrative matters of universities. They have important national policy issues to attend to. The state should leave university authorities to manage all their administrative matters themselves.

### ***Composition of the University Council***

The councils of public universities create a number of management problems which make university governance a nightmare. The problem begins with the composition of public universities' councils as set out in Section 38 (1) of the Act. This composition disempowers university management by giving students and staff too much voting power. If the Council is the employer of staff, they do not necessarily have to control it. Staff and students can never vote for what they perceive to be against their interests even though it might be in the public interest. The 2012 expulsion by Council of the Vice-Chancellor of Kyambogo



before all the necessary reports on his case were ready should serve as a lesson for the country. The report which Council itself commissioned did not incriminate the Vice-Chancellor as the matrix in Appendix 6 indicates. As the New Vision of 3 November 2013 rightly noted, the Vice-Chancellor was cleared by Parliament, the Inspector-General of Government and the Court. But staff and students used their numbers in Council to dismiss him.

The second problem is that the current councils of public universities are too big. Council should be reduced to thirteen people: seven government representatives, one student representative, one staff representative, one alumni and the rest selected by the state to represent various social constituencies like industry, commerce and the professions. Uganda should take a leaf from what Kenya has done in this area.

### **Confusion at the Top: The Legal Impasse**

There is a legal problem that has coloured the top levels of management in public universities. The law is not very clear on the powers of the Vice-Chancellor, the Deputy Vice-Chancellor, (Finance and Administration), the University Secretary and the Bursar. Also, the academic powers of the Deputy Vice-Chancellor, Academic, and Academic Registrar are blurred. The NCHE studied these problems and informed the authorities accordingly. The following is how we thought the problem could have been resolved.

We thought that the major structural problem in the top governance of public universities lies in the Universities and Other Tertiary Institutions Act, 2001 (the Act) where the Vice-Chancellorship (i.e. Vice-Chancellor<sup>1</sup>; Deputy Vice-Chancellor, Finance and Administration; and Deputy Vice-Chancellor, Academic Affairs) are not the accounting officers or chief academic officers. Instead, junior officers namely the University Secretary<sup>2</sup> and the Academic Registrar<sup>3</sup> 'say the last word' on financial and academic matters. If the latter two are not academics who have experienced the pains of research, publication, teaching, and the chaos of student strikes; and if they have not worked in vital areas of the university system, conflicts can occur. This is believed to be a major problem in Makerere and Kyambogo universities.

Our recommendation would be to amend the Act to make the Deputy Vice-Chancellor (Finance and Administration), the accounting officer responsible to the Vice-Chancellor. Although the former would be the accounting officer, the Vice-Chancellor should have the powers to veto a financial decision or action, meaning that, ultimately, the Vice-Chancellor is the overall academic and accounting officer of a public university. The University Secretary should work under, and report to, the Deputy Vice-Chancellor, Finance and Administration and not be directly responsible to the Vice-Chancellor. The Academic Registrar and Bursar should work under these university structures as non-policy making

officers. Both the University Secretary and the Bursar should be reduced to the roles where they report to the relevant Deputy Vice-Chancellor.

The Act should specifically make the Deputy Vice-Chancellor<sup>4</sup> (Academic Affairs), the chief academic accounting officer responsible for student admissions, dismissal (for academic reasons), awards and signing of all certificates and diplomas. The term 'academic' should be deleted from the officer who is now called academic registrar. This officer should merely be called 'registrar' and should work under, and report to, the Deputy Vice-Chancellor Academic Affairs. The latter should, of course, work under the Vice-Chancellor. The Vice-Chancellor can veto policies and administrative actions of the Deputy Vice-Chancellor (Academic Affairs).

I am also convinced that the Vice-Chancellor should remain the overall academic, financial, administrative and chief public affairs officer of a public university. He should coordinate rather than directly administer the university's activities. Direct administrative matters should be delegated to the deputy vice-chancellors subject to the vice-chancellor's control and veto, as appropriate. The distribution of duties in these offices should be clearly defined and job descriptions for applicants well written.

### **Selection of a Vice-chancellor and Top Officials**

The process of choosing a vice-chancellor of a public university often generates intrigues and political conflicts. While at the NCHE, I avoided participating in the selection processes of any vice-chancellor because the NCHE has no direct role in doing so, unless there was a conflict that compelled the NCHE to offer advice. However, we realised that we could not be completely uninterested in the matter. If controversy issued after a vice-chancellor's appointment, the NCHE is mandated by law to find solutions to the conflict.

Under sections 31–37 of the Act, the Vice-Chancellor and other top officials of a public university are virtually elected by their colleagues, a system which has tended to politicise what is otherwise an academic exercise. However, much as this tends to be a problem as of now, the situation was worse before the enactment of the Act. The choice of the Vice-Chancellor depended entirely on national political rather than academic considerations, which created bigger and externally influenced intrigues among academics seeking to get the job. An extraordinary behaviour by a politician could create a cataclysmic effect on the smooth ordering of a university. For instance, if the political head does not care for established norms, it could result in a similar situation that a Vice-Chancellor found himself under the late Idi Amin. Amin had dismissed a Vice-Chancellor<sup>5</sup> right in the presence of his staff and students and appointed another<sup>6</sup> from the academic audience, Milton Obote, a non-academic,<sup>7</sup> to administer academics.

The pre-2001 method of appointing Vice-Chancellors under the Makerere University Act, 1970, was too destructive of the academic culture of universities. A university needs autonomy and academic freedom to generate and disseminate quality knowledge. The government should not contemplate going back to that method or era. Democratic behaviour in both the country and its social institutions, like universities, takes time to refine. Uganda cannot forsake the democratic process it has embarked on because it has had many political problems since 1962. Likewise, public universities need time to develop democratic systems of choosing their leaders. In doing so, problems are likely to occur just as they do at the national and state levels.

One area that was dealt with by the McGregor Visitation Committee but has remained a challenge to public universities is the election of managers as laid down in the UTIOA. The ability of an academic institution to freely elect its leaders and constitute a management team was accepted as one of the major signs of institutional autonomy. In the years 2002–2012, public universities had not reached that point. Some circles preferred appointed managers. Although electing various leaders in a university is ridden with intrigues and politics, the alternative method, that is appointment by political leaders, empowers government incumbents and disempowers academics. Moreover, it is also riddled with intrigues, tribalism and dirty politics. The McGregor Committee felt that even though the election method by peers was difficult, the development of a democratic behaviour in societies might require passing through painful processes. When the institutionalisation of democratic behaviour becomes successful and a democratic tradition established, everyone benefits. We all agreed, however, that the 2001 Act had restored some freedom to Makerere and other public universities. But more autonomy was needed to democratise methods of constituting university leaders.

The idea of a highly professional search committee<sup>8</sup> working with the senate and the university council, as suggested by the White Paper, is probably the most acceptable but it had not yet been enacted into law by the time I left the NCHE. It is necessary to follow the law allowing as provided for in section 31 of the Act for the process to gradually get refined. The academic and political consequences of electing the chief executives of public universities will be too high if they are not well thought out.

### **Detaching the University from Public Service Administrative Regulations and Political Interference**

Public universities are not developing as fast as the private ones due to the extra-administrative chains that government put around their necks. As noted in chapter one, universities are not only national institutions serving state needs but also international institutions serving foreign students, supplying and consuming local

and internationally produced knowledge. Local universities compete internationally for both local and foreign students and trained staff. Hence, the most prestigious rankings of universities are conducted internationally. Because Makerere and other public universities receive money directly from the Treasury instead of through a medium body (e.g., a grants committee) as was the case before the 1970 Act, these institutions are treated just like any other government parastatal body or department. Their international nature is not considered when allocations of funds are made. The price they have to pay to get government funds is far too high for their well-being. I remember telling Gordon McGregor, chair of the 2006/7 Visitation Committee to Public Universities my feeling on this issue:

- (i) That the single spine salary structures should not apply to universities;
- (ii) Universities should be legally allowed to spend internally generated revenues without recourse to any external influence or control;
- (iii) The retirement age for academic staff should be raised to 75 or eliminated;
- (iv) Permanent and pensionable terms should be replaced by contract appointments. This would make staff work harder and the arrangement would be more beneficial to students and research work of the universities;
- (v) Each institution should be free to set its fees; and
- (vi) A grants/funding committee should be set up to search and distribute resources to universities using a defined criteria.

Some of these ideas were later incorporated into the report that was eventually submitted to government.

### **Chartering of Public Universities to Improve their Institutional Autonomy**

An innovation I was unable to bring about while still at the NCHE was to charter public universities. I thought this move would improve relations with government, assure institutional autonomy to public universities and eliminate conflicts between the two parties.

My suggestion was that public universities, like private ones, should be chartered by the government through the NCHE in order to:

- a) Thoroughly define the relations of each public university with the government. Unlike high schools, each public university is jealously individualistic and gives its own degrees, certificates and diplomas. Each has its own vision and mission and focuses on its own unique programmes. Therefore, each university needs its own terms of relationship with the state within generally agreed government policy parameters.
- b) Bring a sense of equality of treatment in the country's university system. Since Section 103(a) implicitly puts public universities above private universities with provisional licences, it is only fair that public universities

go through the same rigorous accreditation process that private universities are exposed to in order to attain the same level as mentioned in Section 100-103.

But the NCHE found a number of problems in starting to charter public universities. The current Act (the Universities and Other Tertiary Institutions Act, 2001, and its amendments) is vague on this issue. First, Section 22(1) of UOTIA, as quoted above, provides for the establishment of public universities and not much else except in the accreditation of programmes to empower the NCHE over public universities. Second, section 73(1) of the same Act simply repealed the previous Acts and statutes of public universities without making any provision for its replacement. The relevant section of the new Act simply says:

The Makerere University Act, 1970, the Mbarara University of Science and Technology, Statute 1989, the Uganda Management Institute Statute 1992 and the Institute of Teacher Education Kyambogo Statute 1993, are repealed.

Third, while section 130(i) underscores the repeal of the previous Acts and Statutes, it remains silent on the matter of their replacement:

For the avoidance of doubt, any Act or other law establishing a University or Tertiary Institution other than the law establishing the Islamic University in Uganda and the Uganda National Institute of Special Education is repealed.

Fourth, Section 131(1) (a) commands public universities, which were established by (previous) laws to apply for a charter within twelve months of coming into force of the UAOTIA, 2001.

A University or Tertiary Institution operating before the commencement of the Act shall- where it was established by law, apply for a Charter, or Certificate of Classification within twelve months from the date of commencement.

The National Council did not start operating until November 2002, about one year after the commencement of the Act. The prescribed period passed and no penalty for inaction could be taken. Moreover, the Act is silent on what new public universities should do. A lawyer could argue that it does not require new public universities to be chartered.

Although we were often told to charter public universities, I felt that in order to do so, which would have been good for the institutions and the state, the government should first take the following actions:

- a) Strengthen section 131(1) of the Act by requiring all existing and new public universities to be chartered in the same process as private institutions (section 100-102); and
- b) Modify section 103 (a) to make it less derogatory to private universities with provisional licences vis-à-vis public universities.

It should be stated clearly that all licensed universities, both public and private, are equal before the law and offer certificates, diplomas and degrees of equal status.

It should be noted that all public universities in Tanzania have been chartered. One staff member of the NCHE fully participated in the process at the assessment level. The Tanzania experience has proved very positive and has allowed for the creation of a new public university system that responds to society's demands for quality education, while, at the same time enhancing institutional autonomy for the universities. To achieve this, all public universities were de-registered and given eighteen months to apply for a charter. During the processes of chartering, all universities continued to function under a clause of provisional license granted by Parliament. Within the period of eighteen months, the visitations were completed and the government had ample time to discuss the proposals submitted by the visitation committee. In 2012, Kenya enacted a Universities Act, which amongst a number of innovations, requires all public universities to be chartered. It is my hope that Uganda will wake up and do likewise.

### **'Pride and Prejudice' of Certain Public Universities**

There is a perception among public universities that they are superior to the private ones, particularly those with provisional licences. While I realise that age, traditions and facilities of a university can contribute to its ability to deliver quality education, some new universities have other advantages. Many of the public universities are as new as private ones. Moreover, the cash flows of a number of private universities are far better than those of the majority of public universities. These private universities are thus improving their facilities very fast. The pride of public universities fuelled by Section 103 (a) which seems to suggest that all public universities are at the level of chartered institutions the day they start operating. It reads as follows:

On the publication of a charter under section 102, the Private University to which the charter is granted shall be – Accredited and certificates, diplomas, degrees and other academic awards by the University shall be recognised as of [a] comparable and equivalent merit with those of other accredited and public universities in Uganda.

I remember attending to complaints from vice-chancellors of private universities with provisional licences whose graduates were denied admission into public universities' postgraduate classes on the basis of the above section. Yet the NCHE did not permit unaccredited (i.e., unchartered) universities to offer postgraduate programmes. Students from private universities without charters find it difficult to proceed to graduate classes in public universities.

In the next two chapters that follow, I shall review how the NCHE related with specific public universities of Makerere in chapter 8, and the rest: Mbarara University of Science and Technology, Gulu, Kyambogo Busitema and the MUNI project in chapter 9. I will highlight their achievements and problems as the NCHE saw them at that time and the extent to which NCHE intervened to help these universities deliver quality education.

## Notes

1. Section 31(1)(a) of the Act provides that the Vice Chancellor is responsible for academic, administrative and financial affairs of the university.
2. Under section 33(3)(b) of the Act, the university secretary is the accounting officer of the university and responsible to the Vice Chancellor as provided for in section 34(2).
3. Under section 34(2) of the Act, the Academic Registrar is responsible to the Vice Chancellor with his or her functions provided for under section 33(3).
4. Section 33(2)(a) provides that the first deputy vice chancellor shall assist the vice chancellor in the performance of his or her functions and in that regard be responsible for the academic affairs of the university. However, the practice is that the Academic Registrar especially at Makerere University has the final word on the academic affairs of the university.
5. This happened to Professor Lutwama.
6. Professor Ssentenza Kajubi.
7. Frank Kalimuzo.
8. The search committee should be comprised of members who are independent and not part of the university structures.





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# The NCHE and the Challenges of Makerere University

## **Introduction**

Although relations between the NCHE and Makerere University began with grudging acceptance of the former as a regulator of all universities by some elements within Makerere University, the two institutions worked closely to improve the quality of higher education delivered in the period 2002–2012. Initially, some members of Makerere University not only objected to NCHE's accreditation of their programmes but also complained of the 'overriding' powers the law had conferred on the NCHE. But as time went on, relations between the two institutions improved. First, the NCHE used as assessors many academics from Makerere to accredit programmes and institutions in other universities (Appendix 8). Second, the NCHE approved (or denied approval) of many of Makerere's initiatives, as the case may be. Among the initiatives approved was the 'College System', which I was not very enthusiastic about because I believed it would expand administrative structures at the expense of academic ones. I also feared that it would undermine the academic department as the cell and unit of academic and social activities in the University. Third, the NCHE mediated and suggested possible solutions to the University's wrangling with Makerere University Business School (MUBS, (see chapter 13). Fourth, the NCHE organised the training of a number of academics, including many from Makerere, in such matters as the conducting of internal quality assurance reviews, management of institutions of higher learning and capacity building. Lastly, Makerere's Vice-Chancellors, including John Sebuwufu, Livingstone Luboobi and Venansius Baryamureeba were, at different times, active members of the NCHE Council, representing public universities from 2002 to 2012. The NCHE, therefore, made positive developments to the growth of Makerere from 2003 to 2012. It is also true that Makerere, on its part, contributed to the growth and institutionalisation of the NCHE.

However, one area of Makerere University and other public universities where the NCHE failed to make an impression was dissuading officials from the assumption that a mere change of personnel, particularly vice chancellors, can solve major institutional problems. I wrote a number of letters to the authorities telling them that the problems of Makerere and other public universities were structural and, therefore, more than an individual vice-chancellor could resolve even though having a good one can help. In my book *Financing Uganda's Public Universities: An Obstacle to the Public Good (2009)*, I elaborated on the problems of Makerere University and other public universities as follows.

### **Funding as a Major Challenge of Tertiary Education**

In the period 2003-2012, the NCHE observed and wrote several briefs to inform Makerere and other public universities in Uganda that the major challenge from which most of their problems flowed as subsidiary streams was underfunding and the failure of institutions to appropriately handle neo-liberal policies impacting on higher education financing. I also elaborated on this challenge and its subsidiary streams elsewhere (Kasozi 2003, 2009). Lack of institutional autonomy was the second major challenge that Makerere and other public universities faced. Both problems dovetailed and fed each other. Historically, Makerere and other public universities in Africa were funded by the state, and from fees, research grants and donations from individuals and organisations as well as endowments (which came from various sources). From its establishment in 1922 up to 1970, Makerere had a broad funding base, which included states and various regional and international donors. Makerere's financial autonomy, and direct delinkage from the state was protected by a medium buffer body, the *Grants Committee*, through which various financiers funneled funds (Macpherson 1964; Mugerwa 2002). Although there were incidents of state interference such as the one which led to the resignation of Principal W. D. Lamont in July 1949 over the dismissal of an anti-colonial lecturer, Mary Parker, Makerere was institutionally free in the way it conducted its classes, raised its finances and accounted to its stakeholders up to 1970 (Sicherman 2005:248).

However, the 1970 Act made Makerere a 'state institution' that was administered like any other government department. The University became subjected to government red tape and had to abide by government 'standing orders'. The UOTI Act increased but did not give Makerere all the freedom it needs to freely operate, as observed in the previous chapter. This was what happened in the administration of its finances where sections of the 1970 Act were not changed in the 2001 UOTI Act.

Moreover, the NCHE found that besides the funding problems, the governance of Makerere and other public universities was complicated by the legal framework, which stipulated how the University should constitute its top administrators. The

method of constituting public universities' leadership tends to get over-politicised. Residues of the 1970 Makerere University Act, which regarded public universities as mere government departments, are insensitive to university culture which must respond to both international and local needs. Makerere was caught up in this vicious situation for a long time. Although top administrators are elected, their roles are not only contradictory to one another but also tie the University to public administrative behaviour. This has been discussed in detail in the previous chapter. The NCHE tried to explain these problems to both the Ministry of Education officials and Makerere administrators. But both stakeholders preferred simple explanations and easy answers to complex problems.

It was my belief that while Makerere should supplement its income from other sources, it had to design a model of public funding that would, at the same time, guarantee its institutional autonomy to seek additional resources elsewhere and to freely use these funds to teach, administer itself and conduct research without state interference. But this could only happen after the law had been changed.

### **The Impact of Neo-Liberal Policies on Makerere University**

The NCHE did not have an easy ride in its work as the regulator of higher institutions of learning in Uganda, especially in the formative years. Its authority and position were often challenged until all the parties concerned eventually found a common ground to co-exist. For example, the NCHE took the position that Makerere found it difficult to manage the shift from overdependence on state funding to a mix of state and private financing arrangement. The laws that govern the institution's management of finances were not changed to match the changed financial model when the institution adopted neo-liberal practices between 1980 and 2007. In other words, Makerere began to operate, and continues to operate, within the neo-liberal constraints in the way it raises about half of its budget without changing the original legal instrument when the state was its only or major financier.

It needed to design a new financial structure and mode of operation to match the changed funding system. Thus, although there was continued private enrolments at the institution, Makerere's financial linkage to the state remained intact. A number of institutions in Africa were caught up in this same vicious circle (Varghese 2006; Thaver 2003). Although money was collected, the institution could not freely spend its privately collected funds without applying state laws that were inherited from the 1970 Act when government was the main funder of the institution. These laws impinge on the institutional autonomy of Makerere University. The NCHE made spirited efforts between 2002 and 2012 to advise Ministry bureaucrats and politicians on the merits and demerits of neo-liberal policies in our public university system. Only a few of them listened or tried to understand the problem.

Secondly, the state, believing that the market was generating reasonable funds for institutions reduced its contributions to public universities thereby affecting their performance. Table 8.1 indicates how incomes from private sources gradually surpassed government funding of Makerere University. In 1993/4 academic year Government contributed 100 per cent to Makerere's budget. But by 2005, the contribution was only 41 per cent. Yet the number of students coming into these institutions was growing faster than the inflow of funds to support the student numbers because a student was taught at a loss of 5 per cent of what was needed to deliver quality higher education to him/her. From 2001/2 to 2005/6, tertiary enrolments grew at a rate of about 15 per cent and real numbers more than doubled from 65,000 to 137,000. These developments convinced me that what Makerere needed was, first, institutional and financial autonomy; second, management of its affairs in a transparent way, and, third, increasing its funding base to avoid over-dependence on any one source no matter how attractive.

Table 8.1: Public and Private (Student) contribution to the funding of Makerere University, 1993-2005/6

Year	Govt Students	Total Govt Funding	% Govt of total funding	Private Students	Total Private funding	% Private of total funding	Total funding from both sources	Total students	% Annual Growth rate	Makerere unit income per student	Preferred Unit cost per student
1993/94	6,643	10,713,005,331	100	701		0	10,713,005,331	7,344	5.0		2,439,555
1994/95	6,494	17,660,738,900	100	1,412		0	17,660,738,900	7,906	7.7		2,567,953
1995/96	7,089	20,328,433,000	83	2,280	4,080,059,201	17	24,408,492,201	9,369	18.5	2,605,240	2,703,108
1996/97	6,710	19,255,308,734	72	7,902	7,561,493,114	28	26,816,801,848	14,612	56.0	1,835,259	2,845,377
1997/98	6,890	19,500,000,000	69	7,477	8,799,261,213	31	28,299,261,213	14,367	-1.7	1,969,740	2,995,134
1998/99	6,545	22,541,938,000	62	9,497	13,663,196,178	38	36,205,134,178	16,042	11.7	2,256,897	3,152,762
1999/00	6,103	22,990,000,000	60	14,265	15,080,261,764	40	38,070,261,764	20,368	27.0	1,869,121	3,318,697
2000/01	6,133	22,060,000,000	56	19,112	17,406,254,325	44	39,466,254,325	25,245	23.9	1,563,330	3,493,365
2001/02	7,712	26,650,000,000	58	22,650	19,030,439,000	42	45,680,439,000	30,226	19.7	1,511,296	3,677,226
2002/03	7,932	26,260,000,000	47	22,276	29,438,099,000	53	55,698,099,000	30,208	-0.1	1,843,819	3,870,764
2003/04	7,772	26,289,000,000	45	19,454	31,981,937,218	55	58,270,937,218	27,932	-7.5	2,086,171	
2004/05	6,799	28,874,000,000	43	23,906	38,579,239,386	57	67,453,239,386	30,705	9.9	2,196,816	
2005/06	6,948	38,472,472,000	41	23,879	56,181,463,787	59	94,653,935,787	30,827	0.4	3,070,488	

Note: External donor funding money is not included in the above table

Source: Computed by author from data obtained from the Academic Registrar, Bursar and Director of Planning, Makerere University.

### **Market no Permanent Solution to Makerere's Financial Crisis**

The market, which entered the academia aggressively in the 1980s (Derek Bok, 2003), might have given Makerere University temporary financial relief but it did not resolve its long-term major financial problem. The NHCE realised that the Ugandan government was the only entity that was capable of solving this perennial problem of funding. We believed the state could achieve much in this direction by increasing grants, instituting tax waivers and giving public universities more autonomy to seek for and use funds without any strings attached. On their part, public universities were asked to be more accountable, to improve the governance of their institutions and make their staff focus more on academic production instead of engaging in intrigues and power struggles to gain more access to funds for personal gain.

To supplement the declining state funding, Makerere University privatised some components of its services, including the creation of a double track tuition fee system (one for government sponsored students and the other for private students). But major areas that touch on student and staff welfare were not privatised. The private entry scheme (or privately sponsored student window) was tried in the 1970s, but abandoned and revived in 1992/3 (Mugerwa 2002). Earlier on, Kajubi had tried to introduce the same thing but it was resisted (Kajubi 1992). Money raised from private, fee-paying students was only intended to supplement and not to replace government funding. The truth, however, is that although the money collected from the private market looked impressive, Makerere was still getting far less unit fees than the cost of training a student (unit costs). The fees private students were paying constituted no more than about 50 per cent of what it cost to train the individual students in most disciplines (Table 8.1, Col.12). That meant a debt accumulation for every private student registered. The more private students were admitted, the higher the deficit increased. This was a problem that government could not easily see but which we at NCHE were aware of and constantly discussed with the authorities at both Makerere and the Ministry. Table 8.1, columns 2 and 5 indicate enrolments for government and private students. By 1996/7, privately sponsored students had overtaken government students in number. By 2005/6, private students constituted 77.6 per cent (or 24,112) of the total 31,081 (of known) registered students at Makerere. In the same year, government-sponsored students were only 6,966. The same table highlights the growth of private monies at Makerere University. Column 3 shows public financing in shillings and column 4 its percentage contribution to the institution's budget. From almost 100 per cent funding in 1993/4, government's contribution to the institution had declined to 41 per cent by 2005/6.

The other sources of funding were from internally generated activities and donors. Most of the latter were foreign donors. In 2013, 80 per cent of Makerere's \$85 million research funding came from foreign donors (Musiige and Maassen

2015). While the donors were quite supportive, their money, in most cases, was not available for recurrent expenditure. It was, almost always, targeted to specific projects. All the money Makerere received did not match the inflationary trend nor the increasing need for infrastructure. The NCHE studied Makerere's problems and, as expected, advised government on the dangers of allowing the university to spiral downward. We wrote several letters, reports and books between 2002 and 2012 to articulate this position.

A lot of positive things have been written on Makerere's innovation or reforms (see, for example, Court 1999; Nakanyike Musisi and Muwanga 2003, Carrol 2005; Mamdani 2007; Court 1999). It is true that Makerere was able to generate money to fund new buildings, staff development programmes, as well as raise staff salaries and boost the morale of staff. The ability of the University to raise private monies impressed Western funding agencies that began to finance Makerere's various projects (Coleman and Court 1993; Court 2000; World Bank 2002). Between 2000 and 2006, Makerere received an estimated US\$57 million dollars, from these external agencies, (Carrol 2005; Coleman et al 1993). This amounted to almost 30 per cent of the institution's income during the period. The areas funded were capital development, scholarships and targeted but not general or basic research funding. However, Carrol and Mamdani show that the unplanned way in which private money was collected and used undermined quality, research and the values for which universities have stood. They further show that the uncontrolled market in the academy led to the expansion of student numbers beyond the ability of staff to teach and facilities to offer a good learning environment. Column 10 of Table 8.1 indicates the erratic and unplanned manner in which money from private sources came into Makerere University.

Furthermore, the privatisation scheme did not eliminate areas of wastage. The privatisation scheme was limited to fees and a few money-generating areas. Student housing, healthcare and other welfare components of education that other privatised institutions usually left to private providers were not privatised. They were still the responsibility of the university from 2002–2012. Money generated from these services could have been put into core academic areas. Mbarara University of Science and Technology, which did not admit as many students as to overstretch its staff and facilities capacity maintained a high level of respect in the privatisation exercise.

One of the manifestations of the failures of Makerere and other public universities to fully study the consequences of neo-liberal policies are deficits these institutions accumulated each year. As of the Financial Year 2005/06, Makerere University had an accumulated a deficit of US\$ 15.4 billion for salaries, bandwidth, utilities, statutory obligations, and so on. I do not have the current figures for the university but I doubt the situation has changed significantly. I am told that the institution had a deficit – or debts – of about US\$ 30 billion in 2012.



Thus, like other public universities, Makerere was suffering from acute funding gaps. Most of the public universities are running on deficit budgets. Kyambogo University had accumulated salary arrears of US\$ 2 billion and registered a deficit of US\$ 3.8 billion in the 2008/09 financial year. Yet to admit more students would be to further dilute the quality of education dispensed without necessarily eliminating the deficit unless each student paid the full unit cost. Similarly, Gulu University registered US\$ 2 billion deficit in 2007/8. The new Busitema University also had a funding gap of US\$ 2.4 billion in 2008/9. It is clear, therefore, that while the private entry scheme contributed to the funding of Makerere, it did not resolve the institution's financial problems. As long as universities spend twice as much as they get from a student the deficit will increase no matter how many students are admitted. The unit cost and unit income must balance to achieve the financial health of a university. This is not to say that the student or parents should pay all the unit cost. Innovative ways of raising funds is the key to covering the unit cost. Makerere failed to lead other public universities in the management of the shift from full state to a mix of state and market funding approaches.

### **The Ensuing Challenges**

The challenges stemming from Makerere's underfunding and the failure to manage its shift to the dual mode of state and market funding regimes, include insufficient, and sometimes not fully qualified, overworked staff, loss of morale by staff due to teaching overwork at the expense of research, large-classes packed in old and dilapidated infrastructure, lack of a conducive working environment, inability to sustain a positive social image and inability of staff to participate in national debates as intellectual leaders unlike in the 1960s. Makerere and other public universities thus failed to develop facilities and infrastructure that matched the NCHE standards.

This development posed a moral challenge to the work of NCHE because it became difficult for the NCHE to ask private universities to conform to its capacity indicators while public universities which considered themselves superior to the provisionally licensed private institutions by virtue of section 103 of the enabling Act were not doing so. Makerere and other public universities did not have the number of faculty that the NCHE considered ideal. As of June 2010, it had 1,436 academics instead of the 1,790 established posts. This amounted to a shortage of 354 lecturers. There have been some improvements since then, but the problem has not been resolved. Regarding qualifications, Makerere was doing a little better than other institutions, thanks to the aggressive staff development programmes and donor support during John Ssebuwufu's tenure lasting from 1993–2004. The data of 2010 at the NCHE indicate that the institution had 356 out of the estimated 502 PhD holders in the public universities. All the private universities had 356 PhD holders out of the 858 in the whole country. That means Makerere



had almost 50 per cent of all PhD holders in the country, though the landscape is changing very fast. However, the staff numbers and qualifications at Makerere fell short of the NCHE ideal ratios of 1:15 for Arts/Humanities, 1:10 for Basic Sciences and 1:8 for applied sciences. In 2005/6 the staff to student ratios were in the Faculty of Arts, 1:47, Economics 1:70, Psychology 1:53, Law 1:50, Education 1:65, Social Sciences 1:52. However, Agriculture with a ratio of 1:8, Forestry 1:7, Public Health 1:1, Medicine 1:7 and Basic Science 1:8 possessed ideal staffing levels. By 2010, the situation had changed for the better but had not reached the NCHE ideal standard. In terms of educational facilities, public universities were not doing as well as the NCHE would have liked. The best of them were still on the 'good' level. Table 8.2 shows some of the actual numbers of books/journals in public universities in 2010.

**Table 8.2:** Student enrolments and available books/journals in public universities in 2010

Institution	Students	Books / Journals	Student Book ratio	Ideal Ratio	Needed Units	Gap
Makerere	33,112	623,767	1: 19	1:40	1,132,4480	700,713
MUST	2,778	34,800	1: 13	1:40	111,120	76,320
Gulu	3,752	15,700	1:09	1:40	150080	134,380
Kyambogo	22,290	184,726	1:17	1:40	891,600	706,874
Total	61,932	858,993	1:23	1:40	2,285,240	1,426,247

*Source:* National Council for Higher Education

As for books and journals (both hard and soft), Makerere and the four other public institutions from which the NCHE was able to get data had made impressive gains since 2006. But there was a gap of about 40 per cent that had to be filled to reach the ideal levels of the NCHE standards. As for computers and general ICT access, Makerere made considerable progress from 2002–2012, thanks to the energetic Dean of the Faculty of Computing and Information Technology, Venansius Baryamureeba. The number of students accessing the Internet as well as those training in computer use were improving each year. Table 8.3 shows that Makerere's ratio of one computer to seven students was only two units away from the NCHE ideal of one to five. With the completion of a second building and the purchase of more computer units by the Faculty of Computing and Information Technology, Makerere should have reached the NCHE's ideal standards by the end of 2013. However, other public universities were not doing so well as Makerere was in ICT infrastructure as Table 8.3 below shows:

**Table 8.3:** Number of computers and student-computer ratios at public universities, 2010

Institution	Students	Computers used by students	Computers/ Student	Ideal Ratio students / computer)	Needed Units	Gap
Makerere	33,112	4960	1: 7	1:5	6,622	2,302
MUST	2,778	120	1:23	1:5	556	436
MUBS	10,731	147	1:73	1:5	2,146	1,999
Gulu	3,752	110	1:34	1:5	750	640
Kyambogo	22,290	420	1:25	1:5	4,458	4,038
Total	72,663	5,757	1:16	1:5	14,532	68,377

*Note:* I was unable to get full data for Kyambogo and Busitema

*Source:* National Council for Higher Education, 'State of Higher Education', 2010.

However, Makerere did not do well when it came to infrastructure like lecture space, office space for staff, students reading and recreation facilities, library and laboratory space. Like Kyambogo, most of Makerere's physical facilities were constructed in the colonial period. They are too old and dilapidated to serve current student needs and numbers. Table 8.4 shows the available spaces in lecture rooms, library and laboratories in 2005/6. The NCHE, through its annual publications, *The State of Higher Education and Training*, annually highlighted the dearth of physical facilities in universities, including Makerere. Interested persons can check on the progress of facilities acquisition at these institutions.

**Table 8.4:** Student/space ratios in public universities 2005/6

	Stu- dents	Lecture space				Library space				space				
		space in sqm	cur- rent ra- tio	ideal indi- cator	ideal space in m2	Space in m2	cur- rent ratio	ideal indi- cator	deal space in m2		cur- rent ratio	cur- rent ra- tio	ideal indi- cator	ideal lab space
Make rere	31,081	11971	0.39	1:2.5	77,703	5618	0.18	1:2.5	77,703	12,75	20750	1.63	1:3	38,250
MUST	1,790	1891	1.06	1:2.5	4,475	540	0.30	1:2.5	4,475	700	1135	1.62	1:3	2,100
MUBS	10,731	2422	0.23	1:2.5	26,828	747	0.07	1:2.5	26,828		NA		1:3	NA
Gulu	1,837	1753	0.95	1:2.5	4,593	793	0.43	1:2.5	4,593	530	998	1.88	1:3	1,590
Kyam- bogo	10,566	6113	0.58	1:2.5	26,415	230	0.02	1:2.5	26,415	3,357	5288	1.58	1:3	10,071
Total	56,005	24,15	0.43	1:2.5	140,013	7,928	0.14	1:2.5	140,013	17,337	28,171	1.62	1:3	52,011

*Source:* National Council for Higher Education

With respect to facilities and human resources challenges, the NCHE advised Makerere to strive to get the following facilities in order to deliver undoubted quality of higher education to the 30,000 or so registered students in 2010:

- (i) 2072 academic staff of whom 60 per cent (1,243) would have PhDs and 70 per cent (1,891) Master's degrees;
- (ii) 31,081 sq. meters of library space;
- (iii) At least 1,400,000 relevant books/journals;
- (iv) Some 7,000 computers; and
- (v) 7,000-10,000 Internet-connected working positions/places.

### **Impact on Governance**

Governance problems at Makerere were exacerbated by the funding problem: the core source of all institution's problems. As various University units and personnel struggled to access meagre resources, intrigues and conflicts emerged. However, it is also true that the way administrative positions are legally structured in public universities creates impasses and has potential to generate conflict. This factor has been fully discussed in the previous chapter.

### **Reduction of Programmes**

As Mamdani aptly observed, Makerere University had more programmes than it had capacity to handle (Mamdani 2007). The increases in programmes were caused mainly by underfunding of the University, so many of the programmes were commercially driven. They were fronted by staff to make money. However, in the brief period that Professor V. Baryamureeba was acting Vice-Chancellor and at the same time a member of the NCHE of programmes, both the NCHE and Makerere worked jointly to reduce the duplication of programmes at Makerere. Secondly, as we worked through the accreditation process, we merged a number of them. The accreditation revealed a number of inconsistencies in the way programmes were written and formatted at Makerere. Thus, despite the initial arrogance of some academics, the accreditation of Makerere programmes was very useful in improving the content and presentation of materials as well as in the elimination of duplication in that institution. I personally feel that accreditation of programmes has been, and I hope still is, one of the major contributions of the NCHE to Uganda's universities.

### **Institutional Autonomy and Accountability**

Good management of a university is dependent on financing and its autonomy. Managers, however good, cannot manage a cash-strapped university. Neither can they manage a university when they are constantly contradicted by owners or where the legal regime ties their hands. The Universities and Other Tertiary Institutions Act, 2001 tremendously improved the autonomy and governance of universities, but it did not complete the task of reform. The 1970 Makerere University Act had suffocated the institution by making the University structurally a government department. I

agree that Makerere needs to improve on its governance if it is to claim institutional autonomy. But good management is dependent on several factors, including the way the law is structured, sufficiency of funds, training of managers, the self-confidence of university workers to resolve internal problems without running to the state or other stakeholders for advice, and a liberal and just political environment. Makerere needs to have the freedom to freely raise and spend its own money because it operates in the same market as other organisations. To produce quality graduates, good educational inputs must be purchased from the general market.



**Figure 8.1:** One of the blocks of the College of Computing and Information Sciences, Makerere University



**Figure 8.2:** A burst of reading students, over the entrance into Makerere Library



**Figure 8.3:** Main building of the College of Computing and Information Science, Makerere University



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## Nurturing other Public Universities

The interest of the Ugandan government in tertiary education can be seen in the way it kept establishing more universities despite the challenges of adequately funding all of them. Thus, within two decades, five public universities had been established. These included Mbarara University of Science and Technology (MUST) (1989), Kyambogo University (2003), Gulu University (2003), Busitema University (2007), and Muni University Project (still being established). Government motive was to increase access. Concurrent efforts to make these universities engines of development by funding their research and innovation components was not the focus. This was a mistake. The NCHE role was to register what institutions government decided to establish and although we appealed to the state to match funding with expansions, our role was only advisory.

Relations between the NCHE and the public universities were guided by the UOTI Act. Although there were many gaps in the law that complicated this relationship, yet there were common grounds for co-operation already available to both parties by 2005. We all accepted the need to improve the law to give public universities more financial autonomy, to increase funding, to be more accountable, to produce knowledge and to train the next generation of academics. However, we also recognised some major constraints that included the unwillingness of the state to speed up changing its laws on public universities, the inability and unwillingness of students and their parents to fully pay for their education and the difficulties of disseminating correct information to the public.

This chapter will focus on the NCHE's relations with the four public universities licensed between 1989 and 2007 (namely, MUST, Kyambogo, Gulu and Busitema) as well as the upcoming MUNI institution.

### **The Mbarara University of Science and Technology (MUST)**

The Mbarara University of Science and Technology (MUST) is the second public university established in Uganda. MUST was established by a Statute of the National Resistance Council (the surrogate parliament) in 1989. The main campus is located next to the regional referral hospital in Mbarara Municipality

in the Ankole Region of Uganda. It has a specific mission of focusing on applied science programmes that target problems of rural Uganda. Unlike other universities, MUST has had a very stable leadership and refined methods of governance since it was established.

The first vice-chancellor, Professor Frederick I. B. Kayanja, served until 2014. He was also the founding Chair of the NCHE, 2002–2012. The NCHE did not need to constantly monitor MUST because it was one institution that observed the NCHE regulations to the dot, co-operated in endeavours to search for solutions to resolve higher education problems and participated in most of NCHE's activities. From 2008 to the time I left NCHE, I had the feeling that MUST could, if its current calm and good governance continues, develop into what the late Dr Justus Mugaju and I defined as a model university.

### *Academic Staff*

Like other universities in Uganda, MUST was constantly short of staff. In September 2012, the institution had a total staff of 217 teaching staff and 3,234 students, a staff-student ratio of 1:15. The NCHE considered this ratio ideal as per Statutory Instrument No. 80 of 2008. Furthermore, the number of staff who had PhDs as a percentage of total, was 26 (about 12 per cent) which was in the 'good' category. The number of female academic staff (72 out of 217 or 33 per cent) was also good. MUST also had a good percentage of part-time staff of 30 per cent. MUST had a staff development programme and in 2009/2010, it had some 28 people training for higher qualifications.

### *Students*

The total numbers of students in 2011/2012 were 3,241 doing various Bachelor's degrees in Medicine, Computer Science, Development Studies, Pharmacy, Nursing, Medical Laboratory Science, and Education. There were also some 200 students registered for diploma and certificate courses.

### *Facilities and Infrastructure*

Currently, the main campus is located in Mbarara town where it is housed in a number of new and old buildings. In May 2012, plans for the construction of the main campus at Kihumuro (7 kilometres on the Mbarara-to-Bushenyi road) were unveiled. Work on a number of structures had started by the time I left the NCHE. In 2011, the space per student in lecture rooms was 0.7m<sup>2</sup> and in the library 0.2m<sup>2</sup>. The total number of chairs was 1,451, all of which were below the NCHE standards. In the same year, MUST had 34,800 books and journals giving a ratio of 13 units to each student instead of the 40 required by the NCHE. However MUST had gone a long way in improving computer and Internet access



and provision of electronic library resources. The institution had about 5,000 units bringing the ratio to seven, just short of the NCHE's ideal of five.

### ***Curriculum and Programmes***

The University had the following Faculties/Division:

- a) Institute of Interdisciplinary Training and Research
- b) Institute of Management Science
- c) Institute of Computer Science
- d) Faculty of Science
- e) Faculty of Medicine

### ***Accredited Programmes***

By December 2012, the following programmes had been accredited by the NCHE.

#### ***Faculty of Medicine***

- Bachelor of Medicine and Bachelor of Surgery (5 Years);
- Bachelor of Nursing Science (4 Years);
- Bachelor of Nursing Science (Completion Programme – 2 Years);
- Bachelor of Pharmacy;
- Bachelor of Medical Laboratory Science (4 Years);
- Bachelor of Medical Laboratory Science (Completion Programme – 2 Years);
- Bachelor of Physiotherapy;
- Bachelor of Pharmaceutical Sciences;
- Diploma in Counselling;
- Diploma in HIV & AIDS Care and Management (taught at Mildmay);
- Master's and PhDs in most Departments.

#### ***Faculty of Science Programmes***

- Bachelor of Science with Education;
- Diploma in Science Laboratory Technology;
- Certificate in Science Laboratory Technology;
- Masters of Education Management & Planning;
- Masters of Educational Psychology;
- Masters of Science;
- PhD programme in Science.

*Institute of Computer Science*

Bachelor of Computer Science;  
 Bachelor of Science in Computer Engineering;  
 Bachelor of Information Technology.

*Institute of Management Science*

Bachelor of Business Administration;  
 Bachelor of Science in Accounting and Finance.

*Institute of Interdisciplinary Training and Research* (Replaced the Faculty of Development Studies -2013/2014):

- Bachelor of Development Studies;
- Postgraduate Diploma in Development Studies;
- Masters of Arts;
- PhD.

***Financial Management***

The funds received from the Treasury and money raised from privately sponsored students were well managed in accordance with the University budget approved by Council and Parliament. The University Council approved the following formula for the utilisation of privately generated funds:

a) Capital Development	20 per cent
b) Wage Bill Supplement	20 per cent
c) Faculty Use	20 per cent
d) Salary Enhancement for non-academic staff	36 per cent
e) Insurance Cover	4 per cent

However, this formula applied to tuition fees only. It would have been ideal if a separate vote had been made for the library and the laboratories.

***General Governance***

MUST, of course, is governed by the provisions of the Universities and Other Tertiary Institutions Act, 2001 (as amended 2003 and 2006), Sections 22 to 74. The administrators who started the institutions in 1989 (the Vice-Chancellor, Academic Registrar and the University Secretary) were still in charge in 2012. There were no storms in the institution and so there were no reasons to replace them. I would like to believe that with their performance over these years, they

would have put in place institutional structures that can outlive their tenures. But MUST, like all other public universities, suffered the constraints described in chapter 7.

### *Way Forward*

MUST needs to consolidate on its achievements, strengthen impersonal institutional administrative structures and recruit honest leaders after the exit of the current ones. MUST should not fall into the temptation of admitting more students than resources permit. Avoiding a mismatch of students and facilities has been one of MUST's greatest achievements. Lastly, the institution must work hard to complete and move to its Kihumuro campus.



**Figure 9.1:** A new Library and Academic Centre: Bishop Stuart University, Mbarara



**Figure 9.2:** Proposed Faculty of Petroleum, Energy and Minerals: Mbarara University of Science & Technology

### **Kyambogo University**

Kyambogo University was created in 2003 from the merger of the former Institute of Teacher Education, Kyambogo (ITEK), the Uganda Polytechnic, Kyambogo (UPK) and the Uganda National Institute of Special Education (UNISE). Since its establishment, however, the University has failed to integrate into a consolidated institution for the following reasons. First, each of the former units had its own vision and niche that could not easily accommodate or absorb the others. As a result, the new University failed to refine and consolidate into a single shared vision and mission to bind the three former units into a single whole with a common purpose. Second, having been administratively brought into one basket, each could not follow its former mission appropriately since the merger meant the death of the old constituent institutions. Third, and as a result of the first and second factors, each former institution lost its former niche in the market while the new institution did not have the internal strength or capacity to focus and maintain even one of the niches each of the institutions was famous for (i.e. the production of high level technicians from UPK, supplying specialists in special education from UNISE and the production of good lower

secondary teachers from ITEK). The Visitation to Public Universities 2006-7 (the McGregor) Committee advised the government to either disaggregate the University back to its former institutions or allow for a much slower merger by loosening the current centralisation bonds and making the institution a federal one. That is, to devolve more autonomy to each of the three institutions and let the merger take longer to accomplish. But the government rejected the proposal. The NCHE found the state of Kyambogo University depressing but could not do much. Several times, I thought of asking Council to close the institution but realised the shortcomings of the Act that does not grant the NCHE full powers of shutting down public universities. A monitoring visit the NCHE commissioned under Rev. Dr Michael Senyimba, the Vice-Chancellor of Ndejje University, from 16 to 18 May 2011, found that the University had no niche in society, had no direction and its workers were occupied mainly in the struggle to access institutional resources rather than the advancement and transmission of knowledge. One of my major disappointments while in office was my inability to convince the government to redesign Kyambogo University as per the McGregor report. In meetings and in contacts with top Ministry of Education officials, I expressed the view that as structured, Kyambogo University lacked a common vision and purpose and therefore could not serve the public good. I failed to make a dent towards achieving what I thought was correct.

### *The Academic and other Staff*

By mid-2012, Kyambogo University had a total academic staff of 607 workers serving 22,290 students (excluding those of NTCs and PTCs). However, the full time staff was 420 while the rest were part-time. As a result, Kyambogo had an unacceptable staff to student ratio of 1:53 instead of the NCHE's ideal of 1:15. Furthermore, the staff were not only divided on academic and social basis but the merger was rushed before appropriate salary structures could be designed for the various categories of staff. In referring to the above, the Senyimba report noted as follows:

Kyambogo University has had a troubled staffing history. When the University was created in 2003, all the lecturers in the three merged institutions were absorbed by the University with their titles much as many of them were not qualified to become university teachers. When efforts were made later to rationalise the situation, there was a spate of strikes and court cases. As of now, there are still conflicts and grumbles within the staff. In discussion with the top management and staff, the discontent was attributed to:

- a) The old guard that lost out in the merger of the three institutions;
- b) Those who resented the Vice-Chancellor being a Kenyan;
- c) Those who campaigned for the removal of Professor Lutalo Bosa and his team but never benefited from his removal;

- d) Staff being absorbed into the university with different salaries and to harmonise the salaries, additional funds from Government and such funds were needed not readily available.

Even with the payment of the arrears of Ushs. 5 billion, Kyambogo University staff salaries were still the lowest paid in public universities. Highly qualified technicians who were permitted to give instructions to students and who were not adequately appreciated and remunerated were still unhappy.

The University had an alarming shortage of academic staff on full time employment. For example, in the Department of Sociology and Social Administration, out of an establishment of 27, only 6 posts were filled and these were at the level of lecturer (5) and Assistant lecturer (1). A similar situation obtained in the Department of Food Processing and Technology. Out of an establishment of 18, only 5 were filled at the Senior Lecturer level (2) and at Lecturer level (3). Overall, the picture was grim. Out of the establishment of 43 professors, 42 were vacant. The total academic staff establishment was 594 and out of these, 268 were vacant. Where the positions were filled, it was generally at the level of lecturers. The Dean of the Faculty of Engineering was acting since 2002, before the formal setting up of the University.

Some faculties depended heavily on part-time staff for as much as 71 per cent of their complement as was the case for the Faculty of Engineering. Out of a needed staff establishment of 160, part-time staff were 113. Long serving staff were retiring and few young ones were entering the institution. Even when there were funds for staff development, sending many staff members to train would have left some departments empty.

There were also many vacant posts in the non -teaching category of staff. The situation was critical in the field of technicians who are needed in the many workshops and laboratories. In the Department of Agriculture, out of the establishment of 10 technicians, only one post of Assistant technician was filled. Overall, out of the total establishment of 855, only 480 post were filled

### ***Enrolment and Facilities***

Kyambogo University students increased enormously during the short time of the university's life. In 2001/2002, the numbers were 4,534. These increased to 14,000 in 2008/09, before climbing to 24,174 in 2010/11. When the students of the National Teachers College (NTC) and the Primary Teachers Training College (PTCs) whose quality was previously monitored by ITEK were added, the University had a total of 49,836. But the physical structures and education facilities were not increased to match the expanding number of students. As a result, Kyambogo had one of the most unacceptable mismatches of student enrolments vis-a-vis education facilities. Staff-students ratios are probably the



worst among Uganda's Universities. For example, in the Faculty of Education, the ratio was 1:474 and in Civil Engineering 1: 202. As a result of the mismatch between student numbers and facilities, there is congestion everywhere. Most of the sanitary facilities were planned for a small student population in the 1950s. The sewerage system became overstretched, the old buildings became dilapidated and urgently in need of the removal of the asbestos roofs which were an eyesore and a health hazard. According to the Senyimba report, there has been no growth in the infrastructure to match the growth in the student population for over thirty years. The Planning Department reckons that the University had a deficit of 10,000sq meters of space, especially in terms of teaching space and offices for lecturers. It was difficult for students to consult with lecturers in the absence of such offices.

### ***Libraries***

According to the 2011/12, the student-to-book ratio (and other reading materials) at Kyambogo was about 1: 20. This was one of the worst in the country. Of the libraries, the Senyimba report had the following comments:

The University has 4 libraries and these are the libraries that were built for UPK, ITEK and UNISE. The four units have a seating capacity of 660 users and this is not adequate for a population of about 25,000 students and the academic staff on the campus. Toilet facilities, especially for the East End, are so deplorable that the Deputy Librarian has had to abandon her office because of the stench from the toilets. Library stock stands at 250,000 reading materials but most of these are old and dilapidated. This is understandable since the University had depended on book donations since 2003. However, in 2010/2011 funds were made available for the purchase of about 3845 volumes. This is a welcome move. However, there is need for heavy investment in new reading materials to make up for the many lost years when books were not being purchased.

In the former ITEK library, there is what is called the Archives. The shelves were bulging with materials and one fears that they will fall on staff or library users at any time. The catalogue is manual and not all materials are catalogued. There is a printed list of the holdings of the library and as one would expect, this is an inefficient and ancient way of finding out about the holdings of a library. The library is not able to benefit a great deal from e-journals through the Consortium of Uganda University Library (CUUL) because of inadequate space and number of computers (50) in the library services. Staffing leaves a great deal to be desired. Of the establishment of 78 library staff, only 62 positions are filled and of these only 4 have postgraduate qualifications and 7 have first degrees in Library and information science. There is need to construct a library with modern facilities that is able to serve the growing University community.

### ***Workshops and Laboratories***

UPK was the major polytechnic in Uganda producing personnel who did not only work in the general market but also taught in technical colleges of various levels. The merger not only blurred UPK's focus, but also removed the attention of administrators from the need for first-class laboratories and workshops. The latter are the salt of technical education and production of technicians in UPK made the institution a major national asset. The neglect of UPK has forced the country to import technicians to work in our hotels, roads, laboratories and industry from abroad, especially from Kenya. The removal of focus on UPK, which used to produce the country's technicians was a national blunder that must be corrected. We should not be afraid of correcting such a great error.

Of the workshops and laboratories, the Senyimba report had the following to communicate:

The University has a number of workshops and laboratories. These are attached to the faculties of Special Needs Education, Vocational Studies, Art and Industrial Design, Science, and Engineering. Many of these have a problem of space as the majority were put up in the 1950s and the 1970s and were meant for a smaller population and lower levels of training. This is particularly evident in the Faculty of Art and Industrial Design where overcrowding is evident as one enters the building. The Dean of the Faculty of Science informed the team that the equipment in the faculty was outdated and that postgraduate research was not possible. The Dean of the Faculty of Engineering informed the team that there was need for heavy investment in equipment. This was the case for the Telecommunication Lab, Power Lab and Material Lab. The bright spot was the refrigeration laboratory which was the best in the country and was attracting students from the sub-region. The foundry workshop had the potential for making money for the University and for supporting industry if it was well equipped and adequately staffed. It is the same for strength of Materials Laboratory.

The report added that, generally, there was no inventory of the equipment in the laboratories and the workshops. Also, safety measures and regulations were missing and where they existed, they were not displayed prominently for users to see. A number of machines and equipment lacked a few parts and the team had the feeling that if there was coordination, some of these missing parts could have been fabricated within the University itself or, in the worst case scenario, in Katwe, where various tools and equipment are fabricated locally.

### ***Curriculum and what is Taught at Kyambogo***

At the time the NCHE carried out its monitoring visit, the education packages delivered at Kyambogo were not well thought through, organised or in conformity with international best practice. Although the NCHE had asked all institutions



to present their programmes for accreditation, Kyambogo had not fully complied. The same Senyimba report noted:

Relevant and up to date curriculum is an important input into the quality of higher education. Of the 165 programmes taught at the University, only 20 are accredited. In other words only 12 per cent of the programmes taught at the University are fully accredited. This was not acceptable. Reasons (some of them flimsy) were advanced as to why many of the programmes were not fully accredited. These included:

- a) Fear of piracy if the programmes were given to the NCHE and made public;
- b) Unsettled period after integration of ITEK, UPK and UNISE into one University;
- c) [The admission of] Very many part timers who are not interested in programme writing;
- d) Staff demanding payments for writing of programmes; and e) It takes long for the programmes to reach the NCHE for accreditation.

The team was concerned that some of the ordinary diploma and certificate programmes, especially the certificate programme for nursery teachers taught at the University could be done at other tertiary institutions at lower costs. The answer given was that as a result of integration, the University had retained a cadre of staff who were only qualified to teach at diploma and certificate level. There was, therefore, the need to continue with the programmes. The other concern of the team was that some programmes were not cost effective because they had very few students. Examples of such programmes were Geography (13 students) and Performing Arts (7 students). The names of some of the degree programmes were awkward and should have been revisited.

As far as I can recall, only the following programmes of Kyambogo University had been accredited by the NCHE by mid-2012:

- Bachelor of Guidance and Counselling;
- Bachelor of Science in Land Economics;
- Bachelor of Technical Teacher Education;
- Diploma in Education;
- Diploma in Guidance and Counselling;
- Diploma in Technical Teacher Education;
- Master of Education Management and Planning;
- Post Graduate Diploma in Education.

However, I am told the situation has changed since I left the NCHE in 2012.

### ***Financial Management***

By May 2011, Kyambogo University was one of the most underperforming institutions in the management of finances. The institution did not have a financial management manual. It had not computerised its financial management systems and depended on hard papers which are easy to lose and prone to errors. The institution had various arrears adding up to Sh. 12.7 billion (of which over 50 per cent was owed to NSSF). Kyambogo's major sources of income were the government and students. This was indeed a very narrow financial base.

### ***General Governance***

Kyambogo is governed by the UOTI Act of 2001. The selection and, sometimes, the discipline of the chief executive (the vice-chancellor) is influenced by a University Council which is dominated by staff and student interests. Thus, as happened in case of Professor I. O. Ndiege, the vice-chancellor was thrown out before the report of the committee to investigate his actions had been fully completed (Appendix 6). He was later reinstated by a court action. The powers of the University Secretary, as accounting officer and those of the vice-chancellor as chief executive, can cause friction if the players are not seasoned managers. This happened at Kyambogo but not at Mbarara or Gulu university. I am not very sure of events at Busitema. The selection of a vice-chancellor is controlled by Council. The case of Kyambogo demonstrates that it is better to aim at reforming the structures of an institution than removals and appointments of new chief executives. Thus, at Kyambogo, Lutalo Bosa was replaced by Ndiege and Ndiege has been dropped. But these removals and replacements have not improved the governance of that institution. On Kyambogo University top governorship, the Senyimba report noted:

All is not well at the top, especially between the University Council and the Vice Chancellor. Every effort should be made to overcome frictions so that the University can forge ahead. Much effort has been wasted in friction in the past and it is time the University settled down to devote its full energy to the many challenges facing it.

The governance of Kyambogo University is further complicated by the appendages each constituent institution brought to the union by each of the units. For example, ITEK supervised a number of teacher training institutions before the merger. But the instruments of the union did not clearly spell out what Kyambogo University was to do with these appendages. There is a feeling among the Primary Teachers Colleges (PTCs) and the National Teachers Colleges (NTCs) that they are now mere appendages of the University and that the relationship is in doubt. I was made to understand that UPK is also, in some way, responsible for the National Technical Colleges (NTCs). But its presence in these institutions is not felt.

### ***Way Forward***

I am convinced that Kyambogo University's various components can perform best when more financial, governance and curricula powers are devolved. Kyambogo University should be disaggregated into a federal institution where the various units are as independent and focused as the colleges at Cambridge, Oxford or the University of Toronto. In this way, each of the three institutions can regain their visions, missions and niches in the market. If Makerere and Dar es Salaam have broken up into colleges, why not such a critical institution that contains what used to be Uganda's best polytechnic? From my point of view, Kyambogo is a failing university institution. Its route to the grave can be halted if those who made the decision to merge it accept that the marriage is too rough to endure the journey ahead. The spouses will kill one another. The ideal position would be to close the institution altogether, and re-establish UPK and UNISE as the only institutions on Kyambogo hill. If that was to be done, training of teachers could be transferred to (a) Makerere for Arts and Humanities and (b) MUST for science and technology teachers. Moreover, there are now many universities training teachers. But there is no other institution training high level technicians as UPK did.

### **Gulu University**

Gulu University has had a very amicable relationship with the NCHE since its establishment in 2002. Gulu University was established by the Parliament of Uganda as per the enabling Act. The University admitted its first students and commenced teaching activities in September 2002. Arrangements have been underway to establish a second campus in Lira.

### ***Academic Affairs***

As of March 2009, Gulu University had five faculties and two institutes:

- Faculty of Agriculture and Environment
- Faculty of Business & Development Studies
- Faculty of Medicine
- Faculty of Science
- Institute of Peace and Strategic Studies
- Institute of Research and Graduate Studies

On 23 January 2010, during its 5th annual graduation ceremony, Gulu University awarded degrees to 1,050 new graduates, including forty medical doctors, the first graduating class of Gulu University School of Medicine. The new graduates also included thirteen students who received the degree of Master of Business Administration (MBA).

By mid-2012, the NCHE had accredited a number of programmes from Gulu University including:

- Bachelor of Arts Education;
- Bachelor of Business Administration;
- Bachelor of Business Education;
- Bachelor of Development Studies;
- Bachelor of Information and Communication Technology;
- Bachelor of Laws;
- Bachelor of Medicine and Bachelor of Surgery;
- Bachelor of Public Administration;
- Bachelor of Science Economics;
- Bachelor of Science in Computer Science;
- Diploma in Computer Science;
- Diploma in Development Studies;
- Diploma in Secretarial and Information Management;
- Master of Arts in Governance and Ethics;
- Master of Arts in Public Administration;
- Master of Business Administration;
- Postgraduate Diploma in Conflict Management and Peace Studies;
- Postgraduate Diploma in Entrepreneurship Skills Development;
- Postgraduate Diploma in Financial Management;
- Postgraduate Diploma in Project Planning and Management.

### ***Facilities and Infrastructure***

The government of Uganda has not been very fast in giving Gulu University sufficient funds to build permanent infrastructure, although a start has been made. The institution is still operating in the premises of a former tertiary institution though land has been obtained for the University's permanent site. With 273 members of staff teaching 2,406 students in mid-2012, Gulu had a staff to student ratio of 1: 14, which is considered ideal by the NCHE standards. But only ten of the staff had PhDs or terminal degrees (4 per cent). The institution needs to aggressively undertake staff development programmes to train more academics. However other facilities like computer to student ratios, book to student ratios, library, and laboratory and classroom spaces needed improvement. This was however entirely not the fault of the administration.

## **Busitema University**

Busitema University was created by Parliament on 10 May 2007 through the take-over of Busitema College of Agricultural Mechanisation as the nucleus of the new institution. Other non-university tertiary institutions of Nagongera, Arapai and a failed private university, Namasagali, were to be added to Busitema as constituent campuses. I was told that Kaliro, Mbale School of Hygiene and Palisa were also to be added to Busitema. When I protested at what I saw as the killing of other tertiary institutions for universities, a prominent politician from the area said to a number of people that ‘Kasozzi does not want a public university to emerge in the Eastern region.’ Two issues were mixed; presence of a university in the East and killing of a non-university institution. The NCHE felt that the few non-university higher education institutions were badly needed in the country. We also believed that regional equity in the location of universities was a good thing. However, to reduce the inverted pyramid nature of the higher education sub-sector, the state should establish universities from scratch. It should desist from killing other tertiary institutions. After the destruction of UPK by policy action, the death of so many other tertiary (non-university) institutions in the East was very painful to me. But I had no power to stop the development. The politicians always have the last word. The NCHE went ahead to recommend to the Minister to have the former tertiary institutions merged and constituted into a university, much as I would have liked the government to build a university from scratch as it did for MUST, and is doing for the West Nile area at Muni.

### *Academic Staff*

By mid-2011, Busitema had 48 academic staff members serving 762 students, giving a ratio of 1:16. However, by mid-2012, the number of students had increased to 1,538 meaning the ratios had changed.

### *Students*

As mentioned above, the number of students had increased to 1,538 by mid 2012. Of these, 659 were male and 89 female.

### *Education Facilities and Infrastructure*

The institution had about 45,000 books/journals, 170 working computers and good internet access (5mb). In terms of teaching space, the following is what was estimated to be available by mid-2012.

- |    |                             |               |
|----|-----------------------------|---------------|
| a) | Total teaching area(sq.m2): | 2,400m2 (EST) |
| b) | Total Library area (sq.m2): | 446m2 (EST)   |

c)	Total laboratory area (sqm2):	800m2 (EST)
d)	Total playground area (sqm2):	20,000m2 (EST)
e)	Facilities for disabled (sqm2):	NIL
f)	Computer laboratory (sqm2)	400m2 (EST)
g)	Academic staff offices (sqm2):	228m2 (EST)
h)	Conference halls (sqm2)	150m2 (EST)

### ***Programmes***

By mid-2012 Busitema offered 14 programmes, ten of which were already accredited by the National Council for Higher Education.

### ***Finances***

For the academic year 2010/2012, Busitema received 115 per cent as a percentage of budgets from the state and other sources. The amount that came into the institution was Sh. 9.8 billion. The sources were the government, fees, commercial farming and minor donations. These collections were impressive and I hope the institution continues to get more than what it plans.

### ***General Governance***

By 2012, the Council, the administration and student unions were in place. The campuses at Nagongera, Arapai and Namasagali were responsible for the administration of their institutions but reported to the Vice-Chancellor whose offices were at Busitema, the main campus.

### ***The Way Forward***

The NCHE continually advised Busitema University to reduce the pace of programmes on offer and follow the slow but sure model of MUST. We felt that no step should be taken until the supporting foot is firmly on the ground.

### ***Muni Univesitry Project***

Muni University, the sixth public university in Uganda, is expected to open its doors to students in August of 2013/14 academic year. This science-based institution will focus, during the short and medium term, on four faculties: Techno-Science, Health Science, Business Science and Science Education. The University will open with the Faculty of Techno-Science in which five core programmes will be offered: Bachelor of Science in Information Technology, Bachelor of Science with Education; Bachelor of Technical and Vocational Education; Bachelor of Nursing Science and Bachelor of Information Systems. Together with these core

programmes, the following crossover courses will be offered; Entrepreneurship and Business Management; Study Skills, Ethics and Peace Studies; and computer literacy. The interdisciplinary courses will be offered to strengthen graduates' moral values and professionalism, perfect their socio-economic capacities and aid them to be full participants in their societies.

Muni University project is located in Arua, West Nile region and is managed by a task force committee, which was established by the Ministry of Education and Sports (MOE&S) in 2010. The task force is composed of:

- a) Professor Christine Dranzoa – Chairperson /Vice Chancellor
- b) Rev. Fr Dr Epiphany Odubuker Picho – Member/Secretary
- c) Mr James Lam Lagoro – Member / Academic Registrar.

**Vision, Mission and Core Values Statements:**

**Vision:** Muni University is to be 'an innovative and Specialised University for Societal Transformation'.

**Mission:** 'To provide quality education, generate knowledge; promote innovation and community empowerment for transformation'.

**Core values:** Quality; Equity; Responsiveness, Professionalism and Innovativeness. Muni University will be a development university imparting practical skills into learners in order to cause the desired change.

**Motto:** 'Transforming lives'.

In 2012, I visited the offices of the project and toured the building site. I was very pleased by the government's decision to build a university without destroying existing non-university 'other tertiary' institutions. I hope that this is the way of the future.





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## Licensing, Supervising and Nurturing Private Higher Institutions, 2002–2012

### **Introduction**

The NCHE encouraged the establishment and growth of private universities as an overall policy of extending higher education to the masses and raising Uganda's gross enrolment ratio (GER) levels. Realising that the annual budget of the state could not fund sufficient higher education to raise Uganda's tertiary enrolment ratio from about 2.5 per cent where it was in 2003 to the 40 per cent regarded as essential for a country's economic take-off, the NCHE encouraged private providers to supplement the state's effort in quality higher education provision. Although we knew the risks, we felt that the safeguards embedded in our regulating frameworks would protect the country from inferior higher education. Since 2003, this policy has paid off. Supervised by the NCHE, private higher institutions have overtaken public universities in number, though not in enrolment. Of the 34 universities registered as of 31 December 2012, 29 were private. When other tertiary institutions are taken into account, the higher education landscape slides towards private provision. Of the total 187 higher education institutions recorded in the 2011/12 survey, the majority (137) were private and only 50 were public. Furthermore, the majority of students in public universities were self-sponsored or private. Thus, non-state supported students far outnumbered those whose fees were paid by the state in both public and private institutions. The GER crawled from 2.5 per cent where it was in 2003 to 6 per cent in 2012, meaning that Uganda needs to multiply more than six times its higher education spaces if it is to get the critical educated mass needed to take-off economically. The current GER and the science enrolment levels are still far below world average of about 25 per cent, the sub-Saharan average of about 7 per cent, and the averages of Korea (100 %), US (95 per cent), New Zealand (83 %), and Malaysia (40 %). As noted earlier, however, the NCHE was not able to eliminate the inequities of access that

characterise higher education in Uganda and most of sub-Saharan Africa. To do so, the state needs to make policy changes and pass clear higher education legislations. Neither was NCHE able to convince owners of universities of the importance of research, knowledge production and innovation as part of the higher education enterprise.

### **What is Private Higher Education?**

Private higher education refers to tertiary education provided by private institutions as opposed to government provision. In this book, privatisation refers to the marketisation of formerly publicly delivered services such as higher education within public or private higher education institutions. Whole institutions or parts could be privatised. Privatisation, therefore, leads to the application of 'private sector or market principles in the operation and management of institutions of higher education' that could still either in government hands or owned by entrepreneurs (Vaghese 2004). Private institutions are those entities owned and controlled by individuals or organisations other than the state. Although governments may fund private institutions through research grants, tuition from state funded sources like loan schemes, endowments or tax waivers to donors supporting education as is done in many OECD countries, an educational institution is private as long as non-government owners control it, determine its policies, and have the power to appoint officers who manage it. In many countries, including Uganda, private higher education institutions generate their own funds through fees, donations, endowments or business ventures.

### **Types of Private Higher Institutions**

In Uganda, different types of private institutions can be identified. The first category is the not-for-profit higher institutions. These are founded for philanthropic reasons and often target specific groups within society. Any surplus money made by not-for-profit institutions is re-invested for the development of the institution. Furthermore, non-profit institutions do not transfer profits to other organisations or individuals in the form of dividends. All their assets and income are used for the benefit of the institution. Most of the tertiary institutions established by religious organisations in Uganda, including the Uganda Martyrs University (UMU), Uganda Christian University (UCU), the Islamic University in Uganda (IUIU), Ndejje University, Bugema University, Bishop Stuart University and a few others are not-for-profit institutions. For-profit institutions are those where profits and dividends can be transferred to second parties, individuals or organisations. The NCHE did not attempt to publicly list institutions in the second category as we thought this would not serve any purpose. We kept the information to ourselves. As long as students received quality education from a higher education institution, we did not quarrel with it. Lastly, there are region-specific or community-based

institutions established by notable residents of a given area to serve a specific region or district. Examples of these include Kabale University for the area formerly called Kigezi and Mountain of the Moon University that serves the Ruwenzori–Toro area (including Toro, Kasese and Bundibugyo).

In developed countries, for-profit education institutions are listed on the Stock Exchange. In the USA in 2005, the for-profit higher education industry was valued at \$15.4 billion, accounting for 8 per cent of the 20 million students enrolled in 6000 degree awarding institutions in the US (Chronicle of Higher Education, January 2005). In Uganda, the NCHE did not encourage for-profit higher education institutions to list themselves on the stock exchange or capital markets. We preferred them to deliver quality higher education before developing their naked commercial components. In the period 2002 to 2012, our advice was largely heeded.

Ugandans also receive cross-border higher education most of which is supplied for a fee by private entities across the country's borders. Cross-border higher Education refers to 'the movement of people, programmes, providers, curricula, projects, research and services across national or regional jurisdictional borders' (Knight 2007). I personally took the view that whether supplied by private or public entities, cross-border education is private as long as it is supplied for a fee. Our major problem was to develop a tool for establishing equivalences regarding cross-border education. I attended two international conferences in Paris and Tokyo that tried to develop such a tool. However, due to the objections of some nations, an internationally acceptable measure of the quality of cross-border higher education could not be developed. I took the view that, like South Africa, Uganda should demand that an entity supplying cross-border education must not only be registered, but also the programmes sold to us must be accredited for offer in the country of origin. To date, I do not know how many online and hard copy tertiary cross-border education programmes enter Uganda or how many students take such programmes. I never had the tools or human resource capacity to fully regulate cross-border higher education. We often asked employers to be vigilant about certificates presented to them to avoid hiring workers with dubious qualifications. This is an area that current and future directors of the NCHE must work on for the sake of their nation.

### **Management of Private Higher Education, 2002–2012**

The management of private higher education from 2002 to 2012 proved rather difficult. Uganda only began to permit private providers in 1988. From that year when the Islamic University in Uganda was founded up to 1992/3 when private fee-paying students were admitted at Makerere University, the state was the only provider of university education. With the exception of religious training institutes like seminaries, most of the non-university tertiary institutions were also owned and maintained by the government. However, by 2005/6, the government owned

only 5 out of the 24 licensed universities and less than 30 per cent of the over 100 non-university tertiary institutions. As Table 10.1 shows, private universities enrolled almost 40 per cent of students in the university sub-sector. Government-sponsored students constituted only 19.8 per cent (11,786) of the 59,592 students in public universities. The rest, 80.2 per cent (47,806) were privately sponsored (i.e. paid for by non-government sources). The number of students participating in online and cross-border higher education was increasing but the exact figures are difficult to compute. By all means, this was a phenomenal growth of private higher education in a period of twenty years.

**Table 10.1:** The enrolment in public and private Ugandan universities showing the share of each as a percentage of total enrolment

	2003/04		2004/5		2005/6	
	Number	%	Number	%	Number	%
Public	45,566	67.9	55,763	71.4	56,005	60.5
Private	21,513	32.1	22,344	28.6	36,600	39.5
Total	67,079	100.0	78,107	100.0	92,605	100.0

*Source:* National Council for Higher Education

### **Major Problems of Private Universities in Uganda**

Private universities in Uganda vary from big impressive ones to small high-school-like institutions. Whether big or small, all of them are less than forty years old and are just beginning to develop institution-specific traditions (see list of institutions in Appendix 7). Generally, however, these institutions have more autonomy than public universities, depending on the founding bodies. Institutions owned by organisations such as religious bodies have defined and structured lines of operation and tend to give chief executives clear ideas of the extent and limits of their authority. Institutions owned by individuals or corporate bodies tend to limit the freedom of executives to make important decisions, especially financial ones. The NCHE, at least in my period at the Council, did not wish to violate the institutional autonomies of these higher education institutions. We only intervened when we felt an institution was really going astray or when called upso, to do so.

In the period that I was at the NCHE, I observed many problems that adversely affected on Uganda's private higher education. The following sub-sections will briefly discuss my observations of these problems and what needs to be done to ameliorate, if not completely solve, them.

#### ***Mixing Ownership and Management***

Many private universities suffered from the mixing of ownership and management. Institutional owners often interfered in the management of universities, especially

in the financial affairs of institutions, in hiring, firing of staff and in protocol areas. We got several reports of owners who were signatories to institutional funds, who received monthly stipends from their institutions and who acted like bursars of their institutions. We heard of a number of owners who dismissed administrators without going through the set administrative structures of universities and who appointed relatives and friends in key areas of universities. In one incident, I witnessed one owner who was also the vice-chancellor of a university and, therefore, the chair of the senate. On one occasion, the senate of which he was chair gave him, together with his deputy and chair of council, a degree of honorary doctor of laws! In this case, the NCHE acted quickly to warn the institution to reverse the abominable decision. We designed a Statutory Instrument to stop such acts from ever happening again. The affected vice-chancellor did not take it well. He personalised the issue, blaming me as the author of all the 'mischief', and the one witch-hunting him. But I was employed to assure Ugandans the delivery of quality education and to give the sub-sector a moral face. Education is not only about skills training but also character formation. I felt that the subject vice-chancellor was creating a bad precedent in our higher education system. I did not offer apologies for forcing him to reverse his actions.

### ***Religious Exclusivism***

Universities founded by religious organisations are known the world over for their sense of purpose, direction and quality. Our most progressive private universities have this same religious proprietors/ownership structure. However, there are two problems I encountered with some of their activities. First, the desire of people who did not belong to the official or stated religion to be excused from various obligations in those institutions was not often granted. For example, a number of people complained about the dress code at Muslim institutions and the routine prayers at most of the Christian universities. I remember during the preparation of a charter for one of the religiously based universities in Uganda, we had a problem of toning down the demands to conform to the University's official doctrine by the university community in ways that could be objectionable to people of other religious groups. My views were, and still are, very clear. Religious groups offer Ugandans education which we would otherwise not have had. If they are to do so, then it is only fair that they give it in an environment that would enhance the beliefs of that given religion. But leaders of those institutions must realise that universities are universal institutions welcoming all ideas and individuals. Universities are not seminaries or madrasahs training priests and sheikhs (or imams), respectively. Their role is to advance knowledge, all knowledge, in an environment the founders consider ideal to the mission of a given university without causing offense to other believers or atheists. The NCHE thus has a role to explain this point to owners very clearly. Universities owned by religious orders were encouraged to be true universities: open and accommodative to all people

and ideas from all religious groups and nations. But they were allowed to control the behaviour code of their institutions to fit their beliefs. The establishment of these universities is a blessing and not a curse to Uganda.

### ***Underfunding***

Most private universities are under-funded. Almost all of the non-religious based institutions depend on fees for their income. Ideally, fees should never constitute more than 35 per cent of a university's unit income. But this is the case with institutions owned by individuals and non-religious owners. Yet, it must be said that most private universities in Uganda have more institutional freedom than public ones on how to use their funds. As a result of this factor, private universities such as IUIU, UCU, UMU, Mountains of the Moon, Bishop Stuart and, to some extent, Kabale, are developing very fast in the area of infrastructure, education facilities and governance. In my last tour of universities in 2012, I was impressed by the development of their infrastructure.

### ***Staffing***

Private universities suffer from an acute shortage of academic staff. Most of them operate with no more than 50 per cent of the staff numbers needed for their levels of enrolment. According to a 2012 study of the academic staff of Uganda's universities by Ms Maria Nakachwa of the NCHE, Ugandan universities employed 5,325 academic staff, about 50 per cent of whom were at Makerere University. The study found that a number of those teaching in private universities were lecturing in more than one institution. Due to their funding problems, few private universities were able to attract and retain first-class academic staff or to develop a sustainable staff development programme.

### ***Infrastructural Shortfalls***

A number of private universities lack basic infrastructure such as good administrative blocks, laboratories, lecture rooms, offices for staff, halls for assemblies and playing fields. Some of these institutions have less infrastructure than some celebrated Ugandan high schools. My view was that those institutions that are strong would survive and build the necessary infrastructure: just as Makerere has been doing since 1922. Those institutions that are based on weak foundations will gradually die. But all must be, with constant inspections, nurturing and monitoring by the NCHE, given a chance to operate within the law.

### ***Lack of Research Capacity***

Most of the private universities are teaching institutions. They do not undertake credible research for lack of funds and highly qualified staff. Among chartered

universities, UCU, IUIU and UMU have produced a number of papers and publications. A shining example of an institution that does research and publishes knowledge is Bishop Stuart University in Mbarara. Although still holding only a provisional licence during the subject period, this institution showed that it was more than a high school. It is in the process of starting a publishing house and acquiring a printer. Its efforts must be commended. I encouraged other private universities to do research or stop calling themselves universities.

### *Taxation by Government*

Private non-profit universities in Uganda are taxed. The Rev. Dr. Stephen Noll, former vice-chancellor of the Uganda Christian University, tried very hard to have the authorities pass a law exempting non-profit universities from paying various government taxes without success. Yet, this is one of the ways by which states fund universities and higher education. I supported the efforts of Professor Noll in all ways I could. His efforts are worth narrating as a starting point should another stakeholder wish to reopen the issue:

#### *VAT on Capital Projects*

After UCU received a charter in May 2004, the institution embarked on a \$2 million building project (a residence and dining hall complex). Professor Noll obtained a one-off waiver through the then Minister of Finance. However, the Minister did not make this a general policy, as it was feared other institutions might abuse it. The waiver applied to all costs – materials, labour and consultants. The waiver saved the University a huge amount of money.

In 2008, the new Minister of Finance apparently announced that Government would waive VAT on infrastructure projects for all educational institutions, profit- and non-profit. I was told that shortly thereafter, Professor Noll and Dr J. Ssenyonyi met with a top administrator of the Ministry of Finance, who assured them that the subject waiver covered ‘everything’: materials, labour and consultants. However, the Uganda Revenue Authority (URA) was reported to have refused to accept this interpretation and insisted that VAT be collected on materials and consultancy contracts, though labour was, apparently, exempted. I am not aware that the problem was resolved to the advantage of higher education institutions.

In 2010, when UCU had obtained funding from USAID for the Hamu Mukasa Library project, it was reported that the institution obtained a letter from the Minister of Finance waiving VAT on materials, labour and consultancy. Once again, I was informed that URA refused to accept and the Ministry of Finance was said to have reneged on its promise, putting the University in a budget deficit.

### *Corporation Tax*

In 2007, Government was considering charging corporation tax on universities, considering their capital expenses to be 'profit.' Professor Stephen Noll and a delegation of other vice-chancellors led a successful campaign against this idea, and the Minister of Finance was reported to have announced in 2008 that all educational institutions – profit and non-profit – would be exempted from corporation tax. But the law to that effect is still waiting to be enacted.

### *National Social Security Funds (NSSF) Payments*

Furthermore, many universities were caught off guard in the payment of NSSF. They were not aware that they had to contribute and pay NSSF for their employees. In 2009, NSSF decided to collect payments, including arrears of part-time employees. In the case of UCU, these arrears amounted to Ush 1.9 billion. When Professor Noll brought the issue to the vice-chancellors, it was clear that very few institutions were withholding these payments and that NSSF had never notified them of the obligation. The vice-chancellors sent petitions to NSSF officials, asking that retroactive payments be waived. The attempt failed because NSSF pointed out that these funds were owed to the employees of universities and ignorance of the law was not a good excuse to deprive workers of their benefits. The NCHE did not contribute to this specific debate on NSSF payments as we realised that institutions were obliged to pay retirement benefit to their employees while at the same time noting the difficulties institutions would have in raising the needed money to pay all arrears. Each university was left to negotiate how to pay its obligations to NSSF since the amount owed were not uniform for all institutions.

The government must reconsider the taxing of institutions of learning, as higher education is so critical to development that it needs support. Exemption from taxes is one of the ways the state can contribute to higher education. The state must engage with vice-chancellors on this issue again.

The NCHE should take leadership on this matter until the institutions develop structures for advocating their causes. NCHE and the Vice Chancellor's Forum must lobby the state to drop these taxes and give a percentage of all collected VAT to education as Ghana has done.

### *Spreading their Activities too Widely*

Many private universities spread their activities too widely by having many teaching places called campuses, teaching centres, learning areas and so on. These teaching centres sap the energies of institutions making the latter unable to focus on the delivery of quality higher education in one or two locations. The teaching facilities in many of these institutions are so poor that I felt their presence was



an open wound on the higher education sub-sector of Uganda. Although the law is clear that the NCHE must first approve the opening of a new campus, many branch campuses were opened illegally. The NCHE simply never had the resources to inspect every corner of Uganda for illegal campuses and study centres. I always felt like a sharp, hot spear going through my heart whenever I went up-country and saw signs of some dilapidated buildings advertising as study centres, campuses or branches of some university. Their presence made me very sad, sick and depressed.

### ***Focusing on Easy-to-deliver Programmes***

Most of Uganda's private universities focus on cheap and easy-to-deliver programmes. Very few of them offer programmes that need heavy investment such as engineering, medicine, agriculture, veterinary medicine and other applied sciences. The majority focus on what they call 'market-driven' programmes. That is, programmes that are sought after by students, such as business studies, computer applications (and rarely computer science), sociology, social work, economics, religious knowledge (Bible or Qur'an studies), etc. In licensing institutions offering these market-driven subjects, I felt that such an education was better than nothing. But I pitied students who studied them and parents who paid the costs. We hope that in due course, these institutions will move into more socially useful programmes.

### ***Failing to Develop a Mechanism of Advocacy***

All Ugandan universities, public and private, have failed to develop a mechanism to speak for, and advance, the cause of higher education in the press, the corridors of Parliament, the cabinet and civil society. It had been my hope that if they did so, then a well-staffed and structured NCHE would have assisted that cause by providing well-researched higher education treatises for them to use from time to time to lobby for the cause of higher education. Both of us failed. At the NCHE, I failed to create a core team of seasoned researchers with both the knowledge and university experience to constantly deliver researched explanations and new knowledge of higher education issues to inform our regulatory function as NARO does for Agriculture. The staff I got were seasoned administrators, and they made an excellent job of it. They were not researchers, however, and some of them felt intimidated whenever I indicated that I wanted the NCHE to be academically oriented in order to produce knowledge. After retiring, I have taken to the press where I often write informed articles on higher education. But, like other writers before me, age and irrelevance are overtaking me. My hope is that the NCHE will eventually get staff who are not hostile to the idea of knowledge production, constant internal revaluations, self-criticism, study, and restructuring of their organisation in order to study and explain the demands of

the ever-changing higher education landscape. The country needs a dynamic and innovative NCHE to lead the higher education sub-sector through the massive changes that higher education goes through every day. A mere administrative NCHE cannot play that role.

The vice-chancellors and other higher education stakeholders also failed to organise themselves into an advocacy group with all the knowledge needed to convince the public and the political leaders of the importance of higher education. This job can best be done by vice-chancellors of private universities because the government does not directly employ them. They are unlikely to be immediately dismissed for saying what the powers that be do not like to hear. Thus, even if the NCHE was able to provide researched data on all higher education issues, the vice-chancellors were not sufficiently organised to give higher education advocacy leadership. Maybe the current Vice Chancellors' Forum should take up this job as one of its functions. The two entities (NCHE and VC Forum) must work together, but each must do its part of the homework.

### **General Characteristics of Private Universities**

The private sector has supplemented public efforts in the provision of higher education. However, in developing countries where heavy investment in science and technology disciplines are needed, the state remains the responsible party in providing relevant quality education. The World Bank (WB, 2008: 50) report aptly summarises the characteristics of private higher education institutions. It points out that private higher education tends to display features across geographical regions. Massification pressures fuel its growth; its programmes emphasise social sciences, economics/business, and law because of their lower start-up costs; it undertakes relatively little research; and frequently employs 'moonlighting' academic staff from public universities. Moreover, it is often religiously affiliated, usually located in the main urban areas, and tends to respond to student interests rather than labour market demand.

Chapters 11, 12 and parts of 13 will review the private universities that the National Council for Higher Education licensed and nurtured from 2002 to 2012. As the reader will find out, each grew, or stagnated, at a pace consistent with its internal strengths or weaknesses.

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## The NCHE and the Chartered Universities, 2002–2012

Chartered universities are private universities that are accredited as per sections 100–103 of the Act. Any university that has been provisionally licensed and operating for three years can apply for a charter. After successfully going through the rigorous evaluation of the NCHE, the institution can be accredited and become a body corporate with various levels of autonomy, including permission to award graduate and terminal degrees. Statute universities operate under Acts of Parliament that specify their rights and responsibilities. In the period 2002–2012, the NCHE recommended the awards of charters to five institutions, namely, Ndejje, Uganda Martyrs University, Bugema, Uganda Christian University, Nkumba University, and Kampala International University. The Islamic University In Uganda obtained a statute in 1988 from the National Resistance Council. The statute was later transformed into an Act. Obtaining a charter does not mean a breakup of the relationship of a university with the NCHE. The latter body continues to nurture and monitor chartered institutions as per the Act. This chapter will detail the activities of chartered and statute universities and the role that the NCHE played in their well-being in the period 2002–2012. The following chartered/statute universities licenced during that period will be described below.

### **The Islamic University in Uganda (IUIU)**

Between 2002 and 2012, the NCHE successfully guided and nurtured the Islamic University In Uganda to act and do what a good higher education institution should: be honest, transparent and fair to staff, students and the general community. The idea of starting an Islamic University in Uganda was agreed on in Lahore, Pakistan, by the Organisation of the Islamic Conference (OIC) in 1974. It was to be one of two institutions that would be established in Africa: one to serve English-speaking and the other French-speaking areas. Amin

wanted it located at Arivu near Arua but plans drawn up to that effect, were later abandoned by later governments in favour of Mbale. The NRM Government, interested in extending higher education to more Ugandans, especially to those social groups that had suffered the effects of inequitable access for generations, agreed to the opening of the institution.

Thus, in September 1987, a joint committee of the Organisation of Islamic Conference (OIC) and the Government of Uganda agreed that Nkoma Secondary School, Mbale, would be the site of the University. The University opened on 10 February 1988 with the late Abubakr Mayanja as Acting Rector. The initial students were eighty, taking two programmes: BA with Education (3 years) and BA Islamic studies and Arabic (4 years). Later, in 1989, the Islamic University Statute was enacted by the National Resistance Council (NRC) to give the institution a legal basis.

### ***Makerere Model***

As the first non-government, fully owned, and second university in Uganda, IUIU initially seemed at a loss for a model to adopt. It was, however, not surprising that the Makerere model was adopted. After all, most of the IUIU staff, both academic and administrative, were recruited from Makerere. Thus, like Makerere, IUIU provided students with:

- Free education (with all welfare components paid);
- Free transport to and from home;
- Pocket money (referred to as boom).

However, IUIU added a moral code to reflect its Islamic nature. There was an Islamic dress code and females had their separate facilities. The mosque and daily prayers were emphasised but non-Muslims, of whom there were many, were not required to attend prayers.

### ***Administrative Problems***

The University faced a number of administrative problems that reflected and originated from both the Ugandan state as it was structured by colonial officers and the Uganda Muslim Community. First, there were problems internal to the Muslim community in Uganda. The community was divided on issues of leadership and access to resources, which, as in the general Ugandan population, are often explained in tribal terms. As a result, the institution could not initially appoint any Ugandan applicant as chief executive due to 'tribalised' factionalism. A foreign administrator was seen as a compromise and was promptly selected. Secondly, there were external problems. Owing to the adversarial relations among Ugandan religious groups, the majority non-Muslim Ugandans did not favourably view the presence of an Islamic University in the country and would have liked it to collapse. There were

a lot of adverse attacks from the press and organised social groups. Ugandans were accustomed to seeing Muslims as defeated elements in society whose role was to do menial and underclass tasks (Welbourn 1965). The idea of an Islamic University that would contribute to raising the social status of Muslims was therefore not music to their ears. Thirdly, given that Muslims in Uganda have few institutions, there was struggle to access the resources of the University by individual Muslims for private gain. Thus, internal problems were exacerbated by external ones. As a result of all these problems, the appointing authority named a Bangladeshi, Professor Saed Sasdarul Huq, as Rector. When he settled in the position of Rector, it was clear that his paper qualifications were more impressive than his ability to manage or steer the institution forward. From 1990–1993, the University lost direction and was consumed by quarrels and internal wrangling. He was eventually removed and a former Vice-Chancellor of Ahmadu Bello University from Northern Nigeria, Professor Mahdi Adamu, took over in 1994. Adamu ushered in a period of peace until 2003 when he left. Dr Ahmed Sengendo succeeded him and has supervised the institution to its current stature.

### ***Financial Problems***

The period up to 1995 was tough for the institution as the University could not sustain free higher education without a secure source of funding. The Ugandan Government's contributions were not in cash but in the form of land and tax waivers. The Organisation of Islamic Conference (OIC) allocated a very limited grant of about US\$500,000 a year. Thus, in 1996, it was decided that students should pay fees, while the former welfare components of education (housing, stationery aid, transport and 'boom') became the responsibility of students. However, the University continued to pay for health services. This action caused a number of strikes by students, but there was no backtracking. There was no money to cover these costs by the University.

There were many financial problems, including unpaid staff salaries, unpaid statutory obligations (NSSF and URA), and a shortage of teaching facilities and infrastructure. There were constant staff and students strikes which were often exaggerated in the newspapers. In 1999/2001, it was decided to take more bold measures with include the following:

- a) Increasing the strictness of fees collections;
- b) Reducing the number of programmes and, therefore, staff;
- c) Putting all staff on contracts of three years to enable the institution get rid of non-performing individuals, and increase the performance of those on the roll;
- d) Planning on building an endowment block in Kampala whose rent would be used to fund educational activities; and
- e) Divesting the feeding and housing of students to the private sector.

These were neoliberal moves but the institution was private though receiving government support as noted above. By 2002, all the above-planned activities had been carried out, debts brought into manageable margins and strikes became less frequent. By 2006/7, the University was in the black, paying its staff promptly and owning a multi-million dollar endowment building in Kampala, the King Fahd Plaza. Increasing internal strength, unity, clarity of vision and frugality saved IUIU from financial collapse and has contributed to its current strength.

### ***Academic Programmes***

By 2012, IUIU offered fifty six programmes in five faculties. The latter included Education, Arts and Social Sciences, Management Studies, Science, and Law. Since it was opened, IUIU has graduated over 9,000 students in various programmes. As students come from many countries, IUIU graduates are to be found in many countries in Africa. They work in the public and private sectors as employees and employers. By the end of 2012, the NCHE had accredited many IUIU programmes, including Master's, ten Bachelor's, four postgraduate and two undergraduate ones.

### ***Facilities and Infrastructure***

By 2012, IUIU had 718 academic staff from eight nationalities. Thirty of those had PhDs, seventy Master's and fifty four were on staff development programmes leading to Master's (thirty eight) and PhDs (sixteen). IUIU has also built some impressive structures at its main campus at Mbale, as well as at the Kibuli, and Kabojja (female) campuses. It has sufficient land for expansion on these three locations

### ***IUIU and Relations with NCHE***

The relations between IUIU and the NCHE were guided by both the UOTI Act section 130 (1) and the Islamic University Statute (Act). The NCHE is responsible for the enforcement of quality in all higher institutions, and IUIU is not exempted (section 130(2)). The two organisations, therefore, co-operated closely not only because of the above legal instruments but also because I was a former Vice-Rector of this institution and Dr M. Mpezamihigo, the IUIU Vice-Rector of Academic Affairs, has been a member of the National Council for Higher Education since 2007.

### ***Way Forward***

Higher institutions that constantly re-examine themselves and their operational modalities are likely to survive. The IUIU was on the brink of financial collapse but in the period 1998 to 2004, a number of internal reviews and studies were undertaken, and ways of more efficient financial inflows and management systems

were studied and implemented. Wasteful methods of operation were abandoned, and the institution trimmed its programmes, staff and student welfare benefits. At the same time, IUIU put in place money-generating systems and structures. IUIU's major enemies are the conflicts within the Muslim community that affect the institution and the greed of people who see the institution as a provider of jobs and resources instead of its larger role as a social service enterprise. The latter groups struggle to take it over even if it means making unsustainable accusations against incumbent officers. These internal conflicts are often exacerbated by external ones especially by those who do not wish the institution well.

### **Ndejje University**

Ndejje University is located eight kilometres (5.0 mi), northwest of Bombo. It was established in 1992 under a different name and ownership. The University is a private Anglican Christian-based institution. In 1995, the University was taken over by the Anglican Diocese of Luweero. In 2002, ownership of the University was expanded to include all six dioceses of the Church of Uganda in the Buganda region. It was registered in 1998 by the Ministry of Education before the establishment of the NCHE Secretariat. On the recommendations of the NCHE, the President of Uganda issued a Charter to Ndejje University in 2009.

### ***Academic Organisation***

By 2012, Ndejje academic offers were organised under the following faculties:

- Arts;
- Basic Sciences and Information Technology;
- Business Administration;
- Education;
- Engineering and Survey;
- Forest Science and Environmental Management;
- Social Sciences;
- Institute of Sports;
- School of Postgraduate Studies.

By mid-2012, the NCHE had accredited the following Ndejje University programmes:

- Bachelor of Agricultural Entrepreneurship & Farm Management;
- Bachelor of Business Administration;
- Bachelor of Commerce;
- Bachelor of Science in Engineering (Geometrics);
- Bachelor of Science in Civil Engineering;

- Bachelor of Science in Cooperatives and Agro business Management;
- Bachelor of Science in Mechanical Engineering;
- Bachelor of Sustainable Agriculture & Extension;
- Diploma in Business Administration;
- Diploma in Sustainable Agriculture.

### ***Governance***

After a stormy beginning, Ndejje University settled down to stability under the Rev. Dr Bishop Michael Ssenyimba, former Bishop of Mukono Diocese. The NCHE supported his improvements and advised the institution wherever we could. I personally visited the institution on a number of occasions and was impressed by the developments at Ndejje. Bishop Ssenyimba, as a member of the National Council for Higher Education representing Vice-Chancellors of private universities for some five years, was in touch with the most up-to-date ideas on running universities.

However, in the years 2011-12, the NCHE realised that the University was in financial problems and warned the institution not to borrow more money than it generated. Two NCHE visitations to the University, in September 2011 and March 2012, found that the institution had a massive debt that had to be paid off before any more borrowing could be undertaken. The institution was advised to stop regarding loans as sources of income. Debts were a burden that could kill the University. Later on, the new Vice-Chancellor told me verbally that a way out of the debts had been found. I wished him well but being on my way out of the NCHE, I could not follow the matter up.

### ***Infrastructure and Facilities***

By mid-2012, Ndejje had 177 full- and part-time staff teaching 5,267 students, giving it an overall ratio of 1:41. This figure was far from the NCHE ideal ratio of 1:15 and I hope the institution will do something about it. Furthermore, the total number of staff with PhDs was a mere ten (about 6 per cent of total). The ideal NCHE requirement is 60 per cent, leaving Ndejje miles to reach the ideal.

The infrastructure at the institution was impressive but it was acquired on the back of heavy debts. While the NCHE wanted each institution to have good infrastructure, choking institutions in debts that could lead to financial collapse was not encouraged. Lugazi University collapsed due to a number of causes including financial problems. Although I do not have the data on specifics for books, areas in laboratories, workshops and libraries for this institution, the University structures reflect an institution that is aiming at giving students the best.



## **Uganda Martyrs University**

The Episcopal Conference of Catholic bishops founded the Uganda Martyrs University (UMU) in 1993 with eighty four students. The University's main aim was to serve the Catholic community in the region. Its goal is to be the centre of Catholic satellite campuses spread out in each Catholic diocese in Uganda. Branches are to be found in Mbale, Masaka, Mbarara, Nsambya with an affiliated college at Kisubi. As a religious-based institution seeking to produce honest and well-behaved graduates, attendance in programmes in ethics and communication were made compulsory. The National Council for Higher Education worked closely with UMU and recommended its charter in 2005. By 2012, the University had grown to eight faculties and two schools. Its former Vice-Chancellor, Professor Michel Lejeune, was a Council member of the NCHE from 2002 to 2007 and Deputy Executive Director of the same organisation from 2007 to 2010.

### *Academic staff*

By mid-2012, UMU had a total of 196 academic staff of whom 118 were full-time and seventy eight part time. The overall staff-student-ratio was 1:18. Of the full-time staff, thirty nine were female and seventy eight male. Of these, twenty four had PhDs and seventy three had Master's degrees. Although the staffing levels and their qualifications were satisfactory, UMU lacked sufficient staff houses either on the main campus or in Nkozi town. As a result, a good number of staff were commuters from Kampala. Overall, the NCHE was satisfied with UMU staff capacity. However, the NCHE noted that UMU staff were slow in constituting staff unions which are considered key to internal university community dialogues. We urged them to do so.

### *Students*

By mid-2012, the University had a total student body of 3,454 learners of whom 2,206 were male and 1,248 females. An NCHE monitoring team to UMU from 13 to 15 March 2012 noted favourably that 'The university has controlled growth so that growth should not compromise quality. Less than 1,300 students were on the main Nkozi campus'. Since 2003, the NCHE has been very satisfied with the careful way UMU admitted students. The mismatch of students with facilities was unknown at UMU, just as it was at MUST.

However, students at UMU, especially in later years, were not all that happy. The NCHE team noted that:

The monitoring team met with the Students' Guild officials. The students' Guild was in place but the relationship between the Guild and the Administration left a great deal to be desired. Students aired the following complaints and concerns:

- a) When the administration outsourced catering and medical services, student leaders were not consulted;
- b) Students were not represented on the Senate and the Administration;
- c) The policy on re-take which requires a student who has failed a paper to repeat a whole year was unfair but the administrators were not willing to listen.

### ***Infrastructure and Facilities***

The NCHE was, for most of the period, happy with the facilities at UMU. I was personally impressed by the Library services. The monitoring teams confirmed the observations I made during several visits to UMU when it adjudged the library services to be very good. The computer-to-student ratio of 1:6 was good as was Internet access. By mid-2010, the institution had some 1,084 chairs and 269 tables/desks for students. However, more space was needed at UMU as the ratios of 0.4m<sup>2</sup> and 0.3m<sup>2</sup> for lecture rooms and libraries, respectively, were below the NCHE standards.

### ***Curriculum / Programmes***

Uganda Martyrs University, as a chartered private institution, is licensed to award terminal degrees, Master's, Bachelor's, Diplomas and Certificates. These programmes were offered in the following faculties:

- Agriculture;
- Business Administration and Management;
- Science;
- Education;
- Institute of Ethics and Development Studies;
- Humanities;
- Built Environment;
- Health Science;
- School of Postgraduate Studies.

The University had a directorate of quality assurance that participated in the NCHE, IUCEA, DAAD and the Association of Catholic Universities Quality Agency discussions on quality assurance in higher education. Ugandan employers were satisfied with the performance of the university's graduates, with many regarding UMU students as well trained. By mid-2012, the NCHE had accredited most of the programmes taught at UMU, though one major problem on one programme remained as the reader will find out later in this book.

### ***Finance***

The institution manages its income well. The percentage of budget received improved from 71 per cent in 2008 to 91 per cent in 2010. But UMU, like other private universities in Uganda, suffered from over dependence on fees. At the time the NCHE recommended the granting of a charter to UMU, the institution's dependence on fees was about 75 per cent. The impression I got was that the percentage would drop. In fact, it went up. By March of 2012, the percentage of income derived from fees and fee-related income stood at 90 per cent! Worse, the institution financed part of its activities through bank loans. The NCHE monitoring team reported a big bank loan plus interests.

### ***General Management of the Institution***

UMU is one of the well managed institutions in Uganda. However, past traditions tended to incline towards a hierarchical model where all decisions flow from the top. An Academic Registrar, accustomed to working in democratically structured institutions, came and soon left UMU probably for this reason. Although hierarchical models of operation in the hands of a good Vice-Chancellor with authority, honesty and confidence can be an advantage, the model could be a disaster in the hands of an inexperienced and dishonest people.

I enjoyed working with both the first and current vice-chancellors of this institution. On the side of the NCHE, there were tasks we could not execute as quickly as UMU wanted due to shortage of staff, delays by our assessors – on whose work methods we often had no control, the sheer amount of work the NCHE had and, in earlier days, financial problems. However, I desired to have peace with the institution and just before I left the NCHE, I sent a mission to UMU led by Professor George Kirya to assess the capacity of the institution to open more branch campuses as it wished to do and to review the offering certain programmes. I have not read through Kirya's report as it was presented after I had left the NCHE.

### ***The Way Ahead***

Uganda Martyrs University has a strong institutional origin and support in the Episcopal Conference. It should, therefore, have the internal strength to overcome disintegrating forces. A number of universities in Uganda lack this parental backup. It started very well and should continue to do so. UMU should strive to reduce its dependence on fees from 90 per cent of its budget to the 45 per cent recommended by the NCHE. Moreover, UMU should desist from opening new campuses before consolidating existing ones however much pressure the dioceses may exert. The main campus at Nkozi needs more staff (and therefore more staff housing) to reduce commuting on the part of the staff. I was privileged to work with UMU in the period 2003-12. I wish the institution the best of luck in the long journey it is travelling.

## **Nkumba University**

I was very privileged to work with Nkumba University in the period 2002- 2013. Nkumba University is located at Abaita'abiri, a suburb of Entebbe. The University has a unique experience, having grown through all levels of the education system. It grew from a kindergarten to a university in a period of forty-eight years, from 1951 to 1999. On 29 July 1951 at 9.00 am, Ssalongo Kintu, a local merchant, is said to have invited two of his best friends, Charles Kisitu-Ffulu, the then parish chief of Nkumba, and Zefania Mpanga, a civil servant who resided in the area, to a meeting to establish a kindergarten for their infants. The school opened on 6 February 1952 with twelve pupils at Ffulu's home. Within two years, the student population had grown to over 150. The kindergarten grew into a primary (elementary) school. Over the years, the school grew into a junior secondary (middle) school and a senior secondary (high) school. In 1969, the school became a vocational institution. Then, in 1974, the school was renamed Nkumba College of Commerce and Advanced Studies. Finally, in 1994, the Board of Trustees was allowed to transform the College into a University. The Ministry of Education gave Nkumba a licence to deliver university education in 1999. After a thorough inspection, the NCHE recommended Nkumba University for a charter. This was granted by the President on the 16 February 2007.

### ***Governance***

The University has a Board of Trustees, which is the ultimate authority, a University Council and an Administration. The titular head of the University is the Chancellor, but the Vice-Chancellor is in charge of the day-to-day administration. The current Chancellor is Sir Gordon Wavamunno. Past chancellors include Dr Martin Aliko, the late Dr Sulaimani Kiggundu, and Dr Margaret Kigozi. On the many occasions that the NCHE visited Nkumba, we felt that the institution was well administered.

### ***Academic Affairs***

The academic affairs of Nkumba University are organised under the following six divisions called schools:

- School of Commercial Industrial Art and Design;
- School of Hospitality and Environmental Sciences;
- School of Education;
- School of Social Sciences;
- School of Law;
- School of Business Administration.

One major area where I had problems with Nkumba University was in the observation of admission benchmarks as set by law. The late Vice-Chancellor, Professor William Senteza Kajubi, often argued that the NCHE should ‘nurture and not torture’ universities. He posited that it was within the institutional autonomy of universities to admit those they thought could make it through the university system whether they passed the UNEB examinations or not. He often gave many examples of people who failed official examinations but later, excelled in life. While I agreed with him in principle, the NCHE’s role was, and still is, to enforce the law. The spirit of that law is to establish a fair playing field in the competition to access limited tertiary places in our universities and colleges. As spaces increase in the tertiary institutions, this law may be amended. But, until the law is changed, Nkumba will have to obey it and admit only qualified students. Indeed there were a number of embarrassing cases of faulty admissions by Nkumba University that leaked to the public. Most of the names of unfairly admitted persons were children or wards of politicians seeking public offices through the electoral process. The leakages did not do the NCHE and Nkumba any good.

However, by mid-2012, the NCHE had accredited a number of Nkumba University programmes (see Appendix 8.2)

### *Facilities and Infrastructure*

As of mid-2012, Nkumba had 139 academic staff serving 3,477 students. The overall ratio was thus 1: 49, which was far below the NCHE standards. Of the total staff, there were only nineteen (about 14 per cent) with PhDs or other terminal degrees. This, again, was far below the ideal 60 per cent required by the NCHE. However, the nature of Nkumba’s programmes, which are business-oriented, might be partly responsible for the dearth of PhD holders in the institution. But it is not a strong excuse. The University should do more to recruit qualified workers and to train its staff.

The physical infrastructure at Nkumba is impressive and I commend the efforts of the University authorities who worked hard with the government, the business community and donors to construct the impressive structures we see at Nkumba University. It is my feeling that this institution has a great future.

### *Governance*

Although Nkumba leans towards the side of a for-profit institution, its administrative structures are in place and resemble those of a typical traditional not-for-profit university. The Council, the Senate, the Administration, the faculties, departments, unions for staff and students are in place. We did not receive any report of conflicts among these university organs or of owners unjustly poaching on University funds without going through the normal administrative channels.

## **Bugema University**

Bugema University is located in Kalagala sub-county, Bamunanika county, Luweero District in central Uganda. The institution started in 1948 as a training school for teachers and pastors for the Seventh-Day Adventist Church in East Africa. At that time, it was called Bugema Missionary Training School. Later, the name changed to Bugema Missionary College and then to Bugema Adventist College. In 1978, the first class offering degrees graduated with Bachelors of Theology (Wikipedia). The College expanded and by the late 1980s, curricula for Business and Education were added. In 1994, Bugema Adventist College made the transition from college to university and earned a government licence in 1997. The NCHE nurtured Bugema through visits, monitoring missions and advice. I remember one occasion when I visited the institution with a number of staff and the Vice Chancellor at that time, Professor Elisha Ssemakula, took us round the well-tended University farm. On the recommendations of the NCHE, the University was granted a charter by the President on 19 April 2010.

### ***Academic Divisions***

Bugema University academic divisions are the schools of Business, Social Sciences, Education and School of Graduate Studies. The School of Graduate Studies is affiliated with the University of Eastern Africa, Baraton, in Kenya with some of the postgraduate courses delivered jointly. By mid-2012, the NCHE had accredited Master's programmes in Arts, Education, Public Health and Management.

### ***Infrastructure and Facilities***

The University has a well-developed infrastructural base, which includes good land in a very fertile part of Uganda. Indeed the institution has a farm on which it raises animals and cultivates crops. The 2012 visits by the NCHE looked at the institution's facilities and infrastructure. The lecture space per student of 1.2m<sup>2</sup> and the library space of 0.3m<sup>2</sup> were not considered acceptable. But the student-to-book ratio of 1: 55 was good, depending on the relevance of the books. The computer-to-student ratio of 1:14 needed improvement to 1:5. The Internet access was moderately good but needed more improvement. The staff to student ratio of 1:17 (75 staff teaching 1245 students) was one of the best in the country. However, there were only four staff with PhDs (or 5 per cent), far below the NCHE requirement of 60 per cent. Bugema needs to improve in this area.

### ***Governance***

In the period 2002-2012, Bugema University was one of the most well-administered institutions in the country. It experienced almost no major staff or student strike. The NCHE observed no major financial or administrative

problems that warranted external intervention in the running of the University. Indeed, there were three peaceful changes of leadership (of vice-chancellors), which reflected the maturity of the institution. I felt at home whenever I visited Bugema University.

### **Uganda Christian University (UCU)**

Uganda Christian University (UCU) was founded in 1997 by the decision of the Anglican Church of Uganda to transform its premier theological seminary/college, Bishop Tucker Theological College, into a university. The college was founded in 1913 and named after the pioneer missionary, Bishop Alfred Tucker. Government allowed UCU to deliver university programmes in 1997, five years before the establishment of the NCHE Secretariat. The recommendation for the charter was processed by the NCHE and the President granted that Charter in 2004. UCU was the first university to be recommended by the NCHE to receive a charter in Uganda. The University's Chancellor has been the Archbishop of Uganda.

#### *Academic Organisation*

The University is divided into the following divisions, called schools, faculties and departments:

- Bishop Tucker School of Divinity and Theology;
- Faculty of Social Sciences;
- Faculty of Business and Administration;
- Faculty of Education and Arts;
- Faculty of Law;
- Faculty of Science and Technology;
- School of Research & Post Graduate Studies.

By mid-2012, most of the programmes of UCU had been accredited by the NCHE. Infrastructure and facilities UCU has been able to develop the infrastructure that befits a university, a traditional campus university in the real sense of the word. A magnificent library has been constructed, classrooms and dormitories built and the landscape beautified. I was very privileged to lay the foundation stone of the Ham Mukasa Library Building on behalf of the Minister of Education. I am further thrilled by the prospect of UCU's endowment, the UCU Holdings, headed by the former Vice-Chancellor, Professor Stephen Noll. However, the University needs to do more as the available space for each student in the library and lecture rooms was less than 1m<sup>2</sup> in 2011/12.

Although the staff-to-student ratio of 1: 24 in 2011/12 (representing 336 staff teaching 8,078 students) was good, UCU had an uncomfortable number of



part-time staff. Some 227 staff members were working part-time while only 109 were full-timers. The institution needed to look into this problem and resolve it. Furthermore, only 32 members of staff (or 10 per cent) had PhDs. This number needed improvement to reach the NCHE's level of 60 per cent of staff. The following building is the new Ham Mukasa Library Block, UCU:

### ***Governance***

UCU is well governed. All the regular University organs, such as the council, senate and administration are in place. Unlike some other private universities, the owners were not reported of having tried to usurp the roles of management. The peaceful change at the vice-chancellorship level from the Rev. Dr Stephen Noll to the Rev. Dr John Senyonyi says a lot about the maturity of organisation at UCU. Leadership changes without the use of violence is a sign of the maturity and good governance of an institution or nation. The Ugandan state should borrow a leaf from UCU's example.



**Figure 11.1:** The Ham Mukasa Library at Uganda Christian University

### **Kampala International University (KIU)**

The Kampala International University (KIU) is a chartered private university with impressive physical structures, energetic owners and strategic locations in Kampala and Bushenyi. The NCHE noted the commitment of the owners to the institution as indicated by the heavy investment they made. However, the NCHE was concerned about the general governance of the institution and the difficulty of the University in realising that the NCHE quality requirements, though irritating in the short-term, were good for the institution in the long run. Between 2003 and 2012, the NCHE tried to do what it considered good for Kampala International University.



Like surgeons, we knew that our interventions would hurt our patient in the short run but would eventually be good for the institution. If we left the institution to turn out bad products, its name would eventually be damaged as would that of the NCHE. We decided to work for the University, giving it every care and nurture it needed. This institution has a future, and I hope that future managers of the NCHE will treat it with love, firmness, care and honesty. The country will benefit by the presence of a performing KIU.

### ***Licensing***

The University was registered as a company limited by shares and opened officially to students on 1 October 2001. The institution was, therefore, licensed before the NCHE Secretariat was established. However, from June to September 2003, the NCHE sent a verification team to Kampala International University as a reaction to a report from KIU to the NCHE on 6 May 2004 (Ref KIU/UC/UCC/6.05.04/01). As a result, the relevant committees agreed to recommend to the NCHE's Council to grant KIU a Provisional License. Accordingly, on 14 May 2004, I informed the Vice-Chancellor of the fact (letter NCHE/01/U/05/1). Five years later, Kampala International University was recommended by the NCHE for a charter, and duly received it.

### ***Infrastructure and Facilities***

Kampala International University has very good and adequate buildings and infrastructure at its Kansanga and Ishaka campuses. The NCHE has always commended the University for its good infrastructure. However, the number and quality of the academic staff at KIU stood in need of improvement. By the middle of that year, NCHE data showed that KIU had a total of 440 academic staff teaching 8,861 students, giving an overall ratio of 1:20. The NCHE ideal is 1:15.

### ***Governance***

Kampala International University has the potential for growth and giving Ugandans and international students the quality higher education they need. However, the biggest problem that the NCHE tried to resolve in my period was governance. The NCHE always insisted on a separation of ownership and management of the institution. We insisted that the administration and not the chair of the Board of Trustees be in charge of the day-to-day administration of financial matters, academic processes, hiring and firing of staff and the management of student affairs. Furthermore, the NCHE always insisted that clear rules and regulations for the management of the institution be enacted. The June-September 2003 NCHE Visitation observed that although the University had impressive infrastructure and physical facilities, its governance needed improvement. I have since heard

very good reports coming from KIU. I am told that its governance and sense of purpose have improved considerably.

### *Academic Affairs*

Academic divisions are called schools and by mid-2012, the institutions had eleven of such schools, including one in Medicine at its western campus. By mid-2012, the NCHE had accredited many KIU programmes.

### *The Way Forward*

Kampala International University has a future, and it is in the interests of all stakeholders to help it achieve that great future. The investors have committed a lot of resources into the institution, and it is only fair that the KIU should produce an acceptable result: well-educated graduates and cutting-edge knowledge. The role of the NCHE is to make sure that the institution runs like a university by timely, friendly, and if need be, strong advice. That formed the basis of my relations with Kampala International University.

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## The NCHE and the Provisionally Licensed Private Universities

University institutions with provisional licenses are permitted under sections 96-98 of the Act and other relevant rules and regulations of the NCHE to deliver undergraduate programmes that are accredited by the National Council for Higher Education. The NCHE licensed all the following institutions, except Busoga, Aga Khan and Kampala universities which had been permitted to operate before the opening of the NCHE Secretariat:

- Busoga University (est. 1999);
- Kampala University (est. 2000);
- Aga Khan University (est. 2000);
- Kumi University (est. 2004);
- Kabale University (est. 2005);
- Mountains of the Moon University (est. 2005);
- African Bible College (est. 2005);
- Uganda Pentecostal University (est. 2005);
- Bishop Stuart University, Mbarara (est. 2005);
- St. Lawrence University (est. 2007);
- Mutesa I Royal University (est. 2007);
- Cavendish University, (est. 2007);
- All Saints University, Lango (est. 2008);
- International Health Science University (est. 2008);
- Victoria University (est. 2010);
- International University of East Africa (est. 2011);
- Virtual University of Uganda (est. 2011);
- LivingStone University (est. 2011).

### **Busoga University**

Busoga University is located in Iganga town, approximately forty three kilometres by road, northeast of Jinja, on the road between Jinja and Tororo. Busoga University was founded in 1999, following the issuance of a tertiary institutional license by the Ministry of Education and Sports. The University is a non-profit organisation.

### ***Academic Offerings***

The University was permitted to offer certificates, diplomas and undergraduate programmes. By mid-2012, the NCHE accredited Busoga University to offer the following programmes:

- Bachelor of Arts in Development Economics;
- Bachelor of Arts in Development Studies;
- Bachelor of Business Computing;
- Bachelor of Commerce;
- Bachelor of Computer Science;
- Bachelor of Health Education and Promotion;
- Bachelor of Health Service Management;
- Bachelor of Human Resource Management;
- Bachelor of Information Technology;
- Bachelor of Mass Communication;
- Bachelor of Public Administration.

### ***Infrastructure and Facilities***

Busoga University is still a small institution in terms of enrolment, infrastructure and staffing. In 2010/11, it had 1,010 students taught by 196 academic staff, giving a good ratio of 1:9. However, more than half the lecturers (112) were part-time and only 79 full time. Furthermore, only seven of the staff had PhDs or terminal degrees. When I visited Busoga University in March 2012, the total number of students had grown to 3,420 but the staff were only 103. Though two more PhD holders had joined the team, qualifications of staff needed improvement. The total number of books was 71,550 giving a ratio of 1:20 which was way below the 1:40 NCHE standard. There were only eighty five computers, including those used for administrative purposes, and internet capacity was a mere 2mbps.

As for the physical infrastructure, a classroom complex was put up and was in use by the time of my visit as was a renovated Nursing Institute. But the institution had a long road towards availing academic staff with offices, building an appropriate administrative block, facilities for students, main library and laboratories.

### ***Financing***

Like many private universities in Uganda, Busoga University was funded with fees to cover over 70 per cent of its costs. For an institution of this size, the total income for the year 2012 was only Ush. 4.6 billion. It had a very narrow financial base.

### ***Governance***

The institution was well administered, students and staff were participating in the University's activities during the period of our visit. The University should build more capacity before applying for a charter.

### **Kampala University**

Entrepreneurs founded Kampala University in 1999, locating it at the same site where Kampala International University is now situated. It later moved to Gaba and has another campus at Mutundwe.

### ***Academic Divisions***

Kampala University was divided into at least six academic divisions which the owners call schools, including Industrial Art and Design, Computer Science and Technology, Business and Management, Education, Arts and Social Sciences and Nursing and Health Science.

By mid-2012, the NCHE had accredited a number of programmes of Kampala University.

### ***Infrastructure and Facilities***

Kampala University had moderate infrastructure at Mutundwe but was working hard to increase space. According to the NCHE data, Kampala University had, by mid-2012, 150 academic staff teaching some 1,200 students, giving an overall ratio of 1:8. Some 134 members of staff were listed as full time and sixteen as part-time workers. Some twenty eight members of staff were listed as PhD holders giving a ratio of about twenty one per cent.

### **Aga Khan University**

Though licensed separately in Uganda, Aga Khan University is a part of a chain of many institutions affiliated to the mother campus in Pakistan. The original campus in Karachi was chartered in 1983 and was Pakistan's first private university. Aga Khan University is an international university spread over eight countries – Pakistan, Kenya, Tanzania, Uganda, the United Kingdom, Afghanistan, Syria and Egypt. The Uganda Aga Khan University branch is located in Kampala near the Aga Khan Secondary School.

### ***Infrastructure and Facilities***

By mid-2012, Aga Khan University had 143 students taught by fifteen members of staff giving a good ratio of 1: 10. The space available for students in lecture rooms and libraries was 1.4m<sup>2</sup> respectively. The student-to-book ratio of 1:10 was not impressive and we hope it will be improved to 1:40. Likewise, the student-to-computer ratio of 1:18 was not good.

### ***Governance***

As an internationally affiliated institution, Aga Khan University is governed on a hierarchical model whereby all powers flow from the headquarters to the branches. Local contradictions, if any, are handled in that context. The NCHE was never called upon to intervene in the institution's governance and management problems. Any discords were internally managed.

### ***Kumi University***

Kumi University is located in Kumi town, Kumi District, eastern Uganda, approximately 150 miles) northeast of Kampala. The institution was founded in 1996 by a Korean missionary couple, Mr Hyeong Lyeol Lyu and Ms Min Ja Lee, under the name of African Leaders Training Institute. In 1999, the name was changed to Kumi University. The University was licensed by the NCHE in 2004.

### ***Academic Divisions***

As of August 2012, the University had the following functioning academic divisions:

- Faculty of Education and Languages;
- Faculty of Computing and Information Technology;
- Faculty of Social Sciences and Management Studies.

### ***Infrastructure and Facilities***

I was unable to get specific data for Kumi University for 2010, 2011 and 2012. The NCHE's State of Higher Education and Training, 2010 lists the number of students as 751 and provides no additional information. The same figure is listed for the 2011 issue.

### ***Kabale University***

Kabale University is located in Kabale town, Kigezi area. The major objective of the University is to contribute to the socioeconomic development of the Kigezi area of Uganda through open training, research and decentralised service delivery, using participatory and inclusive approaches to education. The notable people

of the area established the institution as a non-profit institution. Located near Rwanda, Burundi, the Congo and northern Tanzania, Kabale University also registers students from these regions.

### ***Academic Divisions***

The University's academic offerings are mainly in the humanities and the social sciences. In the period 2005–12, it did not offer physical, life or applied sciences.

### ***Infrastructure and Facilities***

By mid-2012, Kabale University had 3,253 students taught by 126 academic staff. The staff-to-student ratio was 1:26, which was not good enough to meet the NCHE ideal standards. Furthermore, the number of part-time staff was fourty five (or 36 per cent), a rather high figure that needed improvement. The space in the lecture rooms and libraries needed improvement. The student-to-book ratio of 1:13 recorded in 2010 also needed improvement to 1:40. Kabale University is doing its best in that direction. The computer-to-student ratio of 1: 55 was disappointing and needed improvement. In late 2012, I visited the institution again and was very impressed by the construction work that was taking place at the university.

### ***Governance***

The University is well governed with defined organs playing their roles. The Vice-Chancellor manages daily activities and Council meets often. The Council toyed with the idea of making the University a public one or affiliating it to the nearest public university. I talked to the Vice-Chancellor and later to a highly placed member of the governing organ on this issue. My view was, and still is, that a well-managed private university is better off in controlling its institutional autonomy, finances, planning and general vision than a public one. Moreover, the funds African governments allocate to public universities are not worth the loss of autonomy that becoming a public university entails. As I stated earlier, good private universities in Uganda – and in the world at large – are developing faster than government universities. Kabale University should stay private.

### **Mountains of the Moon University, Fort Portal (MMU)**

Mountains of the Moon University (MMU), is a private, non-profit University in Fort Portal, Kabarole District. Its name is taken from the Ruwenzori Mountains, also known as the Mountains of the Moon. It lies in the Kibundaire neighbourhood, north-west of Fort Portal. A new campus is under construction at Lake Saaka, approximately 8 kilometres north-west of Fort Portal, along Saaka

Road. A long planning phase culminated in the opening of MMU on 29 March 2005 after being licensed by the National Council for Higher Education. MMU is a community trust, non-profit University. The trustees include the Local District Councils, the three main religious bodies and supportive individuals. It has no specific religious affiliation. I have visited this institution several times, almost every year since 2008. I am impressed by its steady continued development.

### ***Guiding Academic Philosophy and Principles***

MMU was established to serve the rural communities of Uganda. Courses are structured to develop analytical and applied skills. All students undertake assessed fieldwork during the recess term. They also complete three hours of hands-on computer studies every week. The majority of courses can be taken as either weekend or evening options. This is designed to allow students time to work and help pay their way through their courses. The Austrian Service Abroad has been active at MMU since 2007.

The University has established a Centre for African Developmental Studies, to study, research and create African knowledge and understanding, and suggest how this can be applied to inform development in an African context. MMU's aim is to create new ideas to bridge local cultures and create broader developmental opportunities for students and the nation.

### ***Academic Organisation***

Programmes are delivered in units called schools, including Health Sciences, Agriculture, Education, Business and Management Studies, Social Science and Administration and Informatics and Computing.

I was told in 2011 that twenty one of the twenty seven programmes were already accredited by the NCHE. But records of the NCHE showed that by mid-2011, only the following programmes were already accredited by the National Council for Higher Education:

- Bachelor of Education;
- Bachelor of Science in Public Health;
- Post Graduate Diploma in Computer Science.

### ***Infrastructure, Facilities and Academic Staff***

For some time, the University was operating from rented facilities in town. But in 2010, it constructed its own premises near Lake Saaka. The facilities constructed include a classroom block and a laboratory facility. After more constructions are completed, all programmes will be offered at Saaka. When I visited the institution in August 2011, MMU had seventy four academic staff teaching 1162 students i.e. a ratio of 1:16.



### ***Governance***

The governance structures of MMU are well defined. The Council, Senate and Administration are in place. Staff and student unions were functioning properly. The institution received 70 per cent of planned budget and fees constituted 75 per cent of its income from 2005 to 2012.

Each time I visited Fort Portal, I asked MMU to think of federating with the nearby Pentecostal University to increase joint capacity by eliminating duplication and unnecessary competition. It is my feeling that the Fort Portal area will find it hard to support two universities. It is up to the two institutions to think about this issue.

### **African Bible College**

The African Bible College (ABC) is one of the several Bible colleges in Africa, with three campuses on the continent as of 2009. The Colleges offer university-level education with a Christian emphasis, with the aim of training men and women for Christian leadership and service. The four-year curriculum is designed to be either terminal or preparatory for further education. The first campus of the College was opened in 1978 in Liberia in West Africa. In 1991 the second College opened in Malawi in Central Africa, and in 2005 a third campus opened in Uganda at Lubowa, approximately 12 kilometres by road south of Kampala. Prior to the first Liberian Civil War, ABC operated as a full college and conferred BA degrees after its accreditation in 1983 by the Ministry of Education, but was forced to close because of the war that began in Nimba country, where the college was situated. The college re-opened in 2008.

### ***Academic Programmes***

African Bible College (Uganda) was founded to offer quality education from a Christian perspective to the surrounding countries of the Great Lakes area, including Southern Sudan and Ethiopia. It offers religious knowledge in the humanities. The University premises spreads across 30 acres, on a hilltop that overlooks Lake Victoria. I tried to convince the sponsors of ABC to offer science courses to make the learning of their graduates more catholic in the Ugandan market. that the authorities promised to give the idea some consideration.

### ***Infrastructure and Facilities***

ABC has got good buildings at Lubowa. The staff of twenty full-time academics were teaching some 110 students who were registered at the time of the NCHE visit and collection of data for the 2011 publication. Two of the staff were holders of PhDs or terminal degrees. However, there were eighteen part-time staff teaching in the same institution.



**Figure 12.1:** Administrative and classroom Block: Mountains of the Moon University; Fort Portal

### ***Governance***

As noted above, the ABC is linked internationally to a chain of other institutions in a hierarchical model. Most policy items are defined at the headquarters.

### **Uganda Pentecostal University (UPU)**

The University started operating in 2001 as the Grotius School of Law and Professional Studies, with a campus in Mengo, a Kampala suburb. The school initially operated as part of another university. Then applied for a Provisional License of its own, which the NCHE turned down. However, by a Court order, the NCHE was instructed to license the institution. The University was subsequently registered as the Uganda Pentecostal University and licensed on 9 August 2005 by the National Council for Higher Education as the Court had ordered. In partnership with the United Pentecostal Churches International of Uganda, UPU opened its main campus in Fort Portal, Kabarole District, Western Uganda.

### ***Academic Organisation and Programmes***

The academic programmes of UPU were delivered in the faculties of Administration, Law, Education, Social Sciences, Journalism and Communication Science and Arts.

### ***Facilities and Infrastructure***

Beginning from when it acquired a licence, the institution has made progress in infrastructural development. The total teaching area is about 1,600 sq. metres, library space some 240 sq. metres and staff offices occupy some 300 sq. metres. At the time I visited the institution in 2012, there were 116 academic staff teaching 11,268 students i.e. a ratio of 1:10. However, only two staff had terminal degrees.

### ***Governance***

This being a small institution, the problem of mixing ownership and management has not been fully resolved. But this factor, if it is the case, did not have a major impact as the University Council and a Chancellor was in place. My advice to the Vice-Chancellor was to link and federate with Mountain of the Moon University as the Fort Portal area is too small to support two universities. Such an action would reduce unnecessary duplication and competition.

### **Bishop Stuart University**

Bishop Stuart University (BSU) is located at Kakoba Hill, Mbarara. The University is named after Bishop Stuart who was the Anglican Bishop in Uganda in the middle of the 20th Century. Bishop Stuart institution started operations in 2003 at the campus of Kakoba National Teachers' College, (KNTC) on the same location. Before getting a Provisional Licence, BSU arranged for its students educated at Kakoba, to be awarded certificates, diplomas and degrees by Uganda Christian University. But the institution was given its own Provisional Licence by the NCHE in 2005. The first batch of students to graduate from BSU did so in 2009.

### ***Academic Divisions***

As of October 2009, BSU had three faculties namely, Applied Sciences, Business & Development Studies, and Education.

### ***Infrastructure and Education Facilities***

I visited Bishop Stuart University in 2011 and 2012 and was impressed by the number of structures the institution had put up. The total teaching area had improved to 1,804 sq. m<sup>2</sup> serving 3,054 students; that is a ratio of 1: 0.06m<sup>2</sup> which is still far below the NCHE standards but better than the previous years. A new library block was being constructed as were a number of classrooms. There were 215 academic staff giving a ratio of 1: 14, which is acceptable. Nine of the staff had PhDs and forty eight had Master's. As for the books, the institution had a total of 22,881 volumes giving a ratio of one student to eight books, which is far below the one to forty books required by the NCHE. BSU has a long way to improve its facilities.

### ***Research and Publication***

BSU embarked on a vigorous research and publication programme. It put in place a publishing house, encouraged its staff to do research and publish. As a result, the University has produced impressive publications. In this respect, BSU can be called a university in the true sense of the word: it produces knowledge, publishes results and disseminates the same to students and the public at large.

### **Muteesa I Royal University**

Muteesa I Royal University (MRU) was established when ownership of Uganda Technical College, Masaka, was transferred from the Government of Uganda to Buganda, in January 2007. The latter owners killed the technical college. The University is named after Kabaka Muteesa I Mukaabya Walugembe (1854-1884) who wrote to the British with an invitation to introduce learning in his kingdom (Buganda) in the late 19th century. Muteesa I Royal University received a Provisional Licence from the National Council for Higher Education in 2007. The University held its first graduation ceremony on Friday, 15 April 2011. At the same ceremony, Kabaka Ronald Muwenda Mutebi II was installed as the first Chancellor of the University.

### ***Academic Divisions and Programmes***

As of March 2011, MRU had faculties of Information and Communication Technology, Social Studies and Cultural Development Studies, Business Management, Science and Technology, Art and Design and Education.

When I last visited the institution, I could not find an official staff list at either the Mengo or Masaka campuses and wondered whether the University had full-time academic staff or it used part-timers only. However, the data for 2011 showed that the institution had 1,026 students taught by 93 academic staff giving a ratio of about 1:20 infrastructure, at both Mengo and Masaka campuses needed renovations.

### ***Governance***

Early in 2012, Charles Okiria, Stephen Kabagambe, George Ebine and I, visited both campuses of the University at Mengo Kakeeka and Masaka. I am sorry to note that by the time I left the NCHE, the report had not been sent to the University. But the following is what I remember we agreed on:

- a) The main campus of the University should be at Mengo Kakeeka because that is where most students are, where the Vice-Chancellor has an office and where facilities of the institution are currently sufficient;
- b) The Masaka campus should be reconverted to a technical institution teaching diploma, and later on after refurbishing, higher engineering courses;

- c) The workshops at Masaka were in a very sorry state and needed to be repaired and upgraded;
- d) A high-level official should be stationed at Masaka. We found very junior officers on the spot.

The library was outdated with old books, and no computers worth talking about were seen.

### **St. Lawrence University (SLAU)**

Entrepreneurs own St. Lawrence University (SLAU). The University was licensed by the NCHE in 2006 and admitted its first set of students in September 2007.

#### ***Academic Divisions***

SLAU is currently composed of the faculties of Business Administration, Education, Computer Science, Information Technology, and Industrial Art and Design. By mid-2012, the following programmes of SLAU were already accredited by NCHE:

- Bachelor of Business Studies & Management;
- Bachelor of Environmental Management;
- Bachelor of Mass Communication;
- Bachelor of Public Administration & Management;
- Diploma in Business Administration.

#### ***Infrastructure and Facilities***

The University operates from an impressive building at Mengo near the Kabaka lake and enrolled 1,009 students in 2011/12.

### **All Saints University**

All Saints University, Lango (ASUL), is a private university owned and administered by the Church of Uganda's Lango Diocese. The first set of ninety undergraduate students were admitted in January 2009 when it was licenced by NCHE.

#### ***Academic Divisions and Programmes***

As of August 2012, the University maintained three faculties:

- Faculty of Business Administration and Management;
- Faculty of Social Science;
- Faculty of Education.

By 2012, the student population had risen to 461 and the academic staff to twenty three, giving a ratio of 1:12. The infrastructure needed improving as did a number of education facilities.

## **Cavendish University (CUU)**

Cavendish University (CCU), is an institution with links to Cavendish Colleges in London, Tanzania and Zambia. The former President of Zambia, Kenneth Kaunda officially opened the Uganda branch in Kampala, Uganda, in 2009. In 2010, the institution moved to Gaba Road.

### ***Academic Affairs***

By mid-2012, CUU had 1,667 students taught by sixty members of staff giving a ratio of 1:43. Of these, only 20 were full-time and the rest part-time. The academic programmes accredited by the institution were as follows:

- Bachelor of Arts in Human Resource Management;
- Bachelor of Arts in Mass Communication;
- Bachelor of Business Computing;
- Bachelor of Commerce;
- Bachelor of Laws;
- Bachelor of Tourism and Hotel Management;
- Diploma in Information Technology;
- Master of Business Administration in Information Technology;
- Master of Science in Information Technology.

### ***Infrastructure***

In early 2012, Charles Okiria, Steven Kabagambe, George Ebine and I visited the premises of the University. Although the premises looked good, they were rented. What happens if the landlord was to evict the institution? Where would the students go?

### ***Financial Health***

The major weakness of the institution's financial health is that it depends mainly on fees to cover over 80 per cent of its costs. It, therefore, has a very weak financial base.

## **International Health Science University (IHSU)**

The International Health Science University (IHSU) was licensed by the NCHE and admitted the first group of students in August 2008. International Health Sciences University is a member of the International Medical Group, a conglomerate of health-related businesses that include International Hospital, Kampala, Air Ambulance and International Medical Foundation.

### ***Academic Matters***

As of March 2011, IHSU had one school and one institute:

- Institute of Health Policy and Management;
- School of Nursing.

By mid-2012, the NCHE had accredited the following programmes of IHSU:

- Bachelor of Business Administration in Health Management;
- Bachelor of Nursing Sciences;
- Bachelor of Science in Public Health;
- Diploma in Health Care Leadership and Management;
- Master of Science in Health Leadership and Management;
- Master of Science in Health Management (International Health);
- Master of Science in Public Health;
- Master of Science in Public Health (Community Health);
- Master of Science in Public Health (Health Policy & Planning);
- Post Graduate Diploma in Health Management (International Health);
- Post Graduate Diploma in Health Services Management;
- Post Graduate Diploma in Public Health (Health Policy & Planning).

### ***Infrastructure and Facilities***

By 2012, the University was using the same building as the International Hospital, Namuwongo in Kampala hospital. The NCHE wished that the two institutions be separated but this had not been done by December 2012. Though NCHE realised the lack of land and the necessity of teaching the medical programmes in, or near, a hospital there was need to create a teaching institution with a different campus and environment.

### **Victoria University**

This University obtained a Provisional Licence from the National Council for Higher Education in October 2010. The University was affiliated to some universities in the UK and offered courses linked to UK designed programmes.

### ***Academic Divisions and Facilities***

By December 2012, Victoria University had four faculties namely:

- The School of Foundation Studies;
- Faculty of Business;
- Faculty of Engineering;
- Faculty of Nursing & Public Health.

### ***Infrastructure and Facilities***

The laboratories and libraries were well furnished. In 2012, the University was operating from rented premises. However, the NCHE was informed that the University would acquire land and a building of its own.

### **International University of East Africa**

The International University of East Africa (IUEA) has its campus on an 15-acre (6.1 ha) piece of property at Kansanga, a southeastern suburb of Kampala. It is one of the newest universities in Uganda.

### ***Academic Divisions and Programmes***

As of November 2011, IUEA had the following faculties:

- Faculty of Business Studies;
- Faculty of Engineering;
- Faculty of Information Technology;
- Faculty of Arts and Social Sciences;
- Faculty of Science.

By mid-2011, the NCHE had accredited the following programmes of IUEA:

- Bachelor of Business Administration;
- Bachelor of Information Technology;
- Bachelor of Public Administration;
- Bachelor of Science in Quantitative Economics.

### ***Infrastructure and Facilities***

The institution bought an impressive set of structures and facilities formerly used as an amusement park. It has tried its best to convert them for educational purposes. It has constructed impressive classrooms, laboratories and administrative blocks at its new – and permanent home – at Lake Saaka.

### **Virtual University of Uganda (VUU)**

The Virtual University of Uganda is a private institution governed by a Board of Trustees. It was licensed by the NCHE in 2011. This is the first Online University that the NCHE licensed. It uses the open-source learning platform *moodle*, hosted by UPLearning in the Netherlands.



### ***Programmes Offered***

Using the latest cloud-based technologies, VUU's initial postgraduate programmes are International Development and Public Health.

The following programmes were due to be added: ICT for Development in August 2012 and Executive MBA in January 2013.

### **LivingStone International University (LIU)**

LivingStone International University (LIU) is a private university in Eastern Uganda. It is affiliated to the Fellowship of Christian Churches and Churches of Christ. It was licensed by the NCHE in 2011 and formally opened in January 2012. The inaugural class of LivingStone International University began with thirty-four students. With the second intake in September, the student body had grown to over fifty by December 2012. The University is located in Mbale, Eastern Uganda.

### ***Academic Programmes***

Initially, three degree programmes were available – in Business Administration, Christian Ministry, and Communications and Media Technology. Each of these programmes is a four-year Bachelor's degree. By mid-2012, the NCHE had accredited its Bachelor of Science in Communication & Media programme.

### ***Infrastructure and Facilities***

By March 2012, the University was using temporary facilities. However, it had acquired 56 acres of land for the building of a permanent campus and a master site plan had been developed. By mid-2012, over US\$1.4 million had been invested into the development of LIU. The funds helped in the acquisition of land, and for the launching of classes. The LIU library had over 20,000 electronically catalogued volumes with another 10,000 volumes still to be catalogued. The books for the LIU library were acquired almost entirely through donations from the United States. When I visited the institution in March 2012, I was impressed to find that each staff and some students had a Kindle that could hold up to 10,000 books each. Furthermore, the computer to student ratio was 1:1, the staff-to-student ratio 1:4 and the student to book ratio 1:624. My expectation is that the admission of more students would not be allowed to outstrip resources which could result in a mismatch in the number of learners and the facilities available.

### ***Governance***

The council, senate and administration were all in place and each independently doing its duties.



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## Other Degree Awarding as well as Failed Institutions

### **Other Degree Awarding Institutions**

The NCHE allowed the creation of single programme tertiary institutions to award degrees in their areas of expertise. The first of these was the Uganda Management Institute whose specialty was Management. It was licensed in 2006. Later on, TEAM Institute of Business Management was licensed, followed by Makerere University Business School, which was licensed as a requirement of Section 132 of the UOTI Act. Its degrees are awarded by Makerere University.

### ***Makerere University Business School (MUBS)***

Makerere University Business School (MUBS) was established when the Faculty of Commerce and Business Studies moved out of the Makerere main campus to another hill, Nakawa. The Minister of Education at the time wanted to have a specialised business school leader that would not only produce highly skilled business executives but also lead and guide the many junior business colleges in the country. To that end, the new institution, while remaining affiliated to Makerere and benefitting from Makerere's reputation, would set standards for all institutes and colleges of business and commerce in Uganda. It was because of this aim that government permitted Makerere University Faculty of Commerce to take over Nakawa School of Business. It was also understood that the main campus would not offer business programmes that MUBS was to provide. What the government did not analyse properly was the extent to which the desire to control the income generated by the free market in the academy would condition the relations of the Business School and its mother institution, Makerere University. Mammon had spread its tentacles in the academy far more than was realised. That is one of the darkest sides of neoliberal policies in higher education.

Section 132 of the Universities and Other Tertiary Institutions Act, gives MUBS a number of privileges and responsibilities. Under section 132(6), the

NCHE was required to ensure that MUBS was established as 'a Tertiary Institution under this Act'. This the NCHE did as required by law. However, the affairs of Makerere Business School have been characterised by internal wrangling with its mother campus, Makerere University. I am going to try to narrate the origins of this controversy as we, at the NCHE, understood it and our attempts to resolve the disagreements. The controversy was so pervasive that it conditioned most of the two institutions' relations with each other as well as their mutual relations with external stakeholders.

### *Controversy Colours Relations Between MUBS and the Main Campus*

For some time, relations between these two institutions were so abrasive and sustained by so many lies that the public did not quite know the causes of the conflict. As far as I can determine from available information and evidence, money was the root cause of the wrangles. Business-related programmes are popular with consumers of higher education who tend to register as fee-paying students in large numbers. Seeing how much money had come in, elements in each of the two institution struggled to access the money generated through the business programmes. The conflicts between Makerere University and Makerere Business School based at Nakawa originated, and are still driven by, the struggle to control money generated from private fee-paying students as well as other sources of funds that Business faculties are able to generate, not only in Uganda but all over the world. Over the years, subsidiary disagreements such as personality conflicts have been added to spice and conceal the major cause of conflict (Carrol 2005; Mamdani 2007; Kasozi 2009).

In 1994, the Council of Makerere University permitted all faculties with extra space to accept private fee-paying students after government-sponsored students had been admitted. Most of the money that became the source of conflict came from privately sponsored students in the form of fees. In Makerere University, the faculties of Commerce, Law, and Social Sciences were the first to venture into this dual-track tuition-fee-paying system (private and public). Both the government and the University saw the admission of fee-paying students only as a supplement to public funding. However, the dual-track system became so popular that it was not closely monitored or well planned. It became driven by the greed of those academics who controlled it. The various units that generated money sought control of the generated money as did the central administration. The conflict between the Dean of the Faculty of Commerce, which made most of the private money, and the central administration increased in the same proportion as money was generated by the faculty. This was the real cause of the MUBS-Makerere problem. The government must appreciate this factor if it wants to prevent future money-driven conflicts in public universities.

Furthermore, the government must appreciate that its failure to adequately finance public universities and its policy of capping fees levels reduces university

incomes. Reduced institutional incomes are the root causes of conflicts and wrangling in public universities. This is what motivates key individuals to struggle to control available funds.

It was in this heated context and environment that the Faculty of Commerce moved out of Makerere to Nakawa. While the former Faculty of Commerce chose to retain the brand name of 'Makerere University' in its nomenclature, it also wished to remain independent and control its funds. At the same time, the managers of the main campus wanted to either have a share of this money or duplicate the commerce courses MUBS was created to run, which justified its relocation to Nakawa. These contradictions are the causes of the contentions the National Council for Higher Education tried to address so as to fully resolve the MAK/MUBS conflicts.

### *NCHE's Attempts to Resolve the Crisis Between Makerere University and MUBS*

During 2003, the National Council for Higher Education deliberated on the MUBS/MAK issue. First, the Accreditation Committee of the NCHE established that the disharmony between Makerere University Business School and Makerere University at that material time was exacerbated by the following subsidiary issues, though money was always in the background as the major cause of the conflict:

- (i) The use of Makerere University name and logo on the transcripts for academic programmes run internally by Makerere University Business School but were not approved by Makerere University Senate;
- (ii) The non-representation of Makerere University Business School on the Senate and Council of Makerere University, despite the Solicitor-General's position that the amendment of the Act did not remove the representation of Makerere University Business School on the Senate and Council of Makerere University;
- (iii) The failure of Makerere University to remit funds from the Bachelor of Commerce external degree courses taught by Makerere University Business School but administered by the Department of Adult and Continuing Education of Makerere University; and
- (iv) The contradictions in the Universities and Other Tertiary Institutions Act, 2001 which gives Makerere University Business School the structures and organs of a university and at the same time lumps it together with other lesser tertiary institution (Sections 132 (6)).

The Committee considered the above issues and came up with the following recommendations to the NCHE Council for possible adoption:

- (i) To recommend to the Minister that Makerere University Business School be recognised and declared a public university under section 75 Sub-

section (4) of the Act. This option was later rejected on the ground that Makerere University Business School does not have facilities and a multiplicity of academic programmes as well as a solid academic and infrastructural base to be elevated to the status of a university;

- (ii) To recommend to the Minister under Section 22 sub-section (1) that a public university be established at Busitema to which Makerere University Business School could be affiliated. This option was examined and also rejected on the ground that the financial implications would be too big for the government to accommodate within the prevailing budget ceilings. Rushing to create new public universities given the already meagre funding to existing ones was considered unwise;
- (iii) To recommend to the minister that the National Council for Higher Education should act under Section (29) Sub-Section (1) of the Act and establish Makerere University Business School as a constituent college of Makerere University. This option was also rejected on the ground that it would lower the status of Makerere University Business School and , therefore, remove its present autonomy in accordance with Section 29 sub- section (2) (a) to (d); and
- (iv) Finally, to recommend to the Minister that Makerere University Business School be allowed to retain its present status as an affiliated Tertiary Institution (section 132). The Committee adopted this option. In accordance with Section 132 sub-section (1) and (6), the National Council for Higher Education was advised by its Accreditation and Quality Assurance Committee to recommend to the Minister that Makerere University Business School be gazetted as a Public Tertiary Institute affiliated to Makerere University and that as an institute with a University College status, MUBS must have representation on Senate and the Council of Makerere University. Concurrently, MUBS was to meet its obligations, financial and academic, to Makerere University. To remove any doubt, the word 'institution' in section 132(6) of the Universities and Other Tertiary Institutions Act, 2001 would be changed to 'institute'.

The National Council for Higher Education, sitting on 12 January 2004, therefore, resolved that:

- (i) Makerere University Business School be gazetted as a Public Tertiary Institute affiliated to Makerere University, thereby fulfilling all obligations and enjoying all rights of an affiliated tertiary institute under the Universities and Other Tertiary Institutions Act, 2001;
- (ii) Makerere University Business School be required to carry out functions spelt out under Section 76 (a) to (c) and Section 132 sub-sections 4 and 5 (a) to (j); and

- (iii) That, in light of these functions, the National Council for Higher Education advised government that no other university, institute or college be funded with public monies to conduct the same or similar academic programmes relating to commerce or business, as mentioned in Section 132, sub-section 4 and 5, the delivery of which Makerere Business School has developed considerable capacity and for which it was established. The NCHE later presented these recommendations to the Ministry, but rather than to ease the tension, the problem seemed to have escalated.

### *Escalation of Problems by Both Institutions*

#### Makerere Main Campus Duplicates MUBS Programmes

The duplication of programmes taught at MUBS by Makerere main campus was mentioned in a letter dated 19 August 2010 to the Academic Registrar of Makerere University. Makerere University Business School was responding to an earlier communication from Makerere University to address programme duplication. The quarrel did not stop with the main campus's alleged teaching of programmes that MUBS thought were its territory but also that Makerere Senate was shuffling its feet on other MUBS programmes. The NCHE wrote many letters on this issue, but no solution was reached.

The conflict escalated as each institution tried to teach or own the most lucrative programmes (i.e. programmes that bring in money).

#### MUBS Declares itself a University: Court Rules on the Status of MUBS

Following the ruling of Hon. Justice R. O. Okumu Wengi, on MISC. case no 94 of 2006, judgment, MUBS declared itself a university. The National Council for Higher Education took a firm stand on this by issuing press statements, one of which contained the following statement in the *New Vision* of 28 June 2007:

The National Council for Higher Education cautions the public that the degrees advertised (by MUBS) are not degrees of Makerere University and are advertised by a Tertiary Institution which has neither authority nor mandate to do so. Such degrees will not be recognised.

Through their lawyers, MUBS reacted violently and threatened to sue the NCHE saying that the NCHE statement was 'malicious, misleading, contemptuous and defamatory'. The NCHE prepared to defend itself but it was never sued.

#### The President Intervenes

The argument over whether or not MUBS was a University became so hotly debated that the President wrote to the Prime Minister on 27 September 2006 saying that it is the Government which sets up universities, and not the courts.

The letter was copied to the Vice-President. As expected, cabinet took the same position as the President and the NCHE that MUBS was a tertiary institution affiliated to Makerere University as per section 132 of the act. After the cabinet ruling, MUBS did not vigorously push its university status as hard as before.

### Makerere University Refuses to Register MUBS Students

While the controversy over whether MUBS was a university or not was still raging, Makerere University Business School registered degree students to programmes that had not been cleared by Makerere University Senate. Once the issue of whether MUBS was a university or not was resolved in the negative by cabinet, students who had registered at MUBS when the latter was calling itself a university found themselves in the crossfire because Makerere University refused to register them. The students petitioned the Parliamentary Committee on Social Services to have their problem resolved (see James Kubeketereya's letter of 26 March 2008). The negotiations took place and Makerere University, under pressure, finally agreed to register the students (see Chancellor Mondo Kagonyera's letter to Makerere University Academic Registrar of 11 April 2008). The programmes were presented at the Makerere Senate sitting of 21 April 2008.

### *Minister Refers the MAK/MUBS Problem to NCHE*

### NCHE Sets up a Visitation Committee to MUBS

Following the directives of the Minister of Education, the NCHE visited MUBS late in 2010 to find ways of making the institution independent of Makerere and to define its new status.

To start the exercise, the NCHE selected a powerful Visitation Committee of the following experts, drawn from Uganda, Kenya and Tanzania:

- Dr Donath Olomi, Chairman, IMED, Dar es Salaam, Team Leader;
- Prof. George Achoki, Acting Dean Faculty of Business, USIU, Nairobi;
- Prof. Charles Olweny, Vice-Chancellor, Uganda Martyrs University;
- Prof. Patrick Mangheni, Dean, Post Graduate Studies and Research, Uganda Christian University, Mukono;
- Ms Gertrude Kayaga-Mulindwa, Director, National Library, Uganda;
- Mr George Ebine, NCHE;
- Miss Jacqueline Okello, Data Collector;

The Visitation took place from 8 to 12 November 2010. Its Terms of Reference (TOR) were to:

- a) Advise on how to move MUBS to the status of an independent institution;



- b) Give guidance for a name of the institution;
- c) Verify the governance structures of the institution and propose eventual changes;
- d) Verify the finances of the institution over the previous three years;
- e) Verify the infrastructure and the academic facilities;
- f) Study the programmes, their nomenclature, their divisions and presentation, etc.;
- g) Verify the academic staff and their qualifications pegged against the programmes;
- h) Any other points the team wished to verify.

### The General Findings

The general findings of the visitation team were as follows:

- a) 'The current structures on the MUBS main campus are totally inadequate for operating as a university. The sitting areas are too small, and therefore tend to be crowded. They lack air circulation and therefore do not provide a conducive atmosphere for study. The buildings also pose a safety hazard because of the numbers of users at any one time and do not have fire escape routes. The books in the reserve section are shelved up to the ceiling and there is a real danger of them toppling over and hurting students. The education facilities are too inadequate to serve as a university institution. The students-to-facilities levels (books, computers, chairs, etc.) are too low for a university status. This should be taken as a matter of urgency.
- b) The current staff, both in numbers and qualifications, is totally inadequate for an institution of higher learning that offers degrees up to doctoral level. If MUBS is to continue offering quality education to its students and to produce quality products, then its library senior staff should be sufficiently qualified to be part of the academic staff subject to the same requirements as the teaching staff.
- c) The current library number and qualifications of academic staff need improvement before new status can be assumed.
- d) Library services are at the heart of any academic institution and the quality of library services reflects on the quality of the institution's products. Indeed, the library, both hard and electronic, is the core of a tertiary institution. MUBS needs to re-position the library services (the staff, the physical space and the information resources) to ensure that they take their rightful place at the centre of the institution. Currently, these facilities are far below the standards required by the National Council for Higher Education for an ordinary university institution.

- e) The current student-to-book ratio of 1:4 as compared to the NCHE recommended ratio of 1:40 for universities is totally inadequate. There is [a] lack of diversity of titles with the library having many copies of just a few titles. Except for the books on reserve, most of the books on open access, both in the main library and the library at the Postgraduate Centre, are quite outdated. This matter needs to be addressed immediately to ensure that MUBS products are capable of critical thinking. Many institutions make up for lack of hand copies by having e-libraries. But MUBS electronic collections [in this regard] are not impressive either.
- f) The two catalogues in the Library, the manual catalogue and the Open Public Access Catalogue (OPAC), are not easily accessible to students. Library staff needs to ensure that students and academic staff are able to use the catalogue in order to make the library resources accessible.
- g) Although e-journals are said to be available, no attempts seem to have been made to make them accessible to the School community through both training in their use and making computers easily available. There are very few office computers available for academic staff to use. MUBS need to ensure that staff and students are trained in the use of e-resources. This could happen at the beginning of every semester and also at regular short intervals for staff.'

### The Suggested Solutions

Several issues were studied and the visitation team gave their opinions as follows:

#### *Name of the Institution*

On the name of the institution, several names were suggested by the different MUBS stakeholders as follows:

- a) Nakawa Business School;
- b) Kampala Business School;
- c) Uganda Business School;
- d) Metropolitan University Business School (MUBS);
- e) National University of Business Studies (NUBS) and;
- f) The Business School.

#### Objections by Makerere University (Main Campus)

Makerere University Management categorically stated that the phrase 'Makerere University' or MUBS should not be included in the future name (of the former MUBS) in order to avoid confusion, conflicts and delay in the transition. MUBS

Governing Council was emphatic that they preferred to retain the acronym 'MUBS' because it was their brand name and that Council was ready for the consequences. The Council chair, in his concluding remarks, indicated, however, that they needed to consult further on this matter. MUBS Governing Council also expressed the view that if they were not allowed to retain the acronym 'MUBS', then there should be a 'BAN' on the use of the acronym 'MUBS' for at least ten years, and even the 'mother' institution Makerere should not start another business school under the same name or banner.

### The Visitation Team Recommends a Name

The Team recommended that MUBS transforms to 'Metropolitan Business School' subject to availability of the name in the register of companies. In the event that 'Metropolitan' was not available, MUBS could choose any other name as long as it did not have 'Makerere' or 'University' or the acronym MUBS.

### NCHE Secretariat Toys with Some Suggestions

A majority of the NCHE Management (i.e. Secretariat) members agreed with the Team's recommendation. Personally, however, I felt that the option of Makerere Business School, Nakawa, would not have harmed any party. This name was part of the Makerere University Business School heritage, which MUBS had been using as a brand for years. Loss of this name would certainly impact on the way the institution is known. Makerere University does not own the name Makerere for the University cannot claim the village name 'Makerere'. The geospace of Makerere is larger than the space the University occupies. Indeed, there are other institutions, educational, social and trading using the word 'Makerere' as their official names. These institutions include Makerere Business Institute, Makerere Institute for Social Development, Makerere Modern SS, Makerere Garden Courts (a hotel), Makerere Institute of Technology, Makerere Metropolitan Management Institute, etc. Adding 'University' plus Nakawa, after a comma, would distinguish the two institutions and let MUBS retain its heritage brand name. My colleagues on the Secretariat Management team did not buy my arguments and so the issue died in the NCHE boardroom. In the end, Council decided to stick to the recommendations of the Visitation Committee and sent their selected name to the Minister.

The Secretariat had other suggestions to mitigate the conflicts, including the following which were not, as far as I can recall, presented to Council:

- a) Government should only fund business programmes at the former MUBS institution. The Secretariat of the NCHE thought that government should not fund any other tertiary business programmes at degree or postgraduate levels within a vicinity of fifty miles from Nakawa. This would ensure that the said Makerere Business School plays the role it was created to do.

- b) Transformation to university should come after upgrading education facilities and infrastructure. The Secretariat further recommended that the transformation of MUBS to a university status should only be considered after the institution's facilities, both education and infrastructure, were upgraded to what was gazetted by the NCHE as good standards.
- c) The transition from (a) affiliation with Makerere, (b) Other Degree Awarding Institution and (c) to a University was, according to the NCHE management, to be managed with utmost care. The interests of students, staff and the public had to be protected in the arduous exercise of transformation. The need to have the legal framework that permits a smooth transition was emphasised. There were considerable gaps and lacunae in the legal instruments which needed to be closed and harmonised. While the NCHE Secretariat saw the move to the first stage as achievable relatively quickly, the move to the second stage (to full university status) was considered more complex. The pace or the time frame would depend on the 'new' institution's ability to fulfil the requirements of the National Council for Higher Education.

By the time this book went to the press, the institution was still called Makerere University Business School, and the NCHE recommendations had not yet been implemented.

### ***Uganda Management Institute (UMI)***

In 2006, the National Council for Higher Education licensed Uganda Management Institute, (UMI) to operate as an 'Other Degree Awarding Institution'. It was the first non-university institution to be permitted by the NCHE to award degrees. UMI is a government-owned national centre for training, research and consultancy in the field of management and administration in Uganda. UMI is located on the Kampala-Jinja road, 2 miles (3.2 km) east of the central business district, of Kampala.

The Institute began training operations in 1968 under the name Uganda Institute of Public Administration. The official opening of the Institute was held on 7 October 1969. In the initial years, the Institute was mandated to conduct intensive in-service training to quickly develop a cadre of Africans to assume higher responsibilities in the civil service after the attainment of independence in 1962. By the early 1970s, the Institute became affiliated with Makerere University and offered postgraduate diplomas in Public Administration as well as Business Management. The postgraduate diploma in Human Resource Management was introduced in the mid-1980s.

Prior to 1992, the Institute of Public Administration operated as a department of the Ministry of Public Service. This status changed with the enactment of the

Uganda Management Institute Statute of 1992. The Statute conferred an agency status on the Institute with a great degree of autonomy under a Governing Board. The programmes of the Institute were expanded and student intake increased. By 1999 the Institute was offering a Master's Degree in Management Studies besides six postgraduate diplomas, certificate courses and short courses.

### *Academic Division*

The institution's academic divisions are called departments and include Information Technology, Finance and Management, Human Resources Management, Higher Degrees Programmes, Library Studies and Documentation, Research and Consultancy Services, and Global Distance Learning.

### ***Team Institute of Business Management (TIBM)***

Team Institute of Business Management (TIBM) is the only private 'Other Degree Awarding' institution that was licensed by the NCHE while I was still Executive Director. TIBM is a centre for training in Management, Accountancy, and Leadership courses. It is located on Kabaka'anjagala Road, Mengo.

### *Governance*

TIBM was established under a strong private proprietorship and as an upgrade from the former Team Business College which was started in May 2000 by a group of professional accountants with interest in enhancing accounting skills in Uganda. Since 2002, and partnering with the government of Uganda and Institute of Certified Public Accountants of Uganda, the Institute has graduated many accountants in private and public sector.

### *Areas of Study*

In addition to training accountants, the Institute offers business consultancy, training in professional courses for marketers, auditors, procurement officers, executives, and awarding diplomas and certificates in various vocational programmes.

TIBM aims at providing university-level education through teaching and research of business and management disciplines intended to address technical and managerial skills of future chief executives who will provide leadership at both macro and micro levels in their respective economies.

The Institute offers training for the award of:

- Masters Degrees;
- Postgraduate Diplomas;
- Undergraduate Degrees;
- Vocational and Professional Studies Award, (Diploma, Certificate)

## **Failed and Failing Institutions**

Although the NCHE tried all it could to nurture all the institutions that came under its umbrella, some of them, however, found it hard to remain afloat. Among the institutions that lost the battle for survival are the following: Namasagali University; Namasagali University; Lugazi University; Fairland University, Jinja; International School of Medicine, Kabale.

### *Namasagali University*

This institution, based in Kamuli District, was licensed by the Ministry of Education and survived for only a brief period. After the NCHE was founded, the institution failed to meet the required standards and so it was taken off the list of recognised universities.

### *Lugazi University*

When the NCHE licensed Lugazi University, it did seem that the institution had a future. Subsequent reports, however, indicated that its governance and finances were constantly in problems and could not meet the NCHE standards. As a result, the NCHE removed it from the list of recognised institutions.

### *Fairland University, Jinja*

Fairland University was licensed as a result of a court order which mandated the NCHE to do so. The NCHE had rocky relations with the institution, culminating in another Court Order of the Jinja High Court which supported the NHCE's decision to close the institution. However, Fairland reportedly appealed the decision.

### *International School of Medicine, Kabale*

This institution experienced chronic financial difficulties, and, therefore, opted to change from a university to 'other tertiary institution' status. The NCHE accepted and the institution is operating well as such.

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## The NCHE and the Other Tertiary Institutions (OTIs)

### **Introduction**

In the decade beginning from 2002 to 2012, the NCHE was not able to do as much as the nation would have liked it to do advancing the 'other' tertiary institutions to expected levels. The structure of the tertiary sub-sector remained like an inverted pyramid with university enrolments at the top far outstripping those in non-university tertiary institutions below, just as the NCHE found it (see figure 9.1 & 9.2). That is, the number of students in the technical sector remained minimal, and a number of 'other tertiary institutions' were closed in favour of universities. The NCHE itself failed to achieve certain landmark results, including developing a quality assurance framework for the other tertiary institutions, accrediting sufficient numbers of their programmes or publishing a full catalogue of these institutions. As the chief executive of the NCHE at the time, I believed that the higher education delivered in the non-university tertiary institutions was of a more immediate relevance to the economic needs of Ugandans than half of the social sciences and humanities knowledge delivered in our universities. This is not to say that the latter is useless. It is useful but technical education creates the middle-level technicians who build and repair nations. Although I take personal responsibility as driver of the NCHE for the failure to focus on middle-level technical education, there were other factors that obstructed our path.

### **The Ugandan Higher Education Sub-sector is like an Inverted Pyramid**

Relevant and quality higher education enhances the development of the human capital that nations need to compete in the global economy. Middle-level technical institutions impart skills that drive modern agriculture, manufacturing and service industries. According to the World Bank, During the late twentieth

century, strong economic growth rates in a number of countries have been associated with effective technical education systems (World Bank 2008: 73). The World Bank report cited India, Ireland, Korea and Singapore as ideal examples of success. These countries have built normal pyramidal education systems. Normal higher education systems should resemble a pyramid with more students in the technical sector (what we call other tertiary institutions) and fewer students in the university sub-sector (Nico Cloete: a Speech to Councils and Commissions of Higher Education Organised by the Carnegie Corporation of NY, 15 May 2013, Nairobi). In 2010, for example, in 2012, the whole tertiary sector of Kenya had 350,000 students of whom 100,000 were in universities and affiliated colleges against 250,000 in the technical sector (Crispus Kiamba on Thursday, 16 May 2013 at IIEP/UNESCO/University of Nairobi Policy Forum on Governance Reforms in Higher Education in Africa).

Figure 14.1 gives a graphic representation of Kenya's enrolment structures. These numbers translate to one university graduate for two and a half technicians (for example in Health and Engineering, one doctor to 2.5 nurses, and one engineer to 2.5 technicians, respectively). Most developed or fast developing nations have a pyramid-like higher education structure such as Kenya has.

In Uganda, however, and in many other African countries, the higher education system resembles an inverted pyramid (Nico Cloete: a Speech to Councils and Commissions of Higher Education Organised by the Carnegie Corporation of NY, 15 May 2013, Nairobi). In 2010, Uganda's total enrolment in higher education institutions was 198,066 (about half of Kenya's). Of these, 139,683 (or 71 %) were in universities and 58,383 (29 per cent) were in other tertiary institutions as Figure 14.2 indicates. Table 14.1 gives the detailed enrolments in the higher education sub-sector in selected academic years.

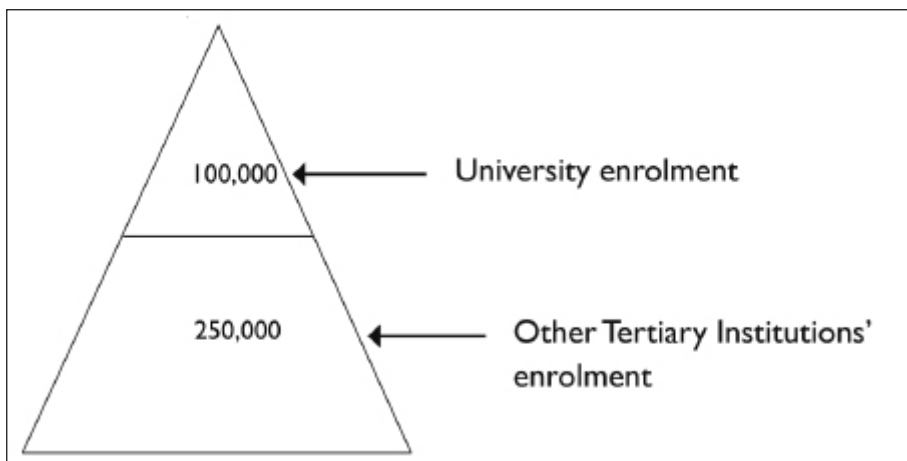
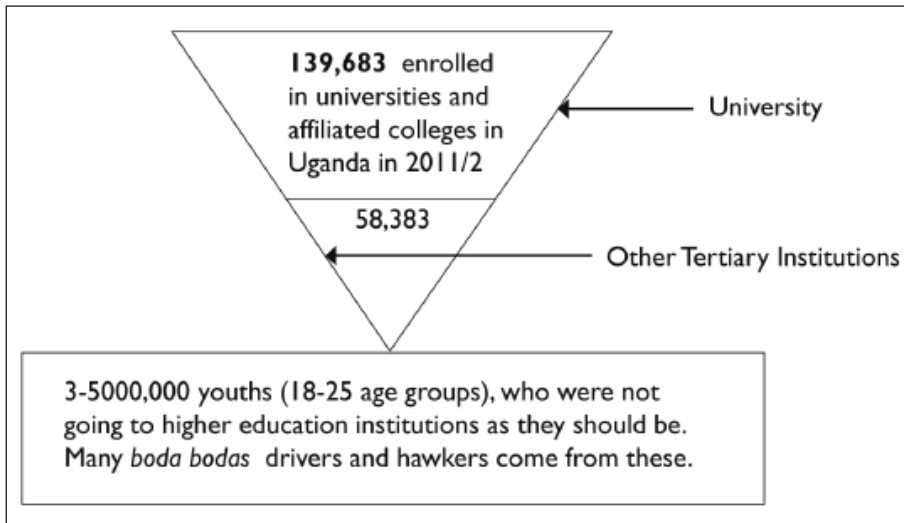


Figure 14.1: Kenya's enrolment structure in 2012





**Figure 14.2:** Uganda higher education enrolment structure, 2010

A review of the enrolments in our other tertiary institutions shows that 90 per cent of the students in the non-university sector are in commerce, business and other related fields. Those who are in technical colleges were less than 2 per cent in 2010/ 2011. That is why we have so many non-Ugandans working as technicians, road workers, hotel managers and assistants in various middle professional jobs in Uganda. Massive well-funded and organised intervention is needed to fill this gap. Unless this problem is addressed, Uganda’s economy will remain decades of years behind Kenya’s. This intervention can only be done through determined political action.

In terms of institutions, however, the NCHE recorded more growth of Other Tertiary Institutions than universities. In 2010/2011, there were 153 OTIs compared to 34 universities. Between 2006 and 2011, these institutions grew from 122 to 153, a growth of 25.4 per cent. But most of this growth was in commerce and business areas rather than in science and technology-based fields.

Table 14.1: Enrolment by category and discipline in selected academic years

	2006			2009/10			2010/11		
	Arts/ Humanities	Science/ Tech		Arts/ Humanities	Science/ Tech		Arts/ Humanities	Science/ Tech	
Universities & Univ Colleges	73204	19401	21%	78420	41220	35%	103836	35847	26%
Non University Degree awarding				1606	0	0	3322		0%
Technical Colleges	0	1980	100%	0	2941	100%		4781	100%
Teachers Colleges	7757	3240	29%	5542	2375	30%	7760		0%
Commerce/Business	11347	6834	38%	14060	8617	38%	21888	1415	6%
Management/Social Development	841	315	8%	5173	106	2%	5547		0%
Health	0	3132	100%	0	6274	100%		6090	100%
Agriculture/Fisheries/Forestry	0	1651	100%	0	1293	100%		1625	100%
Theology	1098	0	0%	1580	0	0%	1597		0%
Art and Design	0	0		175	20	10%	195		0%
Media	472	1004	68%	729	891	55%	616	1004	62%
Hotel and Tourism	0	143	100%	23	203	90%		530	100%
Study Centres	604	0	0%	639	0	0%	639		0%
Survey and Land Management				0	30	100%		30	100%
Law Development	810	0	0%	810	0	0%	810		0%
Aviation				0	147	100%	147		0%
Meteorology	0	39	100%	0	39	100%	39		0%
Petroleum	0%		0%		100%	0	0%		
Cooperatives	328	0	0%	443	23	5%	348		0%
Totals	99451	37739	28%	109190	64179	37%	146744	51322	32%

### **Who is to Blame for the Slow Growth of the OTIs?**

At an international conference, a high official of the Ministry of Education and Sports voiced concern that the NCHE had not, and was not, focusing on the 'Other tertiary institutions'. I felt that the criticism was incomplete as all the blame cannot be lumped on the NCHE. It is true that the NCHE under my directorship failed in a number of ways to do what it could in this area. The NCHE failed to:

- a) Design a quality assurance framework for other tertiary institutions that was appropriate to the sub-sector. What I designed for them was really copied from the one for universities. This copy was eventually made official but the officer responsible for tertiary institutions did not give us an alternative one;
- b) Develop a tool for accrediting programmes for OTIs. As a result, by the time I left, we had not accredited many of the programmes for this sub-sector;
- c) Assemble all lists of these institutions in one catalogue. While the NCHE gazetted a list of its own, the relevant departments in the Ministry of Education seemed to also have their own lists. I always wanted to have a consolidated list but failed for lack of production from the relevant unit of the NCHE Secretariat.
- d) Fully map and publish a catalogue of these institutions. An officer was hired to clean up that sub-sector but was unable to deliver acceptable products.

But blaming the NCHE or non-productive staff at the NCHE cannot build these crucial institutions. If anything, the Ministry of Education, the politicians and general public share in the blame. First, the Government participated in the closure of some of these institutions to make way for universities. Those closed included:

- a) UPK (Uganda Polytechnic), ITEK (Institute of Teacher Education) and UNISE (Uganda National Institute for Special Education) to constitute the Kyambogo University.
- b) Busitema Agricultural College of Mechanisation, Nagongera and other institutions in the east to create Busitema University.
- c) Attempts were made to turn Lira Technical College into a constituent institution of Gulu University but the NCHE put up a spirited appeal to find an alternative candidate. The decision to kill Lira Technical College was staid – hopefully forever.

Moreover in February 2008, the NCHE sent a very detailed 'Position Paper' on OTIs to the Ministry. The NCHE appealed to the Ministry to do its best to protect and promote OTIS. The paper concluded as follows:

- a) 'Every effort must be made to popularise non-university diploma awarding institutions which produce personnel that build, mend and repair the nation. They must be made attractive to students. The NCHE on its part is working to transform these institutions from being dead-ended by linking them to each other and to universities through developing a credit accumulation and transfer system.
- b) Stakeholders, investors and the state should not kill OTIs, especially technical ones for whatever reason. The case of Masaka Technical College, Busitema Agricultural College, Nagongera NTC and Kakoba NTC can sadly be noted. New universities, established either by the state or by private developers should be started from scratch, not by killing existing technical institutions.
- c) Enrolment in science and technology programmes should be stepped up by a deliberate policy action to at least 40 per cent of the total tertiary enrolment. This is the percentage point essential for supplying the needed middle-level workers the nation needs.
- d) The state and other stakeholders must set out to build new technical colleges and polytechnics to increase the number of the middle-level skilled workers for building and construction, for industry, agriculture, health sectors and tourism as well as other service sub-sectors.'

It was with much joy that we received news that a new university in the West Nile region, MUNI would be built without 'killing' an existing 'other tertiary institution'. I felt very happy in 2012 when I visited the building site of the future Muni University that was starting from scratch.

Furthermore, the Universities and Other Tertiary Institutions Act has areas of conflict with the BTVET law that need harmonisation. We thus moved slowly to avoid clashes.

However, it is not only the government that destroyed 'other tertiary institutions'. Officers from Mengo destroyed the only Uganda technical college in the Buganda region, Masaka. I discussed the issue with two high-level representatives from Mengo over closing the technical college. But they refused, opened a university that is teaching subjects that other universities are delivering—arts and humanities. Their action was a disservice to the Buganda region and Uganda as a whole.

What were formerly effective middle-level technical institutions that produced workers who were not afraid of soiling their hands in the process of production were made to 'drift' into universities whose curriculum needs massive structural changes to make it relevant to Ugandan society. What a pity.

## The Way Forward

What then is the way forward to focus on training technicians who will build and repair the nation? Uganda must immediately undertake the following reforms:

- a) Separate the administration of the two sub-sectors of higher education by having a separate Act for universities and another for the BTVET Act to serve the OTIs as their law.
- b) Create an organisational structure to regulate the delivery of BTVETS, just as NCHE does for universities. The creation of the Skills Development Authority (SDA) is a welcome relief.
- c) Develop a credit system that applies to both sub-sectors to ease mobility between the two. The NCHE had started working on a credit system for universities and needs some state support to complete the project;
- d) The said Act in (a) should transform the NCHE into a Commission for Universities – just as Kenya and Tanzania have done;
- e) To widen the pool of available science students such as Kenya has, Uganda should change the lower secondary sector curriculum to the 8-4-4 system. Part of Kenya's success in getting candidates for science and technology areas is the 8-4-4 system. Early specialisation after S4 robs Uganda and other countries with the same school structures of potential scientists and permanently dumps their kids in science or arts streams at a young age before they know what they are doing. Uganda and Tanzania are still sleeping on this issue. It is time to wake up. If we don't, we will continue importing technicians from Kenya and abroad; and
- f) Students should take both Arts and Sciences up to their second or third year of university before dropping either or majoring in one of the areas. Streaming our children into narrow roads of Arts or Sciences before they have acquired universal and necessary life concepts is the weakest joint of our education system. Specialisation should be introduced at university or technical levels.
- g) Change the name of the 'Other Tertiary Institutions' to 'technical sector' so that it is not seen as an appendage – or a supplement sub-sector to the universities.

Finally, I must add that the so-called problem of graduate unemployment is partly caused by the failure of stakeholders to make the structure of higher education relevant to develop versatile broad minds that can adopt and reshape the ever changing labour market. Changing the higher education structure needs political action. The state must reward technical graduates, build more technical institutions and constantly link higher education institutions with the planning arms of the state. The Ministry of Education cannot, by itself, plan the transformation of the higher education sub-sector.



## SECTION III

# The Management of the National Council for Higher Education





# Administering the NCHE, 2002–2012

## **Introduction**

The management of an organisation involves the resolution of various issues within the mandate of that organisation. The way these issues are resolved depends on the legal framework that sets up the organisation, the knowledge, vision and wisdom of the team leader, the willingness and ability of the staff to work and, above all, the integrity of the chief executive and his staff. As the Executive Director of the NCHE, I knew just how important the role of this regulator was to national development. If it was to fulfill the functions spelt out in section 5 of the Act, the NCHE was expected to be internally strong, free of corruption, responsive to the needs of its clients, and be able to review itself regularly in order to adjust its services to the changing local and global higher education requirements. I also realised that various stakeholders depend on it to perform well. That includes the Minister of Education and Sports, the NRM establishment, other state organs, NGOs, academics, bureaucrats, the general public and, most important, the students for whom higher education institutions are being established nationwide.

A strong institution defines the actions of its workers and has capacity to suppress – or completely eliminate – their selfish personal interests which conflict with the institution's reasons for its existence. My aim was to make the NCHE strong enough to overcome selfish motives of its workers and stakeholders and use it to build a good higher education system in Uganda. To do such a job, however, one needed staff with similar views, more or less the same level of knowledge of higher education issues, experience, dedication, and integrity.

## **Capacity Development at NCHE**

As noted above, there was no blueprint or study on how to establish and run the NCHE. After appointing a few staff, I realised that the first exercise was for Council and major stakeholders to agree on what the priorities of the NCHE

would be. Accordingly, staff and members of Council held a retreat at the Sunset Hotel in Jinja on 5 September 2003 to define the contours of the road the NCHE would travel.

The staff and Council members' retreat was followed by two capacity building workshops that included more stakeholders. The first of the two workshops was held at Jinja Nile Resort Hotel from 25 to 30 July 2004. Seventy-seven stakeholders, including Council members and staff, university vice-chancellors, librarians and academic registrars, some officials from the Ministry of Education and Sports, Finance, Planning and Economic Development, a Member of Parliament and two World Bank Officials, attended the workshop. Resource persons who came from Kenya, Tanzania, Ghana, USA and Uganda enriched the discussions. Most remarkably, despite the length of the workshop, the participants fully attended all the plenary and group work sessions from the beginning to the end of the workshops. The discussions were so lively that chairpersons could hardly bring the sessions to a close. The second Capacity Building Workshop was held at Windsor, Lake Victoria Hotel, Entebbe, from 23 to 25 September 2004. The workshop's focus was on the role of quality assurance, curriculum reform and innovation in the development of the university sub-sector. Participants for the second workshop were the same people as those of the first, and resource persons came from Uganda, Kenya and South Africa. The workshops were generously funded by the Rockefeller Foundation and we owe all those who helped the NCHE to negotiate the grants special appreciation. We were grateful to the resource persons, the participants and the workshop secretariat for the success of the deliberations.

Furthermore, during the period 2004-6, the NCHE received a grant of some 600,000 euros from the Netherlands Universities Foundation For International Cooperation (NUFFIC). Under this grant, the NCHE was able to increase the capacity of its staff through various training and visits in Uganda, Pretoria, Cape Town, Maputo and Twente (Netherlands). We were also able to purchase needed printing equipment as well as books on higher education using monies provided under that grant.

Both these projects and various materials supplied to the members and staff of the NCHE helped to define the outlines of the work the NCHE would do in the short and medium terms. Having done so, it was necessary to decide on the strategy of what we wanted to accomplish. For that purpose, we travelled on the waters of Lake Victoria to Kalangala where we stayed from 27 to 30 October 2004. It was here that we wrote a strategic plan for the years from 2007 to 2011 which we later presented to Council for approval. Professor Frederick Kayanja, the Chair and his deputy, Mr. Hilary Obonyo, worked tirelessly to lead us to the required conclusions.

## **Designing the NCHE Logo**

The current logo of the NCHE with an open book and work tools was not difficult to conceptualise. After thinking of what we wanted the logo to incorporate, we wrote it on a piece of paper and then called in Mrs Perepetwa Ssuuna of Integrated Computers to help with the design of an electronic copy. We sat on a computer and tried various options that represented our conceptions. I personally wanted a symbol that would represent knowledge merged with the tools that translate into practical products. An open book was selected for the former and the tools that appear on the logo represented the latter. The draft log was shown to Council and was approved with minor adjustments. The possession of a log by an institution enhances institutionalisation. The logo gives the institution its own individuality, specific and definable personality. The logo's appearance brought the otherwise theoretical image of the NCHE into practical reality.

## **Survey of Institutions of Higher Learning in Uganda**

Using funds provided by the Rockefeller Foundation, the NCHE carried out its first thorough survey of Uganda's institutions of higher learning in 2004. In that exercise, I sought the help of Makerere Institute of Social Research, as my staff were too few and not really experienced in social research. Professor Nakanyike Musisi willingly obliged to help and sent us a good team to do the work. It was understood that subsequent surveys and publications would be funded and done by the NCHE. When the survey was concluded, the NCHE published its first *State of Higher Education and Training in Uganda* (2004). The aim of the exercise was not only to develop capacity but also to fulfill function 5 (o) of the Act, which requires the NCHE 'to collect, examine and publish information relating to the different institutions of Higher Education'. The NCHE had hoped to publish the *State of Higher Education* every year but could only publish six editions – for years 2004, 2005, 2006, 2010, 2011 and 2012. These publications disseminated knowledge of the true state of higher education to members of Council, the staff and also the general public.

## **Exhibitions**

Every year since 2007, the NCHE has been organising exhibitions for universities and other tertiary institutions. The first exhibition was held from 25 to 27 May 2007. The aim of the exhibition is to show what universities have to offer as well as to provide a learning curve for the institutions. The exhibitions brought the university to the parents, the students, the business class, industrialists and the general public, all of whom have a right to know what the tertiary institutions are doing. Universities are no longer only for the elite. They are for every one and, therefore, the masses have a right to know what is going on in University

campuses. For the universities, too, it was a forum to learn from one another as well as from the public.

### **Staff Management**

Human beings make or destroy institutions. When they are like-minded, focus on what they want to do, define the methods of doing so and each does own's part of the job, the results always turn out well. On the whole, the NCHE achieved its goal, especially between 2002 and 2009 because the minds of staff during that period remained focused on the work. They also accepted the guidance of the Executive Director and the financial resources were meager as to generate internal struggle for access.

### ***Participatory Model of Administration***

Although Section 13 (4a) mandates the Executive Director to be responsible for the administration and control of the staff of the National Council for Higher Education, in the initial period, I employed participatory methods of administering the NCHE. Decisions were arrived at jointly through discussions in Staff, Departmental and Management Meetings. We had regular staff and management meetings that decided all courses of action. I defined this mode of work in a memo of 28 October 2008.

### ***Re: Decision-making Process at the NCHE Secretariat***

“The traditional decision-making process at the NCHE has been through consensus and consultation on the assumption that the Executive Director is liable if decisions go sour, and all of us rejoice if the outcome is sweet.

This process has not changed, but it must be understood that a binding decision (or decisions) can only be made by the Executive Director – or other members of the Executive Directory. The latter includes the Executive Director, the Deputy Executive Director and the Assistant Executive Directors.

Any officer can originate a proposal but cannot make an NCHE binding decision unless it is cleared by the Executive Director, or whoever is acting as Executive Director from amongst the Executive Directory. Of course, this statement does not apply to routine decisions within the officers' work assignments or departmental matters.”

This method of operation worked very well for the NCHE up to 2009. Most of the successes the NCHE Secretariat achieved happened during that period. However, this mode of operation can only succeed when all workers are doing their bit, when selfish interests are contained and when the authority of the leader is not contested and is fully respected and obeyed by staff.

### ***Decision-making from 2009 to 2012***

The participatory model that had worked so well from 2002–2009 became gradually undermined from mid-2009 to the time I left the Council, for a number of reasons. My trust in the participatory model weakened as senior officers revolted against decisions made by Management and sometimes talked to Council members over my head on administrative issues. I perceived that some of my senior staff were trying to develop alternative decision-making centres by talking directly to Council members. As a result, the roles of the top two officers of the NCHE became blurred in this period. The role of senior staff, including those of assistants and deputies in an organisation, is to assist the execution of tasks, and not to create alternative decision-making centres in competition with the chief executive. From 2009 to 2012, I felt that there were other centres of decision-making within the NCHE Secretariat over which I had no influence.

I noted that a number of decisions, especially in the management of the quality assurance exercise, including accreditation of institutions and programmes, the NCHE involvements in the certification of Mature Age processes and in financial matters were being made and implemented without my knowledge or management approval. One day, I telephoned a person responsible for finance at that time to hold payment of salaries because I had a query to make on one person who was left out of the roll. But the payment went on. Secondly, a few senior staff began to push their interests by talking to members of Council over my head and management decision. For example, decisions made at Ntinda retreat, as mentioned earlier, were reversed without my being involved as noted earlier. This and other negations on decisions such as the push for ‘sitting allowances’ by some staff undermined the usefulness of Management meetings. As pointed out, the decision to pay sitting allowance was never discussed and agreed on by Management. It was brought straight to Council. It was brought by Council members whom I suspected of being influenced by staff who desired to receive the said allowances.

Thirdly, the period 2009–2012 coincided, as we noted in chapter 5, with the time when more funds flowed into Council. The desire for increased benefits through salary increases, promotions and dubious claims began to eat into the mutual collaborative spirit the NCHE Secretariat had built since 2003. On salary increases and promotions, my position was clear, and I have no regrets. Adjustments in salaries or promotion of individuals to higher ranks could only be effected after a thorough study of the NCHE structure, institutional needs and required outputs had been done. I could not imagine how I would face the public, the Minister of Education or the Auditor General if I increased salaries and other benefits of staff indiscriminately before a thorough scientific study justifying the increases was conducted. Lastly, as highlighted in chapters 16 and 17 on accreditation of programmes and equality of qualifications, corrupt practices were beginning to emerge in the NCHE. While I was ruthless and unkind to any staff suspected

of being involved, some of my colleagues thought that I was being unrealistic, as corruption had become a way of life in Uganda. My view was clear: a regulatory agency cannot afford, or be perceived to be, corrupt. If it becomes corrupt, it loses its essence, that is the “salt” for which it was established. It then has no reason to exist or consume public funds. I enforced this line of behaviour at the risk of criticisms from my colleagues and a number of people from the public.

### **Developing the NCHE Organograms**

An organogram represents the structure of work and staff roles in an organisation. Appendix 7.1-7.3 shows three phases of the development of the NCHE staff structure, organogram and, therefore, the three landmark levels of the development of staff roles at the NCHE. The NCHE structure has been changing to respond to the higher education needs and the increasing workload that the Secretariat was being called upon to do. The first Organogram was developed from December 2002 to January 2003 to enable the NCHE get the skeleton staff we needed to start operations. It was used until we had the Kalangala retreat. The second organogram responded to changing higher education demands in the country and was adopted after the Kalangala retreat.

However, in 2009, I realised that the organogram we were using had a number of problems. I pointed these out to my senior colleagues. They seem not to have been interested in changing the structure of the organisation. Behind some of their fear, I now think, was the belief that I wanted to raise the qualifications and experience of potential staff to the NCHE and dismiss some of them. If that was the case, they were correct. Firstly, I believed, and I still do, that regulators should have the experience and qualification to work in the service they regulate. Thus, surgeons are the best people to regulate surgery, not butchers! Secondly, as organisations grow and change to respond to changing social demands, so should the qualifications and experience of staff needed to perform changing tasks. However, I pointed out that whatever change was planned, good serving staff would not lose their jobs. The jobs would be held ‘personal to holder’. Where my colleagues went wrong was to pretend that staff structures must remain constant or stagnant. Staff structures change as the needs of organisations they serve change. For the NCHE, thorough studies should be conducted every five to ten years to assess the impact of time and changing circumstances if our higher institutions are to give quality higher education to our children.

Contrary to what my senior staff believed, the Special Task Force Committee (STF) to review the structure of the NCHE found a number of problems with the Organogram my colleagues wished to retain. The STF report commented on this Organogram as follows:

The current NCHE Organisational Chart was examined in order to identify its limitations, given the expansion in the Higher Education Sub-sector and the need

to make the NCHE Secretariat effective and efficient. The report has established that the existing Organisation Chart does not specify the type and number of departments; rather it is structured hierarchically according to positions. In addition, the structure does not cover all the basic functions of the NCHE Secretariat. The structure also lacks clarity in reporting mechanisms, a distorted hierarchy and presents ambiguity in terms of seniority. The STF has observed that the NCHE Secretariat performs its functions around two perceived Departments namely; Accreditation and Quality Assurance and Library and Documentation.

Accordingly, the STF recommended a new organogram representing five Departments or Directorates: Legal and Corporate Affairs, Research, Development and Documentation, Accreditation and Quality Assurance, and Human Resources, Administration and Finance. The five directorates were said to provide a suitable framework for the realisation of NCHE functions in a changed higher education landscape.

The STF report gave the NCHE a number of good suggestions. Tasks and outputs of each directorate were defined and listed. Various units were created in each directorate to enhance performance. In addition to the existing Working Committees of the NCHE Secretariat, i.e., the Contracts and Evaluation Committees, which are legally mandatory, the Special Task Force (STF) reviewed the existing management and governance structures of the NCHE Secretariat and proposed four additional Working Committees in order to streamline activities and enhance efficiency, effectiveness, accountability and transparency in the operations of the Secretariat. The main aim of the committees was to improve staff capacity, motivation and confidence through individual participation in the decision-making processes.

The new organisational structure was approved by Council in February and March and endorsed in June 2012. Operation under the new structure began on 1 July 2012. Even those staff who were initially opposed to the restructuring of the NCHE were happy to work under the new structure, and to enjoy the increased benefits it brought to them.

To date, I have not fully understood why some of my senior colleagues were not supportive of the study and subsequent restructuring of the NCHE to match the changing higher education needs. To me, both the study and the restructuring were part of the growth and strengthening of the NCHE administrative institution. Like human beings, institutions cannot be static; they are organic (Ibn Khaldun 1340). They are born, grow, age; and, unless revitalised to match changing circumstances, die. The NCHE, like other institutions, needs periodic and timely revitalisation so as not to atrophy or die.

### **Defining the Role of the NCHE**

Although the functions of the NCHE are clearly itemised in Section 5 of the relevant Act, some of my staff were about to digress into actions that would



make the organisation perform the functions of a training institution. I found myself opposing this strongly, insisting that a regulating agency should not be doing the same thing that is mandated to the teaching institutions and was set up to regulate. Two incidents will be mentioned here to illustrate the problems I encountered in enforcing this clarification of roles.

### ***Examination and Certification of Mature Age Candidates***

First, in an honest desire to harmonise mature age entry standards for all institutions, staff at the NCHE decided to get involved in setting Mature Age Entry Examinations and to award the certificates. This happened while I was out of the country. When I returned, I called the officer in charge and I told him that the decision to do so conflicted with the NCHE's role as I understood it. I followed this up with a memo of 18 June 2010 to the senior staff. Part of the memo reads as follows:

#### ***Re: Academic Certificates Offered by NCHE in Lieu of Mature Age Examinations set by Universities***

Until the legal issues are settled, I am not going to sign clearance of certificates given by NCHE on the basis of Mature Age Certificates because:

- (i) The legality of a regulatory agency regulating higher education institutions giving a certificate representing an academic level is not appropriate. The role of NCHE is not to teach, to examine and to give certificates. The role of NCHE is to guarantee the quality of higher education, including certificates given by higher education institutions.
- (ii) It seems to be a conflict of interest for NCHE to use the very certificate it has given to clear the issuance of another certificate. The purpose of this memo is to ask the Legal Officer to immediately seek the opinion of the Attorney General and to ask all staff processing applications not to use NCHE Mature Age certificates for the exercise of equating qualifications until the said legal opinion from the Attorney General is received.

Four months later, before the Attorney General's opinion was received, I received a demand note to pay Ush. 3,5 million to seven people who had set aptitude tests for the NCHE. This demand was brought to me by a member of staff, who I suspected of having an interest in the exercise of issuing certificates. Upset, I wrote the following memo to the head of Quality Assurance Unit on 14 December 2010:

#### ***Re: Aptitude Tests***

....., the NCHE is a regulatory agency, which cannot award academic certificates. This is the role of institutions. The certificates of equivalence we give out are only for equating qualifications under section 5 of the Act of



2001. Accordingly..... NCHE must not set Mature Age Entry or aptitude tests any more.

I further added that the NCHE can put quality guidelines for universities to set these examinations but not the NCHE to do so. This had legal implications. I later on re-emphasised my point in a management meeting.

### *Selection of Vice-Chancellors and their Deputies*

Secondly, a number of staff advised me that NCHE should participate in the selection of vice chancellors. I did not like the idea because that was the role of universities themselves. I got a chance to demonstrate my objections when Makerere University asked NCHE to participate in its selection exercise. In a letter dated 9 May 2008, the Deputy Chair of Makerere University Council sought the participation of NCHE in the selection of a new Vice-Chancellor and two Deputy Vice-Chancellors. I replied him on 14 May 2008 (Ref. NCHE/Mak/01-08), pointing out that much as the NCHE would love to assist the university, its role did not go beyond making sure that each university appointed qualified personnel as per section 119 of the Act. Furthermore, I noted that since the NCHE respected the institutional autonomies of universities as stated in section 3 of the Universities and Other Tertiary Institutions Act and would want to preserve that privilege, it could not participate in the management of individual institutions. I concluded the letter as follows:

The NCHE is an overall regulator of higher education institutions, i.e., overseeing the promotion and development and delivery of quality education in Uganda. This leaves the day-to-day management and administration of higher education institutions to the internal settings/organs. Therefore, the institutions are at liberty to set their own criteria on who qualifies to do a particular job. However, the NCHE is interested in the harmony of institutions.

In a management meeting, I fully explained the roles of a higher education regulating agency. Members of staff of NCHE began to understand the role of a regulatory agency as opposed to that of a teaching institution.

### **Management of External Activities**

External activities enable the NCHE to interact with functionaries in higher institutions through various visits, meetings, seminars and conferences. The visits are the main focus of this discussion. The aim of visits was not only to obtain information on higher education but also to promote good public/institutional relations. Visits also increased the sharing of knowledge and ideas between the NCHE and institutions on how to develop the higher education sub-sector. In the period 2002–12, our personnel were deployed to tertiary institutions on four types of external activities in which they and the external assessors were expected to file official reports of their findings to the NCHE. These activities included:

- a) *Verification visits*: These were visits made to institutions to 'verify' the existence of subject institutions, the facilities they had and their capacity to offer higher education using licenses applied for;
- b) *Inspection visits*: These were undertaken to institutions applying for major accreditations;
- c) *Monitoring visits*: These were routine visits undertaken by the NCHE to 'monitor' the state of an institution; and
- d) *Administrative visits*: These were follow-up visits to establish whether shortcomings identified during previous visits had been addressed in readiness for an applied licence.

The NCHE management and I participated fully in these external activities and, as a group, we continued to direct external activities until the Deputy Executive Director assumed the role of head of the Quality Assurance Unit. He managed them with a Higher Education Officer in his office, in most cases, without making me privy to their schedules or staff deployment. I would come to office seeking to speak to a certain staff and I would be told that such and such an officer was away on external activities. I wanted to direct him to change the way he did business, but his methods were bringing good results that could be lost by my direct interference. I later asked him for lists of visits which were sometimes given.

While the activities might have been well done, as indeed many of them were, the non-involvement of the Executive Director created opportunities for the young staff helping to manage these activities to do work as they wished. I realised through some signals I was getting that all was not well. First, every staff wanted to go on external activities and those left behind would come to me to complain for their being left out. Secondly, in late 2010, I began to get bad reports from colleagues especially vice-chancellors that the staff the NCHE was sending to universities were not as polished and qualified in what they were doing as they should be. In one case, an institutional leader told me that a secretary led an NCHE visit to his institution. Thirdly, I began to realise that more money was being spent on external activities than the benefits the NCHE was getting out in terms of data collected, reports written or reports stored. Up to the time I left, it was difficult to retrieve all reports of all the visits made to institutions by the NCHE. The Research and Development Department of the NCHE was supposed to collect all these reports, store them and be able to retrieve any of them easily upon request. I hope it is doing so now. Lastly, between 2011 and 2012, more than one office planned and executed external activities. Besides the Quality Assurance Central Unit, which had the direct responsibility of doing so after clearing with the Executive Director, the Other Tertiary Institutions Unit also planned external activities. Worse, these activities were conducted before being approved by the Management. The first option for me was to recentralise the exercise by bringing it back to Management or to my office. But a lot of personal interests of a number of staff in conducting external activities had developed and so I moved cautiously.

I came to the conclusion that the wholesale interest of staff in wanting to be involved in external activities and the reluctance of the planners in involving Management and the Executive Director was a sign of corrupt practices going on secretly in the conduct of these activities. As I often did whenever I was in doubt about the public execution of NCHE policies, I decided to create a Task Force to study the conduct of external activities by an independent group. I, therefore, got Management on 26 July 2011 to approve the following people to study the NCHE conduct of external activities and report as soon as possible.

The Task Force Committee on External Activities comprised two external people, Mr Sebastian Mr Ngobi (chairperson) and Mr Patrick Kaganzi (member) and two staff of the NCHE, Mr Innocent Nkwasiibwe (secretary) and Mr Walter Nono (member).

The terms of reference given to the Committee were:

- (i) Record (by date, purpose, individuals and region) all external activities undertaken in the period 1 July 2011 to 30 June 2012;
- (ii) Collect and advise on the storage of all the reports of these activities. Where no reports were produced, interview the participants to find out the reasons;
- (iii) Carry out financial audits of these activities indicating the costs of each and the benefits derived; and
- (iv) Assess lessons learned and how future external activities should be planned.

The assignment was to be conducted within ten person working days.

The Task Force Committee was able to produce a report which confirmed my fears that all was not well in the way the external activities were being conducted. The report was divided into Sections A and B as follows:

### ***Planning***

The planning of external visits was found to be wanting and needed massive improvement as follows:

- (i) Although many non-universities/institutions were visited, there was no agreed known and gazetted benchmarks for visits, monitorings or inspections;
- (ii) There was no work or master plan for making external visits. Visits seemed to be erratic and sometimes made on the spur of the moment by any senior NCHE staff;
- (iii) Although administrative visits were often a follow up of previous visits, the same was not true of monitoring visits. Often the NCHE sent a team to an institution previously visited but without analysing or looking through the findings of the previous visit

- (iv) Reports were neither catalogued kept in a retrieval system nor handed to Management. The committee noted a system of incidences where visitors from the NCHE had not produced any reports;
- (v) It was noted that the qualifications and experience of the people on the visiting teams were not stated. As a result, people who did not impress those being inspected often led teams. For example, a case of a secretary leading a visitation team to a higher institution of learning was cited; and
- (vi) The indicators against which the visits were made had never been revised. What was being used did not take into account the changing higher education situations.

### ***Reporting***

The Task Force found several problems in the way results from the field were reported. Yet reporting of visitation is critical to knowing what is happening in institutions of higher learning. The Ngobi team found out that:

- (i) There was no standardised format for reporting visits;
- (ii) Reports were not often formally presented to the Executive Director or Management for discussion of results. Reports often went to the QA Unit which does not have records of ever having presented them to either Management or the Executive Director;
- (iii) The duration of these visits was found to be ad hoc and not tied to a known schedule or timetable. All external visits should have been programmed indicating their objectives, duration, and activities; and they ought to be executed in line with the programme. The duration of the visit should have been as follows:
  - a) Verification/Inspections – Other Tertiary (3 – 5 days)
  - b) Verification/Inspections – Universities (5 – 10 days)
  - c) Monitoring – Universities – (2 – 5 days)
  - d) Monitoring Tertiary – (2 – 4 days)
  - e) Administrative visits – universities (1–3 days)
  - f) Administrative visits – Tertiary – (1–2 days).
- (iv) The composition of visiting teams was not tied to a given uniform system that was approved by management. The composition of teams should reflect the purpose of the visit. The Committee recommended the following specific minimum personnel for the various external activities:
  - a) Verification of Universities: An experienced University Administrator, an experienced librarian, a Finance specialist, an NCHE representative at Management level, 2 other specialists, 1 Technical Officer (NCHE);

- b) Verification of Other Tertiary Institutions: An expert in one of the disciplines proposed to be offered with management experience, a librarian, finance specialist, 1 technical officer (NCHE), another discipline specialist;
  - c) Monitoring (Other Tertiary Institutions): 2 people, 1 expert and one technical officer);
  - d) Monitoring (Universities): 3 monitors (1 expert, a technical officer and a support NCHE staff);
  - e) Administrative visits (both Universities and Other Tertiary Institutions): 2 NCHE staff (where 1 is a technical officer, and the other support personnel.
- (v) The Team added the following general recommendations:
- a) Teams should have the required equipment to facilitate the various visits for data, information and presentation;
  - b) A monitoring checklist needed to be developed to ease report preparation to Council Committee before the Executive Director or Management discussed them;
  - c) Reports should be submitted promptly;
  - d) The quality of reports should be improved;
  - e) All members of the teams should sign the reports;
  - f) Reports should address the stated objectives;
  - g) The committee found no evidence that the NCHE shared the findings of the visits with the institutions visited. This meant that the latter did not benefit from the visits. The NCHE had to share the findings with the visited institution in a given period, may be three months' time;
  - h) The databases for resource persons to undertake the different visits to both universities and other tertiary institutions had to be updated immediately. The committee recommended that the databases should be separate;
  - i) Previous visits' reports should always be made available to the teams before any visitation was undertaken;
  - j) A comprehensive training programme of all resource persons should always be arranged before any other visitation is undertaken; and;
  - k) The reporting system needed improvement as follows:
    - Standardised formats for reporting should be developed for administrative and monitoring visits,
    - All visitation reports should be formerly presented to Management for approval and collective ownership before presentation to QA Committee of the Council.

Unfortunately, I had no time to implement the findings of the Task Force as my contract expired a few months later. It is my hope that the NCHE looks into this major problem. Failure to do so could damage the organisation's good standing with institutions of higher learning and the public.

### **A Building for the National Council for Higher Education**

For ten years, the NCHE was operating from a rented former Kyambogo University residential house located at 34 Cavers Crescent. In 2006, I asked the Permanent Secretary, Ministry of Education and Sports, Mr. F.X. Lubanga, to help the NCHE acquire land for constructing a permanent office complex. The following year, the Permanent Secretary (PS) in a letter of 10 August 2007, ref ADM 95/227/01 sent to the NCHE a land title of plot M834, Kyambogo (abutting Kisosonkole Road) reference ULC/ 151/3756, instrument no: 383522 measuring 1.216 hectares (about three acres). Council members and staff were grateful and excited by the development.

As we started searching for the funds to construct the building, the Ministry of Education offered the NCHE the possibility of joint construction of shared structures under the Condominium Law. This meant that each party would hold on to its title though the structures would be jointly used. Plans for the construction were made and the NCHE participated in the process of designing them. However, funds for the construction were not obtained in time to solve the urgent need for space by the NCHE.

To speed up acquisition of space, I wrote to the Permanent Secretary again on 10 May 2012 for permission to use space that would not be utilised by the planned joint structures of the Ministry and the NCHE (ref NCHE/GR/PS/25). In his reply letter of June 1 2012 (ref AND /136/27/01), the Permanent Secretary agreed to our request to use space that would not be covered by the joint structures provided the Ministry:

- a) Was informed and shared with the NCHE the site layout of the space to be utilised, and
- b) Any annexe to be built blended with the planned joint structures.

Earlier, on 13 April 2012, I had written a letter (ref NCHE /GR/LD/75) to the Public Procurement and Disposal of Public Assets Authority requesting them to permit the NCHE to use the restricted bidding method for the design and construction of an annex of the NCHE headquarters as we waited for the construction of the planned jointly owned structures. The NCHE wanted to restrict the invitation to only faculties and schools of architecture within higher education institutions it was mandated to regulate. The aim of doing so was to avail practical internship to students of engineering and architecture and also to get the work done at less cost than would be the case on the open market. In her

letter of 27 April 2012 (ref PPDA/M04/000), the Executive Directors of PPDA permitted the NCHE to use the said restricted bidding provided:

- a) The Ministry of Works cleared the bidding document design and construction to be issued to schools; and
- b) The invitation to the schools were copied to PPDA for compliance and monitoring.

By the time I left the NCHE on 30 November 2012, everything was in place. The Contracts Committee was processing the matter, and sufficient funds had been set aside for the project. Significantly, up to that point, the entire exercise was devoid of some senior staff opposition and intrigue, unlike other projects during the period 2009-2012. This was the situation when my contract with NCHE ended at the end of November 2012.

### **Equipment, Furniture and Vehicles**

Institutions need various types of equipment, tools and furniture to operate. As far as I was concerned, my position on the issue was clear to all. I would, and I did, purchase computers and other electronic gadgets before ‘Pajeros’ or fancy cars or other vehicles. In fact, the NCHE did not buy a Pajero until a year before I left. This is not to say that I do not realise the usefulness of vehicles in executing tasks. I did, but I believed that only job-appropriate vehicles should be prioritised and if it was cheaper to rent, I took the latter alternative. Thus, in my second and third years, we acquired a small minibus, a new Land Rover, and an Isuzu pickup donated by the Ministry of Education and Sports. These vehicles were fit for the purpose of visiting institutions. Later on we acquired a second minibus that was appropriate for carrying staff and assessors to the various institutions throughout the land.

Although we failed to completely go electronic in our operations, the NCHE bought some of the best state-of-the-art computers and electronic equipment. I preferred the Apple Macintosh line to avoid viruses that attack ordinary PC units. I hope that the NCHE will develop the General Office Management System that is fully automated as per the recommendation of the STF study. The latter study recommended an Enterprise Resource Planning System (ERP) to enhance the efficiency of the Secretariat in executing tasks. These are targets the current administrators should think about.





## Accreditation of Programmes Taught in Institutions of Higher Learning

### **Introduction**

Accreditation of programmes is one of the major components of the NCHE's quality assurance framework. Up to 2006, accreditation of programmes was not specifically addressed by the Universities and Other Tertiary Institutions Act, 2001/2003, though the function is mentioned in a number of sections, particularly 5 (i) which mandates the NCHE to ensure minimum standards in courses of study delivered in all institutions of higher learning. Indeed, the capacity indicators for quality higher education were meant to ensure minimum standards for all activities pertaining to the delivery of quality education. I am grateful to Dr Cyrus Ssebugenyi of the Accreditation and Quality Assurance Department of NCHE, whose draft on the accreditation of programmes I am using in a number of places in this chapter.

### **Accreditation of Programmes in Mandatory**

In 2006, the Act was amended and section 11 9 A required the accreditation of all programmes offered in higher institutions by the National Council for Higher Education. The act reads as follows:

For the avoidance of doubt, no person shall operate a university, and other degree awarding institution or a tertiary institution, without the prior accreditation by the National Council of any such institution and its academic and professional programmes.

Although the amendment empowered the NCHE to ensure that institutions of higher learning run programmes that were adequate for their purposes, the NCHE had no financial or personnel capacity to accredit all programmes when the Amendment was made. Yet, the amendment created a legal problem.

When the law came into force, all existing programmes were deemed illegal. To overcome this problem, the NCHE Management recommended to Council that a blanket (or provisional) accreditation of all existing programmes be given for two years. Every university was required to submit a list of their programmes for 'information' and we wrote back to give provisional accreditation of certain programmes for two years. Again, our exercise focused on universities due to lack of staff capacity to cover all the higher education institutions. At the end of two years, the universities were required to re-submit their programmes for accreditation. The onus for the submission of the programmes after two years was on each institution. The NCHE provided guidelines for drafting the programme, including key elements such as name of the programme, learning outcomes, rationale, assessment criteria, course content, course descriptions, teaching aids, lists, qualifications of staff and general facilities.

When a number of these programmes were submitted, we realised how backward and poor some of the programmes delivered in our universities were. I became convinced that in the initial years of the growth of the higher education sub-sector, a regulatory agency like the National Council for Higher Education is a necessary irritant to assure quality. Many of the draft programmes sent to us were below university-level quality. A number of the badly written programmes even came from institutions that called themselves 'premier' universities! The same universities rejoiced when web-based ranking agencies put them on top of their league tables. How long a regulator would be necessary to assure quality depends on the maturing pace of the universities. If universities perfect their quality assurance systems, implement those mechanisms and develop a culture of delivering quality higher education, 'the policing' of a regulatory agency should become unnecessary. The overbearing role of a regulatory agency should be seen as part of the transition stages a university has to bear with before maturing into a quality institution.

### **Managing the Accreditation Exercise**

Serious accreditation of programmes began when Prof. Michel Lejeune joined the NCHE in late 2007 as Deputy Executive Director and head of quality assurance. I had worked with him in meetings of the Vice-Chancellors' Forum while I was Vice Rector of IUIU. I knew he would do a good job. The job before him was daunting as Cyrus Ssebugenyi describes it below:

After programme documents had been submitted, the NCHE would identify experts in that field to assess the programme to ensure that key issues as per the approved guidelines had been incorporated and ensure that the contents were appropriate. A well-written programme (as per NCHE approved guidelines) and appropriate content were the only requirements for a programme to be accredited.

The bureaucratic administrative procedures, the number of programmes submitted for accreditation by individual universities together with the time taken by assessors to return programme documents created a huge backlog for the NCHE. Some assessors took as many as six months to return programme documents. To overcome this, the NCHE devised another method. A one-week workshop was organised and assessors were brought together in a hotel to assess a number of programmes. Some of the merits of this arrangement include:

- (i) Efficiency: coordination becomes easy and many programmes are assessed in a very short time;
- (ii) Assessors enjoy the benefit of networking among themselves;
- (iii) A three-stage model is established whereby a programme is assessed by an expert who is checked by the team leader and finally by NCHE staff.

Programmes that pass this stage are presented to the NCHE governing council for accreditation. No programme – or qualification – was presumed complete until the policy making body, the Council, had approved it. This is necessary because the NCHE Council is the body that is liable for all actions of the NCHE.

Professor Lejeune had several people to assist him in this assignment, including Yeko Acato, Patrick Okae and Robert Ngobi. These were good, brilliant and able officers. But they did not have long teaching or working experience in universities or other tertiary institutions. They thus lacked practical experience in drafting programmes for teaching in university or other tertiary Institutions' classes. Probably due to this factor and his background as a church worker, Professor Michel Lejeune worked in a rather personal and hierarchical fashion. Rarely did he share what he was doing with me and what I often saw in meetings were *fait accomplis*. As the products were, in most cases, very good, there was no need to quarrel with success. By mid-2012, about one thousand programmes had been accredited.

### **Serious Problems Still Remain**

I realised in 2011 that there were still a number of problems with the way NCHE accredited programmes. These problems included the following:

#### ***Partial Accreditation of Programmes***

In his draft paper on Accreditation of Programmes, Dr Cyrus Ssebugenyi has elaborated on what a fellow executive director of a similar regulatory agency had told me some years back. Accreditation of programmes cannot be divorced from the accreditation of education facilities in which the programmes are delivered. If the two components are not fully done, accreditation is incomplete. At the NCHE, we did only 'paper' accreditation. Ssebugenyi quotes section 5 (6) of the UOTI Act which emphasises this point by directing the NCHE to certify that an institution of higher education has adequate and accessible physical structures and staff for the courses offered by it, before accrediting it.

I had told my fellow executive directors from neighbouring countries that in Uganda accrediting both the written components and facilities would be difficult due to lack of staff and money. I considered the 'paper' accreditation a first step and a full 'paper and facilities' accreditation would follow later on, possibly five years after 2012. If we had embarked on both parts of the exercise, we would never have completed all the institutions that we did. I would advise the NCHE to start the process of re-accrediting programmes that received only 'paper' accreditation of their programmes and address this gap as soon as possible. However, more experienced and qualified staff at the NCHE will be needed to do this incomplete job well.

### ***Programmes of Other Tertiary Institutions not Given due Emphasis***

Although the blanket accreditation was meant for all institutions of higher learning, the exercise of accrediting programmes focused only on universities. The person in charge of other tertiary institutions at the NCHE did not draw up any written comprehensive strategy to address this gap. Already too busy, I could not spread my hands so wide as to provide such a strategy myself, though I knew that his failure would be blamed on me as chief executive. As a result, only a few of other tertiary institutions had their programmes accredited by the time I left the NCHE in November 2012.

### ***Infringement on Institutional Autonomy***

When the amendment requiring mandatory accreditation of programmes by the NCHE was enacted, there was a feeling in the halls and faculties of established universities that the law violated their institutional autonomy as guaranteed by section 3 of the Act. Initially, virtually every university was unhappy about the requirement of having their programmes accredited by the NCHE. There was psychological, and in some case real, hostile resistance by institutions to have their programmes accredited by the NCHE. However, many of the leaders of these institutions as well as the programme assessors, were very surprised at the improvements the accreditation brought to their courses. I pointed out to one vice-chancellor that programme accreditation was a necessary evil because:

- Many of the institutions and their staff were new to the task of university programme designing and delivery;
- Even the old Makerere University had lost over 75 per cent of its seasoned academics between 1971 and 1990. Therefore, most of its staff from 2000 onwards were young people needing mentoring. Unfortunately, many of the potential mentors were not available and the young academics were left to fend for themselves due to the reasons cited above and the age limit of 60–65 that barred older seasoned academics from holding tenure jobs in

public universities. Indeed, some drafts we received from Makerere were not many miles away in quality from those of smaller institutions regarding content, organisation and duplication of materials to be delivered.

Two cases of Makerere University and Uganda Martyrs University will be cited to partly illustrate the resistance the NCHE encountered as it began the accreditation of programmes.

### **The Case of Makerere University**

Makerere University, as the oldest institution in the country, felt that they should not contribute to the cost of accrediting their programmes. However, from talking to a few colleagues in the corridors of the institution and my experience as an academic staff at the institution (1973-1981), I sensed a feeling amongst a number of staff that Makerere should not be told what to do in its academic affairs by an external party. Indeed, as noted earlier in chapter 8, one director of an institute of the University had said publicly that the National Council for Higher Education had been given too much power over universities. An excuse to deny the NCHE to accredit programmes was obtained on the latter's demand for the subject institution to pay for the cost of accrediting of its programmes. Makerere questioned the payment of these fees saying the NCHE should foot the bill. The full story is summarised in a memo a Higher Education Officer in the NCHE quality assurance unit wrote as a brief to me on 12 August 2009. It reads as follows:

#### *Re: Accreditation of New Programmes of Makerere University*

The National Council for Higher Education Secretariat wrote to the Vice-Chancellor of Makerere University on 30 March 2009, requesting the University to pay a recovery cost of UGX 12,600,000/= for accreditation of 28 new academic programmes that were submitted to NCHE in August 2008. Without reply of the NCHE request of 30 March 2009, Makerere University decided to put [up] an advert in *The New Vision* on 21 May 2009 advertising for the application of the 28 unaccredited programmes. NCHE wrote a letter dated 21 May 2009 informing Makerere University of the breach of UOTIA, 2001 by advertising illegal programmes.

Makerere University in its reply wrote on 1 July 2009 communicating the decision of the University Senate that sat on 13 May 2009 on accreditation of new academic programmes. In this letter, the University requested NCHE to consider provisional accreditation of the said programmes since the University did not have budgetary provision for the financial year 2008/2009 and that the Government of Uganda stated in the White Paper to fully fund the NCHE so as to enable it perform its regulatory duties. In its reply, the NCHE wrote to Makerere University on 9 July 2009 clearly stating that the decision of Makerere

University Senate was unacceptable to the NCHE. Makerere University was advised to shelve the programmes until the University gets money to facilitate the process of accreditation and that the Government White Paper had not yet translated into budgetary provisions for NCHE.

Despite efforts by the NCHE to stop Makerere University from advertising and running unaccredited new programmes, the University Management chose to ignore the advice and advertised these programmes in the Daily Monitor of Thursday 23 July 2009. A few days later, the University Management again decided to release the list of admitted students into these unaccredited programmes. The NCHE decided that it was left with no choice other than warning the public about illegal programmes Makerere University was about to offer. It would do this in the public media.

The Parliamentary Committee on Social Services took up the matter and a representative of NCHE secretariat was invited together with Makerere University to settle the issue. After a lengthy discussion with the Parliamentary Committee on Social Services, Makerere University was instructed to stop issuing admission letters to students for unaccredited programmes and pay NCHE a recovery cost so as to facilitate the process of accreditation. This was followed by a letter from the Minister of Education and Sports on 28 July 2009 (ref: ADM/137/174/01), seeking an explanation from Makerere as to why the University was in breach of the law.

The Minister concluded her letter by noting: 'The purpose of this communication therefore is twofold:

- (i) To call for a written explanation why Makerere University is flouting the law;
- (ii) To direct Makerere University not to issue admission letters to students said to have been admitted to unaccredited programmes.'

The Minister further reminded Makerere that under section 128 of the Act, the NCHE is permitted to fix fees for the services rendered.

What followed the Minister's letter was Makerere's compliance as the Higher Education Officer adds:

...In its response on 3 August 2009, Makerere University paid NCHE UGX 12,600,000 to facilitate the process of accreditation and wrote to the Minister of Education and Sports conveying its apology on advertising and admitting students into unaccredited programmes. After all these issues had been settled between Makerere University and NCHE, Secretariat embarked on the process of accreditation of 28 new academic programme of Makerere University. The programmes were sent to programme experts in various universities'.

Relations of the NCHE with Makerere University improved greatly when the energetic Acting Vice-Chancellor of Makerere University, Professor Venansius

Baryamureeba became a member of the National Council for Higher Education as a representative of public universities' vice-chancellors. He reviewed all issues where Makerere and the NCHE had differences and did his best to harmonise them.

## **The Case of Uganda Martyrs University, Nkozi (UMU)**

### ***The Problems in Brief***

For a long time, the NCHE worked harmoniously with Uganda Martyrs University. Its Vice-Chancellor was a member of the NCHE Council as a representative of private universities from 4 March 2002 to 4 March 2007 when he retired. He then joined the NCHE staff as Deputy Executive Director as head of the Quality Assurance Department from September 2007 to November 2010. He had built an institution, which performed well and graduated worthy students.

UMU did not object to NCHE's legal right to accredit its programmes. However, from 2009 to 2012, the NCHE found itself having three problems with Uganda Martyrs University. First, accreditation of a Master's degree in architecture where individuals without a first degree, often from high schools, could register for a Master's degree in the Faculty of the Built Environment brought some misunderstandings. The NCHE Council had actually accredited the programme in error. However, in going through the records, we found some procedural gaps in the process of accrediting that programme which needed to be addressed. If not attended to, we felt that graduates with Master's degrees without a first degree from UMU, or any other university in Uganda, could be embarrassed in the marketplace by having their papers disallowed. We felt that this would not be good for both UMU and the NCHE. We decided to recall the programme for fresh processing. But this seemed to be bad music to Uganda Martyrs University. The second issue the NCHE had with Uganda Martyrs University was the speed at which it was expanding to open branches in the various regions of Uganda to meet the pressure of demands for the visibility of UMU in every diocese. While we believed the expansion plan to be good for Uganda because it would increase access, we felt UMU should first build capacity to manage the expanded institution before opening new branches. Our studies showed that this was not the case. Third, the NCHE did not have the capacity to work at the speed the Vice-Chancellor of UMU wanted us to do in processing applications for branch campuses and programme accreditations (see letter NCHE/UMU/03 of 20 August 2012). The NCHE was thus regarded as slow in executing what the institution wanted.

### ***Background of the NCHE/UMU Relations***

In October 2008, the NCHE sent a visitation to UMU to make a study of the activities of the built environment. The visiting team was headed by the Vice-Chair of the NCHE, Mr. Hilary Obonyo. His five-person team included three



architects. The report of the visitation team recommended that the Architectural Programme of the Faculty of the Built Environment, Uganda Martyrs University, be accredited. However, an additional recommendation by the team stated that the Faculty should provide more resources for research in order to be able to award Master of Architecture (Professional) degree.

On 19 December 2008, the National Council for Higher Education made a decision to accredit a degree of Master of Architecture at Uganda Martyrs University and informed them accordingly. This decision became the source of controversy for the following reasons:

- (i) The Obonyo report referred to above did not exactly state that they were recommending the starting of a Master's programme in Architecture at Uganda Martyrs University;
- (ii) The only reference they made on the issue of a Master's degree was to recommend that more funds should be availed to the faculty to enable it to mount a higher degree at the level of a Master in the future;
- (iii) The NCHE did not receive academic programmes indicating the additional material needed to turn the Bachelor's degree in architecture into a Master's degree in the same discipline; and
- (iv) There was no evidence on file that Uganda Martyrs University made a formal application for permission to award the degree of Master of Architecture as is required by law.

It followed, therefore, that the process of changing the Bachelor's degree to Master's was irregular (i.e., it did not follow normal NCHE procedures). That was the major problem that concerned me. This irregularity simply made the programme illegal. A lawsuit against UMU by an aggrieved graduate would make the NCHE a party to the complaint. What we needed was to regularise the programme to forestall any possible legal complications.

### ***Concerns from the Public and Professional Body***

In December 2010, a number complaints were received from architects in Uganda and other stakeholders about the status and quality of work done in the Faculty of Building Environment at Uganda Martyrs University and the change from Bachelor of Architecture to Master of Architecture when the students who were enrolled for it had no first degree or advanced Diploma in the discipline. The National Council for Higher Education routinely processed a number of protocols with professional bodies that register students to practice those professions on completion of their studies. The Uganda Society of Architects has a protocol with the NHCE signed on 4 May 2006. However, the NCHE had no such protocol with the Architects registration body. Records did not show the two bodies were fully consulted in the accreditation of the subject programme.



Soon after, another team under Professor Lutalo Bosa was sent to UMU. Lutalo Bosa's report recommended the sending of the programme for expert review. This was not done. Meanwhile, the Uganda Society of Architects wrote a letter affirming the position that the programme needed re-evaluation. The Vice-Chancellor was informed and a deadline was given to him to reply. The deadline elapsed and the Vice-Chancellor had not responded positively to the NCHE requests. However, in a letter dated 20 August 2012, the Vice-Chancellor, stated:

Your letter arrived when those concerned were, and are still, away on their doctoral studies ..... It will therefore NOT be possible to meet the deadline suggested of 30<sup>th</sup> August 2012.

This letter amply demonstrated that UMU did not have enough qualified members of staff in the Faculty of Built Environment to teach or conduct research if it was dependent on doctoral students whose absence on study leave could make a dent in the academic processes of the University. I wondered whether students were also told to go home until the said staff returned three to five years later after the completion of their doctoral programmes. Furthermore, the Vice-Chancellor made passionate plea that the NCHE should send visiting teams to Ngetta and Kabale with a view of granting UMU permission to open campuses on those places. Knowing the capacity of UMU, the National Council for Higher Education found it very difficult at the time to allow the opening up of new campuses and affiliated institutions for UMU (besides the campuses at Nsambya and Mbarara and the 'study centres' in Mbale, Arua and Masaka). From the NCHE perspective, it did not make sense to open new campuses when education facilities, staff and infrastructure were not sufficient even at the parent campus. From the NCHE perspective, UMU was spreading itself too thinly and could go the way of Makerere where the mismatch of student numbers and facilities adversely impacted on quality. Personally, I had very positive feelings for UMU as an institution that could become one of my 'model' universities and whose benchmarks could be used as a guide for other universities. But here, I was being forced to endorse its inadequate facilities to satisfy a rushed expansion and thus set the stage for offering a dubious programme.

Furthermore, we could not speed up our visitations to UMU intended campuses and learning centres due to lack of capacity at the NCHE. Even if all the facilities were available at the Nkozi main campus, the NCHE still had demands for visitation from some 34 universities and over 150 other tertiary institutions. Its professional staff were less than 20 at the time. The NCHE could spare no more than a few days a quarter for visitation to each institution.

### ***Contemplated Action***

I then thought that the only way forward would be for Uganda Martyrs University to comply with the demands of the NCHE and Uganda Society of Architects

(USA) immediately. However, I also feared that Uganda Martyrs University did not wish to comply with the professional advice of the Uganda Society of Architects and authority of National Council for Higher Education. If that was the case, then I would do what we did to Makerere. The NCHE would inform the public that the degree of Master of Architecture at UMU was not fully accredited and therefore not recognised by the NCHE. That meant a blacklisting of the programme. It is a decision that the NCHE should make reluctantly and so I was glad when the Minister of State for Higher Education, Dr J. C Musingo, invited me and the Vice-Chancellor to meet him in his office and iron out our differences.

### *The Meeting in the State Minister's Office*

The meeting in the State Minister's office took place after I had had long face-to-face discussions with the Vice-Chancellor of Uganda's Martyrs University, Professor Charles Olweny and the Dean of the Faculty of the Built Environment, Mr Mark Olweny. The Minister requested us to do so in order to reduce the time of his involvement. After a long deliberation, the three of us agreed that:

- (i) Uganda Martyrs University will submit for review, the Master's programme in Architecture to the NCHE;
- (ii) The review team of the programme should be mutually composed by 1 November 2012 and a decision to accredit (or not) should be made by 30 June 2013;
- (iii) The current registered students would not be affected as the programme to be reviewed was already accredited;
- (iv) The NCHE should make a protocol with the Architectural Registration Board, the body that registers architects;
- (v) The NCHE should do its best in inspecting for accrediting the various sites UMU needed to develop as branches or affiliates as soon as possible. I insisted, however, that the vice-chancellor must also look into the capacity of UMU to manage its expansion plans.

When the State Minister for Higher Education, returned, he was briefed of the consensus reached on the above areas of discussions. He appreciated the progress in narrowing the differences and asked the two parties to move forward amicably. He asked the NCHE to speed up the visitation/ verification of Ngetta and Kabale.

On 5 November 2012, three weeks before my contract with the NCHE expired, I constituted a team of the following people to visit Uganda Martyrs University.

Professor George Kirya –	Chairperson Professor
William Banage –	Vice Chairperson Professor
George Alibaruho –	Member

Dr Peter Kasenene –	Member
Mr Gordon Kahangi –	Member
Dr Pius Achanga –	Member
Mr Martin Osikei –	Data Collectors/ Photography (interchange)
Mr. Abdul Karim Nsubuga –	Data Collectors/Photography (interchange)

The Terms of Reference for the visiting team to Uganda Martyrs University proposed campuses/centres at Ngetta and later Kabale were:

- (i) To visit and assess the suitability of Ngetta and Kabale becoming affiliated, or developing a legal relation with Uganda Martyrs University as per section 16 (amendment of principal act 111(1));
- (ii) Examine whether Uganda Martyrs University has the capacity to manage the leadership of:
  - a) The already existing campuses/or centres;
  - b) The proposed institutions under the ‘the Uganda Martyrs University expansion policy’ as detailed in the attached document in light of available and expected education facilities and assets.
- (iii) Give recommendations to both the NCHE and UMU on the following:
  - a) The most appropriate dates for programming the establishment of each of the various campuses;
  - b) The resources Uganda Martyrs University needs to undertake the envisaged development without compromising the quality of education it delivers; and
- (iv) Using the NCHE Quality Assurance Framework indicators, give opinions in a comprehensive report to the NCHE as soon as possible, but not later than three months from the start of the visit to Uganda Martyrs University.

By the time my contract expired on 30 November 2012, the team was still working on the UMU issues. My hope is that the NCHE and UMU resolved the issues amicably. UMU is one of the best private institutions that the NCHE nurtured, and any disagreements should be resolved for the good of all. Indeed, its builders and managers should be congratulated for a job well done.



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## Equating Qualifications and its Impact on the Building of the NCHE

### Introduction

Section 5(1) of the UOTI Act, 2001, mandates the NCHE to equate all locally given qualifications by ensuring the delivery of *minimum standards for courses of study and the equating of degrees, diplomas and certificates awarded by the different public and private institutions of higher education*. Secondly, section 5(k) extends the mandate of the NCHE to equate higher education qualifications given outside the country in order *to determine the equivalence of all types of academic and professional qualifications of degrees, diplomas and certificates obtained elsewhere with those awarded by Ugandan institutions of higher education for recognition in Uganda*. Lastly, in 2005, the Presidential, Parliamentary and Local Government Election Acts bumped on to the NCHE the responsibility of equating the equivalent of Advanced level 'A' qualifications as well as those with foreign qualifications mentioned above for political electoral purposes. When the NCHE protested the addition of the latter, saying that its expertise lay in higher and not in secondary-level education and that the right body to do such a task was the Uganda National Examinations Board (UNEB), the law was amended to read in Section 4(6) that:

‘... any person required to establish his or her qualifications with the Electoral Commission shall do so by the production of a certificate issued to him or her by the National Council for Higher Education in consultation with UNEB’

As a result, the NCHE was given extra work of equating political aspirants. The latter task gave the NCHE unsolicited public visibility, opening up spaces for corruption within the NCHE and took away the attention of the NCHE from focusing on higher education issues during periods of national elections.

For me, this was a tragedy, as the Ugandan higher education sub-sector needed more attention to reverse its many problems, including its 'inverted pyramid' shape, its rigidity, low gross enrolment ratios, unsophisticated governance of institutions, irrelevance of programmes and to convince government to permit more funds to come into the sub-sector and autonomy to institutions of higher learning. As well, the NCHE wanted time to make institutions and their leaders more accountable to students and the public.

### **The Process of Equating Academic Qualifications**

When the NCHE started, I presumed that all our work would focus on equating higher education qualifications for ordinary non-partisan purposes. As Uganda has no comprehensive qualifications framework, we put in place the following temporary guidelines as a start. I knew that one day, the NCHE will, or will be asked, to develop a Qualifications Framework for Uganda. But I could not do that until qualified people like Dr Cyrus Ssebugenyi and Dr Pius Achanga had come on board. We defined the 'temporary' guidelines as the NCHE steps in the equating of academic qualifications for doing that job. The guidelines had the following components:

#### ***Individual Applicants***

- (i) The applicant was received by an officer on payment of a fee relevant to the task applied for. The money for equating his/ her qualifications was sent to accounts as per notice from QA Department;
- (ii) He/She was given a form to fill, attached photocopies of his/her academic qualifications, a photograph of self and a covering letter applying for equating his/her qualifications. A file was then opened for this application. This file was hard-copy but an electronic one could be made;
- (iii) The application was then sent to the Quality Assurance Department (QAD) for verification by officers that must go through items (a) to (g) below:
  - a) Contacts were made with UNEB, Ministry of Education and Sports and the subject institution where the certificate was obtained, if a certificate was of local origin;
  - b) If the institution was of foreign origin, the NCHE had to find out from the subject embassy or country whether the institution giving the certificate was recognised or listed by the subject Accreditation Agency/Body, Government, regional or international accreditation agency or body, web or other various international catalogues such as:

- The World of Learning;
  - The World list of Universities and Other Institutions of Higher Education (UNESCO);
  - *British qualifications* - A Complete guide to professional, Vocational and Academic qualifications in the United Kingdom;
  - The Europa World of Learning; - 2007, 57th Edition.
- c) The NCHE made contacts with the institution where the certificate was given to find out:
- whether the holder attended that institution during the said period;
  - whether the holder took the courses shown on the certificate; and
  - If possible, verify the authenticity of the certificate.
- d) The Quality Assurance Department (QAD) then called the owner of the certificate back for a personal interview to establish authenticity the documents presented and identity of the applicant;
- e) When all the above formalities were accomplished, a Higher Education Officer could send the file to the Legal Officer to check for any legal gaps. It was important to ensure adherence to this step to prevent NCHE from being embroiled in legal suits later on;
- f) The Legal Officer, having completed the legal part, sent the papers to the Assistant Executive Director, Quality Assurance, who, after looking through the file and taking into consideration the views of the Legal Officer, permitted the printing of a certificate (if a certificate was to be issued) or drafted a letter (if the equating needed a letter or letters) for issuing; and
- g) The unsigned certificate or draft letter was then attached to the subject (relevant) file with all documents and sent to the Executive Director (or Deputy if the former was not available), for a signature;
- h) Legally, the Executive Director could sign these papers only when the Council had cleared the names. During the election exercises, however it was difficult to hold on to the papers before signing. I often asked the chair to clear them and report to Council later.

### ***Corporate Applications***

Companies and organisations often requested the NCHE to verify the qualifications of their workers. In those cases, the following steps were taken:

- a) The organisation applied in writing on its official headed paper signed by its responsible officer;

- b) The responsible Higher Education Officer in charge of Qualification Verifications examined the application thoroughly and made electronic and hard files of the applications.
- c) Working with the Legal Officer, a draft contract between the NCHE and the applying organisation was prepared;
- d) Once both parties agreed on the terms of the contract, the Legal Officer prepared the final draft for signature by both parties. The Assistant Executive Director (QA) looked at and endorsed the draft contract.
- e) The draft contract was then given to the Executive Director for signature.
- f) Once a contract was signed, verification could start as follows:
  - (i) Each individual unit (i.e., the person in the package) was verified separately. There was never a blanket verification as each individual studied separately;
  - (ii) The verification for each individual in the package followed the steps used to verify individual applicants as described in section A above.
- g) Once the verification was complete, a general reply stating the academic status of each verified person could then be written, signed by the Executive Director and sent to the organisation.

Depending on the contract, fees for the verification were paid before verification started.

Up to 2005, the equating exercise was very successfully done. Most of the cases brought to us were mainly in the higher education levels, were for individuals and were few in number. However, from the time we began equating qualifications of political aspirants, things began to change as I shall elaborate below.

### **Equating of A- level Equivalences for Political Aspirants**

As earlier noted, things changed drastically when the NCHE was asked to equate A-level certificates. As the NCHE did not have in-house expertise in this area, we depended on UNEB guidelines and staff for advice. These guidelines are contained in a letter of 21 July 2010 from UNEB. Their guidelines helped us to do what we could in equating these non-higher education equivalences.

#### ***Political Aspirants***

As the NCHE personnel were accustomed to assessing higher education equivalences, they took extra care to deal with equating of A–Levels. To run for political office, political aspirants were required to have the equivalent of A–Levels. Some 192 political aspirants were equated for running in the 2006 elections and 284 for the 2011 elections. The complexity of equating the qualifications of the many political



aspirants that came to the NCHE and the meticulous care the NCHE took to do its job is illustrated by one case: that of Nasser Ssebaggala, former Mayor of Kampala. It is given below as a sample case for the public to know the pressure under which the NCHE operates in times of national elections.

## **Equating the Qualifications of Mr Nasser Ssebaggala**

### *The Documents Presented*

On 10 November 2005, Mr Ntege Ssebaggala (the applicant) applied to the National Council for Higher Education to have his qualifications equated, cleared and a certificate of educational qualifications clearing him to run in the elections issued to him. He presented the following documents as proof of his qualifications:

- a) General Certificate of Secondary Education (English speaking and listening) from Oxford and Cherwell College;
- b) Certificate of Higher Education from Plater College, Oxford;
- c) Professional Development Certificate in Management Studies from Edexcel, Oxford College of Further Education;
- d) BTEC Professional Development Certificate from Edexcel, Oxford College of Higher Education; and
- e) Certificate of Eligibility, Oxford College of Higher Education.

### *The Process Begins*

After receiving and registering the above documents, the process of equating began as follows:

- a) The Assistant Executive Director in charge of accreditation at the NCHE wrote to the applicant on 11 November 2005 informing him that the application for equating his qualifications had been received and that the verification process was underway;
- b) On 14 November 2005, the Assistant Executive Director in charge of Research, Development and Communications at NCHE wrote to the three colleges and a local institution which the applicant claimed to have attended to ascertain:
  - (i) Whether the applicant had been a student at those institutions,
  - (ii) Which formal British academic awards the applicant's qualifications could be equated to;
  - (iii) What qualifications merited the applicant's admission.Concurrently, the NCHE wrote a letter to Kibuli Secondary on 15 November 2005 requesting for confirmation of the applicant's attendance of that school;

- c) S. S. Kibuli replied to the NCHE on 17 November 2005 stating that the applicant's attendance in 1968 could not be ascertained since records were not well kept at the time;
- d) An email was sent by the NCHE to the Kampala office of the British Council on the 22 November 2005 asking them to clarify whether:
  - (i) The applicant's qualifications were recognised in the UK,
  - (ii) The institutions were recognised in the UK,
  - (iii) The applicant actually attended the institutions and if he was awarded the qualifications,
  - (iv) The General Certificate of Secondary Education (one subject, English) is equivalent to an 'O' level UNEB award, and
  - (v) The level of education the certificate of higher education obtained from Plater College could be equated to in Uganda.
- e) On 22 November 2005, the NCHE sent an email to the British Accreditation Council (BAC) inquiring whether:
  - (i) The accreditation status of Plater College was genuine,
  - (ii) The awards from that College could be considered academic,
  - (iii) The nine weeks certificate awarded by the College could be equated to a high school certificate in the UK,
  - (iv) The accreditation status of Oxford College of Higher Education, and
  - (v) Whether its awards are academic and recognised in the UK;
- f) In response to the above enquires, an officer from that office advised the NCHE to visit the website of the Department for Education and Skills (Register of Providers) which provides information on whether a college in UK is recognised in the UK;
- g) In a document downloaded on 23 November 2005 from the Department for Education and Skills website, the subject Colleges were listed as genuine education and training providers in the UK;
- h) In an email, NCHE received from NARIC, UK, on 23 November 2005, the Open University was listed as a fully recognised tertiary institution in the UK. However, apart from the Diploma in Legal Studies from Plater College, the other awards were not recognised as comparable to 120 CAT points or 1 year of university study, that is to say, the applicants Certificate in Higher Education was not comparable to one year of University study. But Oxford College was listed as a fully recognised Education institution in the UK;
- i) The NCHE then wrote to the applicant on 23 November 2005, asking him to prove that the Postgraduate Diploma in Marketing obtained from the UK was based on 'A' level standard of education or its equivalent;

- j) Again the NCHE wrote to the applicant on 24 November 2005, to confirm receipt of his documents;
- k) On 24 November 2005, the NCHE wrote to the Open University of the UK asking it to confirm whether the above course accredited by the University was equivalent to 120 CAT points (equal to the first year of a degree). An email to this effect was also sent out;
- l) The NCHE again contacted the British Council in Kampala to inquire whether Mr Nasser Ntege Ssebaggala had attended Plater College;
- m) On 26 November, the NCHE sent an e-mail to the Open University asking it to clarify whether the above course had been validated by the University.
- n) On 28 November 2005, an officer from the Open University sent an e-mail to NCHE to confirm that the subject course was validated by the Open University Validation Services and was equivalent to 120 CAT points (equal to the first-year of a university degree programme);
- o) On 28 November 2005, another e-mail was sent by another official of the Open University stating that the course had been validated by the University between September 1999 and July 2005. It was equivalent to a first-year of an undergraduate degree. However, Plater College had closed at the end of July 2005. But certificates given by it while still legally operating were legal;
- p) On 6 December 2005, the NCHE emailed the Open University expressing concern about the contradictory information we had received from two University members of staff. The first had told us that the above course was validated by the University between September 1999 and July 2005 while second officer's email of 23 November was to the effect that the period of validation was between 1995 and 1998. This matter needed clarification;
- q) Later, the second officer from the Open University sent an e-mail to the NCHE to confirm that the course was validated by the University between September 1999 and July 2005;
- r) Another officer from the Open University faxed a letter to the NCHE on 8 December 2005, signed by an authorised official of the university. This letter stated that the certificate from Plater College was validated by the Open University from September 1999 to July 2005. This was a crucial communication that worked in the applicants favour;
- s) The NCHE sent an e-mail to from the Open University on 8 December 2005, requesting the University to confirm the validation of the above course on the University's letterhead. This was done, and we knew right away that Nasser Ssebaggala could run as a candidate for President,

Member of Parliament or Mayor/LC5. But we decided to check on other qualifications before giving him the good news;

- t) On 22 November 2005, a fax was sent to the NCHE from Oxford and Cherwell Valley College confirming to us:
  - (i) Mr Ssebagala's enrolment between 29 October 2001 and 12 July 2002 at the College.
  - (ii) This was at a minimum of 15 hours per week supervised daytime study for this course.

After evaluating all the evidence on table, the NCHE management decided to recommend to Council the clearance of Mr Nasser Sebagala to run for political office as per Uganda's law. His supporters were overcrowding our offices and compound and we were glad to have them gone.

### ***Court Cases Connected with Equating of Qualifications of Political aspirants***

During the verification of politicians' qualifications, which intensified almost two months before the 2006 and four months before the 2011 elections, the NCHE could not do its normal higher education regulatory work. Political aspirants filled every inch of space at the NCHE offices and wanted every minute of each staff's working time. After the exercise, those who lost or were aggrieved, prepared for legal action against the successful candidates and the NCHE!

Politicians rarely give up even in defeat or injury. The NCHE was dragged to court for decisions made especially on the 'A' level equivalences. In the 2006 elections, we lost a number of cases for two reasons. First, we had not accumulated sufficient experience in the process of equating the qualifications of political aspirants. Secondly, the exercise was bumped on us in the eleventh hour as the law was assented to less than three months before the 2006 elections. Thirdly, the NCHE is a higher regulatory agency that is ill-equipped to assess high school equivalences. Fourthly, we did not have a polished articulate internal or external lawyer to defend us. Most of the cases were not thoroughly reviewed by our internal legal department. And, finally, we were very few staff addressing massive amounts of work.

However, tables turned in our favour in the 2011 elections. The NCHE staff had accumulated some experience to equate 'A' level equivalences. A good rapport had been established with other stakeholders like UNEB. We also got the services of a young female lawyer who focused on her work and studied cases before presenting them to external lawyers. She always reviewed each case with me before taking them outside of the NCHE. Furthermore, we got a very good law firm, Lex Uganda Advocates, who were very professional in their work. As a result, we won over 90 per cent of the cases brought against us.

## **Other Challenges in the Process of Equating Qualifications**

As the exercise of equating qualifications of political aspirants gathered momentum for the 2011 elections, a number of challenges for the NCHE in general and for me in particular surfaced. First, the cash that some unscrupulous politicians toyed with created temptations for some of my staff to slip away from the high level of integrity we had developed since 2002 and which I believed a regulatory agency must keep to have the needed moral authority to regulate. This failure was evident among staff who were involved in the lower-end roles of the equating exercise and who had no previous experience of working in institutions of higher learning where the setting, marking and equating of qualifications demand the highest level of integrity. One staff worked on a front desk, and two were secretaries. Due to shortage of funds as I pointed out earlier, the NCHE could not employ the kind of staff that a higher regulatory agency needed to do such sensitive assignments as equating of qualifications. Instead, we hired the best that were available and willing to work for the salary the NCHE was able to pay. Secondly, my strictness on the management of finances was not popular with staff, especially in the finance department. Lastly, one or two of my senior staff took to cultivating an alternative source of authority to mine. In this critical period, I began to notice that I was losing authority as I was identified as the major obstacle to some workers' desire to do what they wished in using public funds for personal ends, not producing what they were expected to do or both. Instead of rebuking bad behaviour, some of my senior staff supported or protected wrong doers. A few incidents will illustrate these points.

### ***Some Specific Incidents***

I felt that the equating exercise was not being conducted properly. A task force of two people constituted in January 2012 consisting of Walter Nono, the Internal Auditor, and Damali Nakiranda, the Acting Legal Officer, brought to light a number of problems. It pointed out that there were many problems in the equating exercise and, unless addressed urgently, it was only a matter of time before the matter became public. But a number of staff shuffled their feet when called upon to support this committee.

#### ***The Problems at the Reception Desk***

The standard procedure at the NCHE was that the reception recorded all applications, issued a receipt after payment had been made and, thereafter, attached a photocopy of the receipt on the file containing the application to be processed. The said task force found out that some files had been opened and worked on without evidence of payment, while on other files only part of the money was paid. I had got information on several occasions, through circumstantial

evidence, that the front desk officer was not transparently conducting business. This officer was indeed the first contact of unscrupulous clients as I later pieced up the chain of developing corruption in the equating exercise. Later on, when I transferred her from the front desk, she and another senior staff protested. The protest itself showed me that she had an interest in staying at the reception. Her letter of protest was on the borders of insubordination. Realising that she had scratched much dust in my face, she resigned. She later got a job at an institution owned by a former staff. I was later informed that he dismissed her for almost the same reasons he probably was not aware of when she was working under my supervision at the NCHE.

### *The New Legal Officer Cracks the Developing Corrupt Tendencies in Equating of Political Aspirants*

I thought it prudent to sign certificates after the legal officer had looked through the files and informed the council chairperson. A previous male legal officer had not been rehired at the end of his contract. A new female officer was recruited and started off very well. As the new legal officer perused through some files, she found horrifying tales of inconsistencies. The staff involved in the racket spotted her immediately and became very unfriendly to her. Furthermore, attempts were made to get rid of her by a claim through the Inspector-General of Government (IGG) that she had been hired irregularly. The person who was presumed to be my mole in the Finance Department was also targeted as having been irregularly hired. Interestingly, another person, an office assistant, who was hired under the same circumstances as the presumed mole was not targeted for accusation to the IGG. The way the IGG office works is that one can never know who his accuser is. Only circumstantial evidence which have a substantial margin of error is often used to accuse a person and to locate the accuser. What I found out, however, is that the IGG office has good lawyers who often give a good hearing to the accused though the accuser is often not revealed. In the end, the IGG ruled that the legal officer, as well as the other staff in the Finance Department, were hired properly.

My senior staff did not help me in enforcing a thorough check of files by the legal officer. While I was away in November 2010, the legal officer was ignored in the process of equating qualifications. Not only was the lawyer's advice ignored, she was isolated by the viciousness of those who stood to gain by a corrupt-ridden equating system at the NCHE. Ignoring of the legal officer's advice is clearly brought out in the report of the task force on equating of qualification by Nakiranda and Nono. It reads as follows (page 11-12):

### *The Damali Nakiranda and Nono Investigations*

'A study of forty-five files revealed the chaos that was beginning to eat away at the NCHE Equating Exercise. The study revealed the following problems. Staff

working on the equating exercise undermined the Executive Director's authority as the final director of the process. He had directed that the legal officer look through all the files before certificates were printed. The aim of the directive was to ensure that all the legal loopholes were blocked. But when he was away in November 2010, this method of operation was ignored as the following shows:

- a) Out of 48 files looked at, the legal officer had reviewed only eleven, which is only 23 per cent of the total meaning that in 77 per cent of the cases, NCHE could have been taken to court without the legal officer knowing the issue clearly.
- b) On four of the eleven (36 per cent) files in which the legal officer was involved in verification and clearance of politicians, her advice was ignored and in the remaining seven files (64 per cent) her advice was considered and respected.
- c) A number of the NCHE certificates appear to have been reprinted with dates that were earlier than the verification dates, and they were signed as the matrix indicates. The matrix is not attached due to space constraints.
- d) There were occasions when the person allowed to print was instructed to print a certificate regardless of pending issues.
- e) NCHE officials cleared some candidates with neither verification forms nor permission from the ED or DED.
- f) Only 16 per cent contained the standard NCHE verification form where different officers are supposed to append their names, signature and title to verify that the candidates were qualified or not and thus 84 per cent of the files were processed without abiding by the NCHE regulations.
- g) About half of the sample files had 'Document received form' while the rest did not.
- h) The person authorised to print certificates was not specifically instructed who would give him the order to print certificates. As a result the order to print came from more than one officer.

According to the above discussion, the NCHE has the capacity to equate qualifications of politicians. However, several loopholes exist in the system as shown above and these must be overcome if NCHE is to perform its designated role effectively.

### *Recommendations*

- The decision to decide on a qualification must not be made by an individual but by a committee set up for that purpose.
- A lawyer must be involved in every stage of the equating exercise as the contrary can lead to unnecessary litigations.



- No equating instrument (file or letter) should be signed without the committee's approval, just like it is in the case of the contracts committee.

### *Was the Experience of NCHE in Equating Qualifications of Politicians in 2006 and 2010 Positive?*

As discussed above, the experience of the NCHE in equating qualifications of politicians in 2006 was not a very positive one since the role was new and the NCHE was not given enough time to formulate workable strategies to handle it. Quite a number of mistakes were made and rectifying them cost the NCHE a lot in terms of finances, image (when cases were lost) and increased workload. However, in 2010 the experience was more positive and executed in a better way. Therefore, more positive results were achieved, although several areas needed to be streamlined as has been outlined above. The lesson I learned is that a committed and incorrupt lawyer must be involved in the equating exercise.

### *Two Cases of Corruption in the Process of Equating of Qualifications*

In late 2010, I was contacted by a number of applicants that they had either paid or been asked to pay some staff for having their qualification papers cleared. I was further informed that some staff considered me the major obstacle in clearing of qualifications of politicians. Initially, I thought these accusations were just made up. Suddenly on Thursday, 11 November 2010, a person by the name of Opoka called me to say that two girls (whose names he gave) had asked him to pay 300,000/= to clear his aunt by the name of Ongom. He said he had paid the amount by mobile money but the subject staff, two young ladies, had asked for more saying the first payment was not good enough for three people. To do a thorough investigation, I got clearance from the chief magistrates' office (Nakawa), to find out whether the three hundred thousand shillings had been transferred to one or both of the girls' telephone numbers as the whistleblower had informed me. In the process of doing so, letters passed at the front desk and the information was leaked to the girls before the clearance was permitted by the court! I was upset by the leak but I had long realised that the front desk person was not dependable. I decided to wait and when the clearance was given, I realised that the print-outs confirmed what Opoka had said. Money in the amount of 300,000/= had been paid to this girl's mobile phone at the time and on the precise date the whistleblower mentioned, and she had collected the money. Furthermore, the same girl hid the candidate's file in the safe with the agreement of a superior officer who couldn't justify to me why he gave a junior staff such latitude. He showed no remorse for breaching the office procedures, particularly section 13 (d) of the Act. In the end, I sent all evidence to the Council Disciplinary Committee, which recommended for the termination of the services of this girl. It was a hard decision and had the potential of dividing the staff. But a regulatory agency, particularly one dealing with qualifications of all



types of academic and professions awards, cannot afford to be corrupt or perceived to be so. The NCHE, like other major regulatory agencies, can only survive when it has moral authority. Once it loses the latter, how can it regulate? The subject worker had been warned a number of times on integrity issues. I could no longer trust her ability to be honest.

The second girl's phone history showed a number of conversations with the same and other dubious suspected characters. But no money transfers had been made on her telephone from the source we suspected of corrupting our staff. In addition to the telephone contacts, she handled a file of a suspicious person who later got thrown out of Parliament for faking his qualifications. I shall refer to this person as Mr Masajage (to hide his identity). His story below is illustrative of the difficulties the NCHE went through in equating qualifications of political aspirants. Having studied this case, I wrote the following memo to my staff:

Mr Masajage was thrown out of Parliament by a district court. We sympathise with him. However, the lesson to be learned by the NCHE staff is to strictly follow the law when equating qualifications. If the legal officer and the Executive Director had not taken an action, the NCHE might have been a party in this case. Being a party would have cost the NCHE millions of shillings.

Mr Masajage's application for verification of his papers by NCHE was made on 4 August 2010. Only three qualifications were submitted to NCHE and stamped, namely;

- a) 'O' level certificate
- b) Diploma in Public Administration from SIT International College in Malaysia
- c) Degree in Public Administration from Nkumba University On 19 August 2010, the NCHE received confirmation that the Diploma in Public Administration from SIT International College in Malaysia was not authentic. Mr Masajage was neither ever registered with the institution nor did the institution offer programmes in public administration, which the candidate claimed to have studied.

The file at NCHE should have been closed at this juncture and the candidate told that he had no qualifications equivalent to A-Levels. However on 17 September 2010, an additional Diploma certificate in Accountancy from APAS was added to his file. The Diploma papers were not formally entered on the prescribed form.

On 6 October 2010, the Deputy Executive Director directed an NCHE officer to verify the Diploma in Accounting from APAS, a local institution. On the same day, the officer confirmed that the verification letter was authentic. The verification letter similarly, like the Diploma from APAS, miraculously appeared on the file. There was no NCHE stamp to acknowledge its receipt by NCHE. But it was in the file and was being used as the basis for verification.

The Deputy Executive Director, basing on advice given to him by the officer handling the file noted that the application was 'OK' and presumably, a certificate could have been printed. He did not order a full investigation of the matter.

At this juncture, the Legal Officer, realising the legal flaws, took the file from circulation to study it more and to brief the Executive Director who was out of the country, but returning a day or so later.

On my return, seven lawyers from a Kampala legal firm came to my office and told me bluntly '*we know that Mr. Masajjage has been cleared by all other officers and it is you, Kasozi, who is standing in his way*'. I asked them who had given them the information and, if I remember correctly, one of them replied that they got the information from the NCHE officers. I was stunned by the leakage and exposure of the NCHE internal processes to outsiders but gathered courage to go on talking. I told the learned visitors to go away and come back another day when I would have an answer to their demands. I realised that one of my officers was compromised but did not have no full evidence to pin her down.

Some days later, after being advised by the legal officer, I resolved the problem. I called the lawyers from their chambers and told them that since Mr Masajjage had a degree from a local university, he had no reason to apply for an equating certificate from the National Council for Higher Education. I showed them the sections of the law to that effect. They immediately left and I never saw them again.

The frustrations of this case made me write another memo to all staff on 12 September 2011 containing among a number of issues, the following:

Any mistake by any NCHE staff will adversely impact on the credibility of all staff and Council Members. The National Council for Higher Education is a regulating agency and MUST retain credibility. Therefore, any suspicious activities in the administrations of NCHE functions must, and will be, investigated thoroughly without at the same time attracting publicity in the press. To do so, the Executive Director, whoever he/she may be, must have the internal strength, patience and calmness to ride the storm of criticisms and insults before the truth is unearthed. In the end, every staff and council member will gain though one or two individuals may suffer.

Later on, the girl I suspected of dealing with Mr Masajjage and being a party to the Opoka/Abalo saga resigned from the NCHE. The staff who left due to these NCHE internal problems had friends who felt that I was too harsh to my workers. But I was working for the credibility of their organisation, which, if it had social approval for being honest, they would also get credit. The NCHE operates on its moral authority. It cannot afford corruption scandals in the way it operates and the decisions it makes.

### **Integrity is Heart of a Regulatory Agency**

Regulatory agencies survive not only on the law that permits them to operate as regulators but also on honesty and a high level of moral authority. Corruption negates the moral authority of a regulatory agency. From the day the NCHE Secretariat opened its doors, I decided that, anyone working for the NCHE had to be completely incorruptible. I believed corruption had four levels, which I had to steer clear off as the Executive Director of a regulatory agency. The first level was taking money from clients for personal use for a service rendered on behalf of the NCHE. The second level was to use public funds for personal purposes in any way. At the NCHE, the latter can happen during visitations, through unjustified claims, theft, forgery or outright stealing. The third level was changing of goal posts in the various administrative instruments to suit an individual who otherwise was not eligible to benefit from an allowance, gratuity, staff training benefits or leave. I fought such moves on many occasions. The fourth level was being paid public funds for work not done, including absenteeism, failure to finish assignments and pretending to do what one is not able to. This last level of corruption can be temporarily addressed because the employer might not have explained the task at hand thoroughly, the worker might not have been given the tools of the job and there might be good reasons for the failure to produce. The unproductive officer should be warned that he/she is consuming public money without output and could lose the job. I had two such officers at the NCHE and I warned them. The first improved, the second thought that I was 'frustrating' him and, he reacted in the typical Ugandan way: he went native by using 'tribal' explanations.

The equating of qualifications at the NCHE, the claims for various tasks or allowances and the trips that staff make to institutions have loopholes that must always be blocked by the accounting officer to avoid corrupt practices emerging in that regulatory agency. The heart of a regulatory agency is honesty. If it loses that, it is no longer a regulatory agency: it is a robber agency. Despite the corrupt practices going on around our society, the NCHE must remain corruption-free. I stuck to that ideal and left NCHE after ten years of service without academic or financial scandal involving staff, the institution or myself. The NCHE had positive annual reports from the Auditor General for the period of 2002 – 2012. Members of Council and staff should rejoice in this achievement. They stood with their heads above their shoulders and lived to the most respected ideal in society: honesty and giving everyone their due.



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## Constituting a New Council for NCHE

### **Introduction**

By the end of 2011, it was clear that most of the original members of Council had served their two terms as per Section 7 (4), which reads as follows:

Except for the Ex-officio members, all members of the National Council shall hold office for a period of five years from the date of appointment and shall be eligible for appointment for one more term.

Appendix 2 shows the various specific dates for the terms of each of the members in question. Although the Executive Director does not participate in any of the elections of members of Council, he/she 'directs' the processes of constituting a Council by giving it the administrative support it needs to elect some of the Council members. He/she alerts the various constituencies mentioned in Section 7 of the Act of the presence of a vacancy and that the constituency should elect or nominate a candidate. The name of the suggested candidate is then sent to the Minister, if a ministerial approval is needed, for confirmation as a member of the National Council for Higher Education. In the past, it was the practice of the Minister to send the approved documents to the member through the Executive Director. The latter would then present the papers to the new Member and Council for information and reception of the new member, respectively.

### **Controversy Over the Filling of Vacant Seats**

Most of the exercise of filling vacant seats of members of Council in 2011-2012 went smoothly except for those of two representatives of vice-chancellors and senates of private universities. My impression, derived essentially from circumstantial evidence, was that some vice-chancellors combined with forces that desired to control the National Council for Higher Education, tried to influence the election process of the said representatives probably for self-interest. Their attempts highlights the extent to which market forces had penetrated the academy.

The Chair of the Vice-Chancellors' Forum at the time thought he could organise the elections of representatives of vice-chancellors and senates of private universities to the NCHE and just submit the names to the Executive Director as a *fait accompli*. In the past, when such a vacancy occurred, as a gesture of goodwill, I consulted the sitting Chair of the Forum on the matter. Both the Executive Director and the Chair of the Forum jointly met the relevant constituencies openly and publicly. I thought that the same procedures would be followed this time around. I called the Chair of the Forum for a cup of tea and presented the issue to him as defined in Section 9 (2) of the Act, that is:

Where a vacancy occurs, the Executive Director shall notify the authority which appointed the member vacating office within a month and the authority shall appoint another person in that members place.

In this case the authorities were, separately, the Vice-Chancellors and members of the senate of each private university, not the Vice-Chancellors Forum. Soon after my meeting with the Chair of the Forum, I heard that he had called a special meeting of Vice-Chancellors and, may be other officials to elect representatives to the NCHE Council. I did not receive any invitation to attend. On previous occasions when the Forum discussed matters where NCHE was part of the equation, I was always in attendance.

I then spoke to the NCHE Legal Officer and a top official of the NCHE who alerted me to a number of problems in the way the subject elections were being conducted. The problems were as follows:

- (i) The Vice-Chancellors Forum is not mentioned in the Act, and objections of letting that body elect members to the National Council could be raised by some dissenting voices. I wanted a discussion with the Chair of the Forum on how this problem could be overcome but the opportunity was denied;
- (ii) According to section 9(2), the Executive Director must consult each of the senates to participate in the election of a representative;
- (iii) He must also contact the Vice-Chancellors directly although he can use another forum like the Vice-Chancellor's Forum where the concerned parties can make agreeable decision at his discretion;
- (iv) The period of one month before the vacancy occurs must be observed. In this case, the vacancies occurred on 1 May for both the positions of the private universities' vice-chancellors and on 1 August 2012 for the public universities' senates. I wanted to discuss these points with the Chairman of the Forum and may be set a date that would not be challenged in court; and
- (v) The spirit of section 9(2) is that the Executive Director should direct the process of the election for the good of the state had not been observed.

These developments could cost the NCHE money and credibility if a complainant lodged a case against the election process. By 2012, the NCHE profile was very high and there were many individuals from the public who wished to sit on that body. I also feared that the forces of *for profit* motives in higher education were trying to control the NCHE and take it away from pursuing the traditional ideals for which higher education has stood. Those ideals are the disinterested search for the truth, the creation of knowledge and the training of the next generation to build and live in a harmonious society. I had to fight these for-profit forces for the sake of those ideals, the nation and our descendants.

Unfortunately, the Chair of the Forum did not wish to discuss these problems with me despite my telephone conversation with him and my sending him a signed letter I wrote from a national park location where I could not get the official letter-head to write on for which he took strong exception. He went ahead to organise 'elections' and wrote to me a very discourteous letter. In the meeting he organised, he was one of the two representatives 'elected' to the NCHE governing body, the Council.

### **Constituencies Elect their Representatives**

I decided that for the good of my nation, I had to guide the NCHE to properly constitute itself. After all that is why my title was 'Director'. I had to give strong advice and direction to the constituencies and let them decide who to elect within the law. I sought the advice of the legal officer on how to go about the project.

The Legal Officer, Ms Faridah Bukirwa, and I, reviewed the law very carefully. We agreed that although the law did not give the Executive Director the right or permission to vote, the spirit of the law expected him to help the process take place. Thus, the constituencies elected their representatives on 13 April 2013 (Vice-Chancellors) and on 26 April 2012 (Senates) with my direction as described fully below.

### **Election of a Representative of the Vice-chancellors of Private Universities to the NCHE, 2012**

On 13 April 2012, some twenty-one of the twenty-nine (or 72.4 per cent) Vice-Chancellors of private universities or their representatives met at the headquarters of the National Council for Higher Education to, among other activities:

- (i) Elect a representative to the NCHE from among themselves;
- (ii) Familiarise themselves on the use of the kindle e-book reader as a supplement to their libraries; and
- (iii) Discuss issues pertaining to quality assurance.

Section 7 (d) of the Universities and other Tertiary Institutions Act, 2001 allows for: *One representative of the Vice-Chancellors of private universities elected from among themselves.* There were two points to note:

- (i) That an individual must be elected by the said Vice-Chancellors and he/she must be one of their number; and
- (ii) The law does not give full guidelines on who supervises the elections.

Since each of the vice-chancellors had an interest in the matter, it was against natural justice for any one of them to organise and manage these elections.

However, Section 9 (2) by implication gives the Executive Director of the National Council the duty to initiate and make it possible for the said vice-chancellors to elect a representative. I interpreted the section as follows:

- (i) The authority to elect a representative of the vice-chancellors of private universities to replace the retiring Rev. Bishop Dr Michael Sennyimba was the vice-chancellors of private universities, sitting together and electing one of their number as their representative;
- (ii) The Executive Director informs that authority of the details of the vacancy and the legalities surrounding the issue, before and when they meet;
- (iii) Since each one of the vice-chancellors is an interested party in the election and could manipulate the process in his or her own favour, none of them could organise the election without prejudice; and
- (iv) However, the Executive Director's role does not go beyond informing the authority. The authority is only constituted when the vice-chancellors are sitting as a group.

I, therefore, asked two individuals to help in the management of the elections:

- a) Ms Mugabi Justine Ahabwe, a Commissioner of the Uganda Electoral Commission, and
- b) Mr Robert Odok Oceng, Ag. Commissioner for Higher Education, Ministry of Education and Sports;

Both had been invited as observers but their presence proved to be a blessing. Both agreed. The Executive Director and his staff left the platform for the two to manage the exercise.

## **Nominations**

Three people had earlier indicated to the Executive Director that they would like to stand. These were the Rev. Dr John M. M. Senyonyi, Vice-Chancellor, Uganda Christian University; Professor Joy Kwesiga, Vice-Chancellor, Kabale University; and Mr Phillip Shero, Vice-Chancellor, LivingStone University, Mbale.

However, the meeting of vice-chancellors insisted that since they were, as gathered, the authority, people intending to stand must be proposed, seconded and nominated in that meeting. This position was unanimously adopted and so the process began. The Rev. Dr. John Senyonyi was proposed by Prof. Paul



Mugambi and seconded by Dr Charles Olweny. He was nominated unanimously to contest. Professor Joy Kwesiga of Kabale University was proposed by a member and seconded by Dr A. Mpaata. She was nominated unanimously to contest. Mr Phillip Shero, Vice-Chancellor, of LivingStone University withdrew his name in favour of the Rev. Dr John Ssenyonyi.

### The Elections

Before elections could start, the two candidates were asked to show their identity cards, hard copies of proofs of their qualifications, of titles they bore and appointment letters of the jobs they were then employed to do. Both candidates were well prepared. They presented the papers to Ms J.A Mugabi and Mr Robert Odok Oceng. Both sets of papers were found to be genuine and the candidates were cleared to stand. Each of the two candidates was asked to speak about themselves briefly without campaigning.

The ballot box was shown to the authority (The Vice-Chancellors) for them to make sure that it was empty. It was proved to be empty. The twenty-nine ballot papers that had been prepared were shown to the voters who were asked to write the name of their choice on a space provided for the purpose.

Voters were called by name, one at a time, to vote, following the order in which they had registered as they entered the function place prepared by the NCHE. Those qualified to vote picked a ballot paper and put initials on the same on official paper. Concurrently, a record of them was made for extra reference. Each voter was given sufficient time to write the name of his / her preferred candidate and put the ballot paper in the Ballot Box.

When the voting was over, Mrs Mugabi assisted by Mr Oceng publicly opened the ballot box, read and showed each ballot to the audience and a tally on a flip chart was made against the name of the candidates. When the counting was over, the results were as follows:

Twenty-one of twenty-nine expected eligible voters (i.e. VCs of private universities or 72.4 per cent) voted as follows:

(i)	Rev. Dr John M. M. Senyonyi	14 votes (66.7 per cent)
(ii)	Prof. Joy Kwesiga	7 votes (33.3 per cent)

Eight blank ballot papers of vice-chancellors that did not turn up or send representatives were also shown to the authority.

Rev. John Senyonyi was declared the representative of Vice-Chancellors of private universities for five years beginning May 2012. Mrs Joy Kwesiga congratulated the Rev. Dr John Senyonyi and wished him well. In return, Rev. John Senyonyi thanked her for her participation.

The Vice-Chancellors thanked Commissioners Ms Mugabi and Mr Robert Oceng for agreeing to help in the management of the exercise much as the two had been invited as observers. Their volunteer spirit was commended. An impartial NCHE official took the minutes of the proceedings.

### **Election of Senate Representative**

On 26 April 2012, representatives of senates of private universities held a meeting at the premises of the National Council (NCHE) to:

- (i) Elect a representative of private university Senates to the NCHE from among themselves;
- (ii) Acquaint themselves with new technologies in the delivery of higher education; and
- (iii) Have a discussion with the NCHE staff on issues regarding Quality Assurance.

The exercise was witnessed by Ms Mugabi Justine Ahabwe, a Commissioner with Electoral Commission and Mr Timothy Ssegobe of the Department of Higher Education, Ministry of Education and Sports.

Having constituted themselves as the authority in their capacity as representatives of the Senates of Uganda's private universities, senate representatives began the process of electing the representative as follows:

Dr Mouhamad Mpezamihigo, Vice Rector (Academic Affairs) Islamic University in Uganda, was proposed by Professor Reuben Mugerwa of Bugema University. Saida Najjuma of Ndejje University seconded the nomination. After the proposals, there was a three to five minutes' silence as representatives of Senates waited for a second name. When this was not forthcoming, Dr Kanyesigye of Uganda Christian University proposed that nominations be closed. The latter proposal to close nominations was seconded by Dr Kisekka Joseph, Deputy Vice-Chancellor Uganda Martyrs University, Nkozi.

- (iv) Authentication of papers

Before confirmation of the candidate's being declared elected unopposed, he was asked to present papers showing his identity, qualifications, titles he held, appointment letters and the institutions that conferred those qualification titles on him. The purpose of this exercise was to make sure that representatives of senates were persons of integrity, and were what they said they were. When the papers were proved to be genuine, Dr Mouhamad Mpezamihigo was declared the representative of senates of private universities to the National Council for Higher Education for a period of five years starting from May 2012.

## Judicial Review of the Conduct of Electing the Representatives

After going through the election exercises as described above, I read in the media that one of my former staff, Patrick George Okae, had submitted to the court of Appeal, Kampala, a judicial review case, Misc cause no.106 of 2012 against the NCHE, myself, Dr. Rev. John Ssenyonyi and Dr. Mohammad Mpesamuhigo (i.e. Mpezamihigo). I later got the court papers of the same. He asked for a judicial review of my actions. A judicial review is a specialised remedy where an administrative body has made a decision and contesting parties wish to revise or reverse it.

Mr Okae worked as a Higher Education Officer at the NCHE from 2004 to 2011. I convinced myself that he was acting alone. I sat down with the Legal Officer to review the case. We realised that he had a weak case because:

- (i) He was not a vice-chancellor and so he could not represent that body. Neither could he represent senates, as academic registrars are not members of senates;
- (ii) He therefore lacked the *locus standi* to speak for either vice chancellors or the senates;
- (iii) The right to vote a representative to the NCHE is given to persons who are vice-chancellors or members of senates, not associations like the Vice-Chancellor's Forum;
- (iv) The Act does not mention the Vice-Chancellor's Forum, nor empowers it to send representatives to the NCHE;
- (v) All private universities were, at the time, not members of the Vice-Chancellors Forum and some were totally opposed to its activities. As such, the Forum could not speak for all Vice-Chancellors of private or public universities. It could, therefore, not send a person who represented all Vice-Chancellors.
- (vi) The Forum was not fully constituted as a legal person that could sue or be sued. Its name was reserved with the Registrar of Companies and registered as an association. Thus, even if the Act permitted the Vice-Chancellors' Forum to send representatives to the NCHE, it would have had to complete its registration process before it could be regarded as a 'legal person' that could send representatives to bodies like the NCHE;
- (vii) The elections conducted by the Forum Mr Okae mentioned in paragraph 12 and 13 of his submission were conducted by the chair of the Forum instead of the 'returning officer' in violation of clause 13(e) of the Forum's 'constitution.' Therefore, the two 'elected' representatives were not properly elected according to the Forum's own rules; and
- (viii) The Forum is composed of both public and private universities and therefore it was not clear that the elections the Forum conducted were restricted to representatives of private universities or included persons from public institutions.

After deciding on the main arguments of the case we met our external lawyers. He improved our defence affidavit. On 7 November 2012, after we had presented our affidavit, I learnt that Mr Patrick George Okae had withdrawn his application because he had *lost interest in prosecuting the above application, and therefore, personally withdrawn the same accordingly and effectively.*

Mr Okae's withdrawal of the complaint took me by surprise. I was prepared to fight him because I felt that the case represented forces that have little interest in the delivery of quality higher education. Their interest, as far as I could discern, was the money they would make in the process of delivering higher education. However, I was humbled by his realisation that he had no case. I dropped any thought I had of asking him for compensation of damages. His application had appeared in the press and damaged my image. At the end of the day, Dr Rev. John Ssenyonyi and Dr Mouhammad Mpezamihigo remained as members of the National Council for Higher Education for five years from May 2012.

My contract as Executive Director ended on 30 November 2012 and was not renewed by the Minister for the extra two years the NCHE Council had asked. At the end of my ten years of labour, I believed that I served my nation well as the founding Executive Director of the NCHE. This gives me satisfaction.

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## Conclusion

### **A Model University is a Free One**

While it is clear that the NCHE and other regulatory agencies in Africa have done a marvelous job in assuring quality, the university institution is still the major determinant of quality knowledge production and delivery. Although each nation has local specific types of institution, the Humboldtian model of a university that integrates teaching and research in the context of institutional autonomy and state support, seems to be the most commonly adopted one. For generations, the university has been the site of knowledge creation, discovery and transmission. To do so, the university needs institutional autonomy, academic freedom for its staff and full funding of its activities. As I pointed out in an earlier study, the freer the university, the more likely it is to generate and deliver quality education (Kasozi, 2009). And as Justus Mugaju's words quoted in chapter three remind us, 'a model university is independent in the development of its curricula, the enrolment of students, the recruitment and promotion of academic staff and the determination of research programmes and priorities. It jealously protects the academic freedom of its faculty and resists unwarranted external interference'. That is the rock upon which the walls of higher education have been built for generations. If that is the case, how long will Africa need higher education regulatory agencies to supervise institutions of higher learning? Is it not more appropriate to focus on individual university development rather than centralise quality assurance enforcements?

As I administered the NCHE and enforced the benchmarks listed in this book during the years 2002 to 2012, I was constantly pained by the fear that the NCHE could become a permanent big brother who, if left to regulate universities forever, would play the role of police inspector of universities and deny these institutions the freedom they need to develop as 'model universities'. Indeed, some of my staff saw the current regulatory functions of the NCHE as a permanent feature of Uganda's higher education landscape. At the same time, however, I realised that the increasing demand and the subsequent massification of higher

education in Uganda and the rest of Africa, generated the mushrooming of many young institutions. Some of these were rogue and fly-by-the-night institutions established for profit motives. Examples of unbecoming behaviour by a number of Ugandan private university owners narrated in this book testify to this reality. I concluded that to protect citizens against inferior higher education, regulating institutions of higher learning is necessary, at least for now. As items 2-3 of this chapter shows, regulatory agencies including the NCHE have done good work for Africa in the period 1960 to 2012.

### **Many African Countries have Established Regulatory Agencies**

Many nations in Africa have created regulatory agencies to assure the delivery of quality higher education and to formulate higher education ideas and policies (Knight, 2005; Saint, 2010; Schoole, 2012; Tierney, 2012; Kremmer, 2010, Naidoo, 2005, Eaton, 2007, Bailey, 2015). The first quality and accreditation agency in Africa was created for Francophone sub-Saharan Africa in 1968, followed by those for Kenya, 1991; Nigeria, 1991; Cameroon, 1991; Ghana, 1993, Tanzania, 1995; Tunisia, 1995, Mauritius, 1997; Liberia, 2000; South Africa, 2001; Uganda 2002, Ethiopia, 2003, Mozambique, 2003; Sudan 2003; Egypt, 2004; Namibia 2004, Rwanda and Zimbabwe 2004 (see Appendix 1). The specific aims of these agencies were not different as those for Uganda as described in chapter 1. In the period 1990 to 2012, many universities in Africa were established and regulated by these agencies as described in items 3-4 below.

### **The Building of University Sectors**

Since the 1990s, in most of Sub-Saharan Africa, the establishment and management of universities has been devolved to higher education regulatory agencies. By accrediting universities and programmes, supervising the delivery of quality higher education and the general management of institutions, these agencies have, and are, performing a necessary function that was previously the mandate of ministries of education. To do their work, however, these agencies need capable and independent boards or councils. In Kenya and Tanzania, these agencies have operated without too much external pressure or influence. The NCHE in Uganda and Rwanda have operated relatively freely. Between 1980 and 2010, over one hundred universities were established in East Africa through these agencies.

### **Establishment of Quality Mechanisms: External and Internal Quality Checks**

In the majority of African countries where higher education regulatory agencies have been established, a dual quality assurance framework has been established. The two parts of this mechanism are the external and internal quality assurance

enforcing mechanisms. The regulatory frameworks at the external national levels are enforced by the regulatory agencies which regulate institutional accreditation, accreditation of individual programmes, merit-based admissions into higher education institutions, credit accumulation and transfer, the quality of teaching staff. They also regulate examination procedures and standardisation of academic awards, research and publications, institutions' infrastructure and facilities, and regulation of cross-border higher education.

The institution itself enforces the internal component of quality maintenance. Institutions are asked to have an administrative unit or office to oversee quality in all the divisions of the university. Universities are asked to carry out institutional audits every three to five years to assess performance. These internal audits include looking at the general audits themselves, institutional governance, the quality of teaching and learning, the quality of the academic staff, sufficiency of education facilities, research and publications, the quality of outputs, financial management, relations with the surrounding community, and other pertinent items. Regulatory agencies supervise external audits that follow the internal ones. The aim of the external audit is to supplement or to fill any quality gaps identified or omitted by the internal audit. Unfortunately, many regulatory agencies have not fulfilled their responsibilities of conducting external institutional audits. As noted in in this book, five universities in Uganda carried out thorough internal institutional reviews in 2008. But the NCHE failed to do its part by following up these initiatives. I apologise for this failure. There was too much work on my plate.

### **Intrusion into the Institutional Autonomies and Academic Freedom of Universities**

There is a feeling amongst seasoned academics that the operations of regulatory agencies intrude into the institutional and academic freedoms of universities. Institutional autonomy of a university refers to the overall corporate ability of a university to act by its own choices in pursuit of its vision and mission without reference or interference by external authorities or individuals. Academic freedom, on the other hand, is the individual freedom of university workers to teach, do research, speak and publish without interference, penalty or intimidation from internal or external authorities. Academic staff should be free to carry out disinterested search for the truth without fear of interference by forces internal or external to the university, provided the subject staff does not violate the rights of other parties. A number of leaders of regulatory agencies accept all the above positions but see themselves as guardians of young institutions that need nurturing to maturity. But they also realise the presence of many rogue institutions that should not be allowed to deliver inferior higher education.

## **The Agencies Should Gradually Reduce their Demands as Universities Improve their Capacities**

The way out of this dilemma is for the agencies to reduce their regulatory demands as universities improve their capacities to perform what they were established to do. If the public can be assured that a given university has developed the capacity to deliver quality education, there will be no need for a regulator to visit that institution for inspections regularly. However, many of the newly established universities in Africa lack academic traditions, staff, infrastructure, research traditions and what it takes to be referred to as 'universal' institutions. Many are teaching institutions producing no original knowledge, their infrastructure meagre and financial bases very poor. They still need guidance of regulatory agencies to steer them through the rough storms of growth. When these universities become world-class institutions, regulation should be relaxed. However, from what I know of our institutions in Uganda, Kenya, Rwanda and Tanzania, the period when our new universities will mature to that level is decades away. But it should come sooner for strong ones like the Kigali Institute of Science and Technology.

My advice is that the NCHE regulating functions should continue for the next twenty years for all institutions. After that period, performing institutions that have established sound internal quality assurance mechanisms and credible external peer review systems should be left alone to manage their affairs as per their vision and mission. *That is, the role of the NCHE as a regulator should gradually decrease as the quality assurance capacity of an institution increases.* But the second role of the NCHE as leader in the search and production of higher education ideas should continue and be strengthened. The NCHE should provide higher education researched data to the state, the institutions and the private sector for the public good. Its flagship publication, the *State of Higher Education and Training*, as well as its *higher education review and its annual exhibitions*, should be permanent features of the organisation. To perform those functions, however, the NCHE must be well funded, well-staffed and corrupt free.

## **I Look Ten Years Back from 2002 to 2012**

The period from 2002 to 2012 was challenging but very fruitful for the NCHE, for me, Professor F.I.B Kayanja, the chair, Hilary Obonyo the vice chair, Erick Kigozi who came on board as vice chair later on, members of the first and second councils as well as staff who served in that period,. We started an organisation from scratch, designed benchmarks for assuring the quality of higher education in this nation, set up an administrative organisation to do so and contributed to the production, publication and exhibition of higher education ideas. We laid the administrative structures of a strong regulatory agency that was admired and approved of by the public. It is true that in the years 2010 to 2012, there was some loss of focus as attention to duty was compromised by the struggle for resources



within the secretariat. Despite these problems, however, a lot was achieved as this book has shown.

Governments can help agencies they create if thorough prior planning is undertaken before an agency is established. Before launching an agency, a study of its structure, costs, expected outputs and its relations with existing organisations should be done. In this way, all staff, board members, and other stakeholders will know their roles and responsibilities. All would then have a shared image of the institution. This knowledge should reduce conflicts and acrimony that interfere with performance of tasks to achieve the goals for which an agency is established. One of the major sources of conflicts and acrimony within the NCHE Secretariat in my last two years at that organisation was that no agreed pre-existing guidelines of the organisations' ruling institution were in place before the Secretariat was launched. What we had in place were weak structures developed to suit circumstances as we drifted through the years. As a result, personal interests influenced whatever was suggested as an administrative structure, hence the acrimony. Connected with the above factor is funding. Underfunding of an agency defeats the purpose for which it is established. The NCHE failed to do what it was expected of as section five of the Act demands due to initial underfunding. The organisation could not recruit staff who were able to perform the dual mandate of management and knowledge production that the NCHE was tasked to do or have the facilities it needed to do its daily tasks. When funding was increased, for many staff, distribution of increased funding to themselves superseded the need to create structures to put this money to institutional corporate needs. But I fought hard to have a structure of the NCHE that would ensure that the organisation served the public good. In doing so, a number of individuals including me were bruised, but the STF recommended structure was accepted, and various parts of it are in place. I felt that the putting in place of a well thought out NCHE structure and increasing the funding base of the organisation were some of my major achievements at the NCHE in the last few years of my directorship. I look back with satisfaction and peace of my mind as I note that key positions of the NCHE are being filled with qualified and experienced staff. But they need to perform well and do so with integrity to prove their worth. Qualifications and experience without integrity, production and execution of given tasks cannot be rewarded. The NCHE should adopt the performance-based payment system to address this problem.

As noted in the text, the failure of the NCHE to have Government resolve the MAK/MUBS controversy indicates the limitations of regulatory agencies. Though we worked hard on the issue and provided a blueprint for resolving that conflict, to date, the issue has not been resolved. Through the hard way, I have learnt that education policies are, in the final analysis, political decisions and are therefore influenced by political considerations. Options to solving complex

social problems might be studied and possible answers found by think tanks, academics or agencies. But political decisions offer the last word in resolving these issues. Nothing will happen until relevant political decisions are made. The four major higher education problems that the Uganda state must address if it wishes to economically move at the same speed as other East African countries, particularly Kenya, are first to refocus its attention to promoting technical education. Currently, as the book has endeavoured to point out, the higher education sub-sector is irregular and resembles an inverted pyramid with more students in universities than technical colleges. Political intervention must be used to rectify this anomaly. In pursuit of this goal, Uganda should, like Tanzania and Kenya have done, enact a separate act for universities and the other for other tertiary institutions. Secondly, the country must spend more as a percentage of GDP on higher education. Not only must tax incentives be extended to higher education initiatives but also education institutions must be given the freedom to raise and spend money on higher education without state interference.

On their part, higher education institutions must be more accountable in the way they manage their general governance, financial and academic processes. Thirdly, the financial and governance linkages of public universities to the state must be totally delinked as I elaborated in an earlier book (Kasozi, 2009). To minimise the adverse impact of government bureaucratic behaviour on universities, medium bodies like 'Grants' committees to which public funds are remitted for use by universities should be created. Fourthly, the government must speed up the process of introducing a higher education credit system to enhance mobility of students between the 'academic' (university sub-sector) and the other tertiary institutions. A credit system will reduce rigidities and ease mobility among the sub-sector, disciplines, institutions and encourage long life learning for individuals. Lastly, officials and politicians must be courageous and change to 8-4-4 system. The latter system will give the higher education sub-sector more potential science and technology students, it will eliminate the streaming of children too soon into narrow disciplines from which they cannot escape. In other words, it will enable them to choose Arts or Science streams when they are more mature and provide them with a more broader education than they are getting now. Uganda must wake up in higher education reform. We are miles behind Kenya, Rwanda and Tanzania.

## Afterword: The Balance Sheet of Ten Years Work by the NCHE

Mouhamad Mpezamihigo

### **Introduction**

It is clear from the contents of this book that, from 2002 to 2012, the NCHE achieved a great deal of what it was established to do. It enlarged and organised the higher education sub-sector by accrediting institutions as well as new and old programmes. The NCHE developed the necessary benchmarks for the maintenance of quality in higher education and trained several people as assessors to enforce the benchmarks. Many of these assessors were from within the higher education sub-sector, and their presence not only enhanced quality but also increased university capacities. In the period 2002–2012, the NCHE created an image of honesty, forthrightness and a defender of ethical values in higher education. However, a lot still remains to be done. In this afterword, therefore, I will like to reflect, as in a balance sheet, on what has been done and what remains to be done.

### **First Council Insights, 2002–2007**

The first NCHE Council was constituted in 2002 and served until 2007. The majority of the Council members were returned to serve in the second Council for the period 2007 to 2012 under Professor F.I.B. Kayanja as Chairperson and Mr Hilary Obonyo as Deputy Chairperson. In this period, the NCHE achieved a number of targeted objectives. But there were a number of unfinished businesses.

On 10 January 2003, a special Council meeting was convened (NCHE Council Minutes, 2003a). The main agenda was the establishment of Council Committees

that would operationalise the NCHE functions as per the Universities and Other Tertiary Institutions Act (UOTIA),<sup>2</sup> 2001 and as amended in 2003 and 2006. The committees established then were: Accreditation and Quality Assurance, Curriculum, Development and Planning, Cooperation with Commerce and Industry, International Relations and Sister Institutions and Finance and Administration.

The members present included Prof. F .I. Kayanja (Chairperson), Mr Hillary Obonyo (Vice Chairperson), Dr Alex Kagume and Dr Ben Otto. Others included Mr Solomon Ondoma Mugisha, Sheikh Muhammed Ali Waiswa, Ms Dolorence A. Wakida, Mr Karoro E.A, and Mr Emmanuel Nturusize. Ms Winifred Helen Akot and Prof. Michel Lejeune were also present in person. Prof. A.B.K. Kasozi, the founding Executive Director, was also present in addition to other NCHE Secretariat staff in attendance. This meeting was a landmark in the NCHE Council history because it defined the way Council would realise its aspirations in regulating higher education in Uganda. The subsequent meeting recorded as the 6th meeting held on 27 January 2003 (NCHE Council Minutes, 2003b), continued the deliberations on the proposed Council Committees and also the proposed draft of the NCHE 10-year Strategic Plan, including an administrative structure proposed by the Executive Director . At that moment, the team at the NCHE Secretariat had many ideas of the tasks lying ahead.

From the outset, there were proposals from Council to bring on board other professionals and academics with experience whenever Council decided to undertake quality assessments of universities. For example at the very beginning, there was a proposal that the NCHE co-opts two to three experts from outside Council in the relevant fields during inspections or special tasks in higher education institutions. As a result, Council involved many professionals in providing technical and professional advice during accreditation of academic programmes and visitations, and inspection of institutions. The unfinished business in this regard is the need for NCHE to build and maintain a database of such professionals who can always be accessed for special assignments.<sup>3</sup>

In addition, the NCHE Secretariat team planned to learn from other regulatory agencies in the region. For instance, there were visits to the NCHE on 27th January 2003 by Prof. Chacha-Nyaigoti-Chacha, Executive Secretary Inter-University Council for East Africa, Prof. Justin Irina, Executive Director, Kenya Commission for Higher Education and Mr. William Sabaya, Executive Secretary, Tanzania Higher Education Accreditation Council who delivered talks on higher education councils of East Africa. Over the ten years of NCHE's existence, similar exchanges of visits were made to related agencies in the region or vice versa. Learning from others helped NCHE to take shape and develop its formal structures and systems.

## **Initial Setup of Rules, Regulations and License Fees**

A few rules and regulations that would later govern how the NCHE would operate were approved in a Council retreat held on 5 September 2003 at Sunset Hotel in Jinja, Eastern Uganda (NCHE Council Minutes, 2003c). These rules were Granting of Provisional Licenses, Granting a Charter to Universities, Provisional License to Tertiary Institutions and Granting a Certificate of Classification and Registration.

Although Council approved these rules and regulations, they were not properly distributed to stakeholders. The cost of inspections of universities or other tertiary institutions was also not set from the start but was only implied through blanket-approved fees as per one or more of the rules and regulations passed by Council. Further, the NCHE did not immediately gazette its rules and regulations. This failure brought Council problems in courts of law, for example the loss of a case to Uganda Pentecostal University was as a result of this failure. Fairland University was also licensed as a result of this gap.

Earlier on in April 2003 in its seventh meeting (NCHE Council Minutes, 2003d), Council approved different application forms that were to be submitted before a provisional license or charter was granted to any university or other tertiary institution intending to operate in Uganda. There were financial obligations for institutions that applied set by Council as follows:

- a) For a Certificate of Classification and Registration, the Institution was required to pay Uganda shillings 5,000,000 only or 250 currency units (i.e. one currency unit Uganda shillings 20,000);
- b) For a Provisional License, the amount was Uganda shillings 7,000,000 only or 350 currency units; and
- c) For a Charter; the amount was Uganda shillings 10,000,000 only or 500 currency units.

In a bid to inform the public of Council progress, Council made public the list of recognised institutions as early as June 2003 in the print media. Other business that pre-occupied the first Council was the status of Makerere University Business School (MUBS) and its mother University, Makerere. It is now close to nine years (2003-2012), and MUBS remains one of the unfinished businesses of Council. The question here is, to what extent has the resolution of the MAK/MUBS controversy been delayed by the NCHE inaction? How does the NCHE plan to conclude the MUBS question? What amount of power or leverage does the NCHE wield over the MUBS/MAK controversy? The failure to influence this issue clearly indicates the political limitations of regulatory agencies. Much as they have expertise and often give the best options, political considerations by those who hold power determine the final word.

The other matter for discussion was whether or not to license training institutions of the forces (army, police and prisons). This issue dragged on for long until 2013 when the NCHE pronounced itself on the matter and approved equivalences of army qualifications. The NCHE conducted thorough inspections and discussions of the army academic and training institutions and decided to document what the equivalences are, compared to the conventional civilian track of education ladders or levels. The Uganda Peoples Defence Forces (UPDF) operates several institutions that have over the years trained and graduated their own workers but which also required recognition so that serving UPDF officers can easily transfer into the civil education systems or use them if they rejoin civilian lives. The delay in settling the matter of UPDF doubtless disadvantaged many former service personnel who must compete with civilians who enjoy careers following conventional education. How does the NCHE plan with UPDF to mainstream the military qualifications equivalences in the East African Federation Agenda?

The other task that was sparingly handled was the issue of setting up a credit accumulation and transfer system that would be appropriate for Uganda and relevant at regional and international levels. To date, NCHE has not gazetted a qualifications framework and a complete credit transfers system, although there are many of the academic programmes whose minimum standards have been agreed on. Of course, credit goes to NCHE for having set up minimum standards for many undergraduate courses. The next five years of Council should complete this long awaited credit transfer and accumulation system and a National Qualifications Framework that would allow access to higher education by many who are currently left out.

### **Selecting a Public Representative to Council**

The 7th meeting of Council decided that the Council representative from the public be chosen. This position had not been filled at the time of that Council sitting (NCHE Council Minutes, 2003e). This did not materialise until in its 9th meeting/retreat held on 5 September 2003 at the Sunset Hotel, in Jinja, Eastern Uganda (NCHE Council Minutes, 2003c). Council members nominated Mr Eric Kigozi and the late Prof. Senteza Kajubi as candidates. Mr Eric Kigozi emerged winner after a secret ballot process and was appointed representative of the public to Council. The procedure followed in choosing the public representative to the NCHE Council was that Council members were asked to propose names, collect and submit their curriculum vitae and applications and submit to the NCHE Secretariat. This was then followed by an election done by Council members and the winner appointed became a full member of the NCHE Council. This method of choosing a member from the public was consistent with section 10 of the Act. Mr Kigozi served with dedication as Vice Chairperson of Council, Chair to several task forces including that of the NCHE re-structuring, staff review and many more including being head of visitation teams to many higher education institutions.

The method used for choosing the public representative to Council may require re-thinking because it does not open up the opportunity to what is known as the *public*. On the other hand, Council needs to give a wider definition of what is known as the public and enshrine it in its rules and procedures in the selection process. The public domain is known to be too wide for one to have a more accurate mechanism to fairly select a public representative to Council. Council may, for the moment, use a similar approach until a better method is developed.

### **Initial Self-assessment of the NCHE**

In the third quarter of 2003 Council decided to take stock of what had been achieved by that time. The self-assessment of Council included among others setting up of a functional office, specifying Council committee tasks, collecting of data from institutions, listing of universities and other tertiary institutions, training of Council members, strategic planning and the raising funds for the NCHE. By mid-2003-5, institutions were visited and experience in doing so obtained by the NCHE. Other assignments included discussions on curricular and mapping of Other Tertiary Institutions in the Country. Unfortunately, this has not yet been concluded to date (2012) as evidenced by the fact that many other tertiary institutions in Uganda remain unlicensed and probably unknown but continue to offer illegal training to gullible students. NCHE Secretariat explains that this unfinished business persists because the agency is thinly staffed and limited by funds.

### **Universities and other Tertiary Institutions Begin to Seek the NCHE Approval**

By 2005 several institutions had sought approval from the NCHE to operate in the country. For example, Mountains of the Moon University in Fort Portal and Pearl Crest Hospitality (Training Institution) were granted a Provisional Licence and Letters of Interim Authority respectively in 2005 and 2006. Uganda Christian University and Uganda Martyrs University (UMU) were granted Charters, while Nkumba University was delayed by one year because it needed to address some issues including quality assurance, policy on admission, library space and the staff to publication gaps.

Council also approved the concept of a list of inspectors that would be sent to universities and other tertiary institutions for monitoring. This idea was not satisfactorily concluded probably due to unexplained reasons. It should be noted that for the last ten years, the NCHE has been sending teams of inspectors for monitoring and visitations composed of experts from outside Council, a selected Council members and technical staff members of the NCHE Secretariat. Reports generated from such visitations or monitoring teams have been subjected to the



relevant Council committees and later discussed and approved by Council itself. The interchange usage of inspector and experts remains unclear. The NCHE must determine and gazette its own terminology for continuous use for the years to come. For example, there are administrative visits, verification exercises, inspections and others which must be named and gazetted.

For the period reviewed, one major complaint and setback about the visitations has been the lack of, and or, delayed feedback from Council to the inspected institutions. Many institutional heads have complained about the lack of this feedback. Council has also not been in a position to take timely action or make appropriate interventions in the event that institutions have been found wanting or flouting rules and regulations. Even in the instance of positive feedback, reporting has not been forthcoming. Given the fact that there has been massification of higher education in Uganda, Council and its Secretariat, in particular needs to implement robust systems that would allow two-way communications between the NCHE and its various stakeholders. For example, the Research, Documentation and Development Department (RDD) should have created an archive where each report from each visit should be deposited for safety and assured retrieval in hard and electronic versions. This has however not been done. In this respect, the NCHE, and implicitly the officers of RDD, failed to do its work. We hope that the next ten years will see an improvement in the keeping and retrieval of reports using available technology.

### **Licensing and Revoking of Universities' Licenses**

The NCHE licenced many institutions as noted in chapter five and appendix 7. But it also closed non-performing institutions. Namasagali's provisional license was revoked due to non-compliance of the NCHE minimum standards. On the other hand, Mountains of the Moon and Kabale universities were granted provisional licenses, while Mutesa I Royal and All Saints University, Lira were each issued with a letter of Interim Authority.

In its meeting of 27 June 2005, Council launched the first State of Higher Education (SHE) 2004 report (NCHE Council Minutes, 2005b). The State of Higher Education and Training (SHE) (2004) highlights some issues, which required scrutiny including the state of institutions at the time. This publication, which is one of the major achievements of the NCHE, comes out on a regular basis. Other publications released during the same meeting were the Uganda Higher Education Review Journal and NCHE brochure.

By 2005, the NCHE was now beginning to take a lead role in knowledge creation and publications and therefore leading the way of what higher education institutions and agencies are expected to do: be leaders in knowledge production and dissemination. It had been suggested that the NCHE launches a Research and Publication Prize as a way to encourage research among university scholars. This



has, however, not been implemented to date (2012). It is one of the unfinished tasks that Prof. A.B.K. Kasozi<sup>4</sup> was not able to do but which the new management should start on as soon as possible.

### **The Council Approved or Rejected Licensing of Institutions**

Requests for provisional licenses for Fairland and Uganda Pentecostal University (UPU) were rejected. These were later issued with Provisional Licenses forced on the NCHE by courts of law. The NCHE yielded to the court order because it had acted without gazetting<sup>5</sup> the requisite rules and regulations. UPU was granted a Provisional License later in the year 2005. Council was forced to have a special sitting (NCHE Council Minutes, 2005b) to discuss that bad outcome of a court order and means of avoiding such mistakes of procedures and the law in the future. The Provisional Licence of Kigezi International School of Medicine was revoked due to a number of problems including difficulties in raising finances.

Letters of interim authority were issued to Global Open University and Financial Markets University. These two institutions have never taken off since then and one wonders what happened to their university project ideas. The NCHE must, as a matter of urgency, revoke their licenses. Provisional Licenses were granted to Bishop Barham College and later gazetted in 2006 as a constituent college of the Uganda Christian University. During the same period, Africa Bible College was granted a Provisional License as an Other Tertiary Institution.

The same Council sitting also approved a medical cover plan for its staff. There were also other matters concluded by the end of 2005, such as equating of qualifications of persons for Presidential, Parliamentary and Local Council V elections slated for 2006. This task was one of those that tested the integrity of the NCHE because any errors in the process could have put the NCHE standing on the line. A list of politicians who approached the NCHE for verification of their qualifications was generated indicating those who had qualified and those that were disqualified on academic qualification ground.

The lessons learnt from the Uganda Pentecostal University lost case and that of the intricacies of qualifying politicians required that Council refocuses its method of work. Council Committees were re-organised and their functions strengthened, while at the same time Council established a Special Committee to handle complaints from institutions of Higher Education. The members of the Committee were: Engr. H. Obonyo (Chairperson), Mr Eric K. Kigozi, (member), Mrs Dolorence Wakida (member), Dr Alex Kagume, (member) and Mr Robert Rugambwa (member). To date, there is no evidence that this Committee transacted business and probably there was no public knowledge of such a Committee to handle peoples' grievances.

## **Review of the NCHE Council Committee Functions and Roles**

Over a five-year period (2002-2007), Council committees became three: Quality Assurance and Accreditation (QAA), Research and Development (R&D) and Finance and Management (F&M). All three committees were refocused with clear terms of reference and functions.

The Quality Assurance and Accreditation Committee was mandated to assure quality in the entire higher education sub-sector through reviewing and processing applications for the establishment of institutions of higher education in Uganda; overseeing the accreditation of institutions of higher education; and investigating complaints relating to higher education institutions and devising appropriate courses of action. The Committee also had responsibility for developing and constantly updating acceptable indicators of quality institutions for higher education in Uganda; setting minimum standards for courses of study and the equating of degrees, diplomas and certificates awarded by institutions of higher learning. Also included in its mandate were accrediting programmes offered in universities; setting and coordinating national standards for admission of students into institutions of higher education; developing and updating curricula and implementing all necessary functions of the NCHE that relate to quality maintenance.

The mandate of the Research and Development Committee for the period under review was to enhance research and innovation in institutions of higher learning, enable the NCHE to generate higher education through publications, exhibitions, debate and visitations. It was mandated to find ways of raising research funds, to manage these funds and to make sure that university institutions participate in knowledge creation. It was also mandated to collect and publish information on higher education issues, evaluate national human resources requirements, and constantly evaluate the relevance and nature of the changing higher education structure.

The Finance and Management Committee's mandate for the period under review was to manage the finances and administration of the NCHE. As such, it was not only responsible for the collection, keeping and use of funds but also the management of staff and the welfare of Council members. In doing so, it was required to design financial regulations; to ensure that accounts were prepared and presented to the relevant bodies in time; to oversee the management and procurement of National Council property in line with Government policy and regulations; to ensure that the Contracts Committee was in place in accordance with laws and regulations on procurement and to, generally raise funds for both the NCHE and institutions of higher education institutions.

Although the committee functions had been reviewed up to 2007, and given the expanding role of Council and the NCHE Secretariat, the committee

functions required yet another sharpening to meet the demands of higher education in the country. Therefore, between 2007 and 2012 the functions and mandates of each of the NCHE Council Committees were further improved to make their functions more relevant to changing needs.

### **Formation of the Disciplinary Committee and the Road to the NCHE Restructuring**

In addition to the three earlier committees of Council, in 2010 Council established a fourth Committee named the Disciplinary Committee (DC). The mandate of the committee was to handle staff disciplinary matters on behalf of Council. I was appointed by Council as its pioneer chairperson, while Council also named Mrs Dolorence Alaki Wakida and Rev. Canon Henry Segawa as members of the Committee. For a period close to four months, the Disciplinary Committee handled staff complaints and understudied matters that needed urgent attention and potential academic fraud at the NCHE. Through its report to Council, the DC advised Council to consider re-organising the systems at the NCHE Secretariat. Council unanimously approved and formed a Special Task Force (STF) that would advise on the NCHE restructuring (NCHE Council Minutes, 2012). Earlier on in 2010 (NCHE Council Minutes, 2010), Council approved the idea of a study and the DC energised the issue by re-asserting the need for it. The STF was chaired by Mr Eric K. Kigozi, while M. Mpezamihigo, D. Wakida and H. Segawa were members. Dr Pius Achanga, a new and energetic member of staff, was coordinator and technical person from the NCHE Secretariat to handle all documentation and logistical arrangements.

Although the NCHE had envisaged the need for a specific study to restructure, the work of the DC created a reasonable option to use Council members who knew well what was going on and who would prescribe appropriate remedies to any identified problem rather than hire an external consultant to do the job. Indeed, in this approach of using its own members, Council saved on the costs of the exercise. The recommendations of the DC were also relevant and applicable because all staff except Patrick Okae, one of the higher education officers, participated in the brainstorming meetings.

Patrick Okae never explained his inability to attend the scheduled meetings but he later lost interest in serving the NCHE and resigned from his post a few months later. The senior management team including the Executive Director and his Assistants were given face-to-face interviews and therefore contributed ideas to the need for doing things differently at the NCHE and driving the organisation into the future.

### Analysis of the NCHE Annual Performance Reports for the Period 2005/2006 to 2011/2012

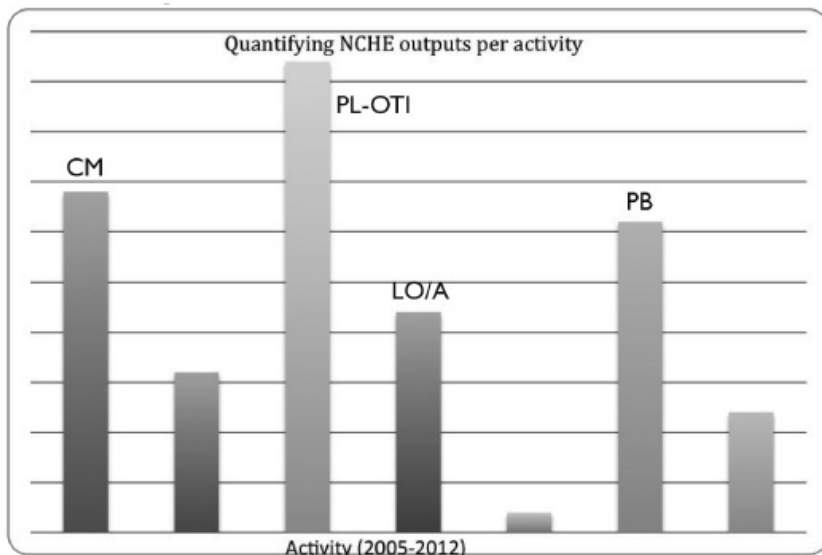
An analysis of the NCHE Annual reports from 2002 to 2013 shows a number of successes – and remaining work. Table 20.1 represents a summary of completed and remaining tasks for the period 2005/6–2011/12:

**Table 20.1:** Number of Council meetings, Letters of Interim Authority, Provisional Licenses, Charters, Publications and rules and regulations

Item	2005/ 2006	2006/ 2007	2007/ 2008	2008/ 2009	2009/ 2010	2010/ 2011	2011/ 2012	TOTAL
Council Meetings	5	4	5	4	4	5	7	34
Grant of Provisional Licenses to Universities	2	-	6	-	-	5	3	16
Grant of Provisional Licenses to OTI1	7	5	10	6	7	9	3	47
Letters of Interim Authority	3	3	7	2	3	2	2	22
Grant of Charter	1	-	-	-	1	-	-	02
Publications	4	4	7	2	7	3	4	31
Others, Rules and Regulations	3	4	3	2	-	-	-	12

Council met many times to handle business from the Council committees and in some cases held special meetings to handle urgent matters. The greatest output can be seen from the activities shown as provision of letters of interim authority, provisional licenses and producing minimum standards for various academic programmes (Table 20.1 of Figure 20.1)

On analysis, it is clear that the NCHE did their best in a seven year period (2005–12) in terms of activity reporting. More than 34 Council meetings were held yielding a significant output in terms of 16 Provisional Licenses to universities, 47 Provisional Licenses to other Tertiary institutions, 22 Letters of Interim Authority, 2 Grant of Charter, 31 Publications and 12 Rules and regulations (see Figure 20.1).



**Figure 20.1:** NCHE Cumulative number of Activities between 2005/6 and 2011/12 Financial Years (Based on NCHE Annual Performance)

**Key:** PL-Universities: Provisional License to Universities, PL-OTI: Provisional License to Other Tertiary Institutions; LO/A: Letter of Interim Authority; GOCT: Grant of Charter; and Rules: Rules and Regulations; PB: Publications Table 20. 2 also indicates other activities the NCHE was involved in for the same period (2005/6 to 2011/12) as shown by annual performance reports<sup>6</sup>. There were 66 monitoring visits made to universities and other tertiary institutions and two major inspections. The NCHE also undertook equating of qualifications for politicians and others for those intending to go for further studies (National Social Security Fund for instance submitted 805 names for verification by the NCHE). Because there was an election year in the period under study, the NCHE verified some 476 qualifications for those who intended to stand for political positions.

More than 1000 academic programmes were also accredited. These were less than what universities and other tertiary institutions are currently offering.

**Table 20.2:** Equating of academic qualifications, monitoring and inspection of institutions

Item	2005/6	2006/7	2007/8	2008/9	2009/10	2010/11	2011/12	Totals
Equality of academic qualifications	238 – Politicians 168 – for further studies and employment	6 – Politicians 31 – for further studies and employment	1 – Politician 63 – for further studies 805 – for employment NSSF	-	-	353 – Politicians 136 – further studies, work		
Monitoring Exercise	-	15	-	7	7	20	17	66
Inspection of universities for grant of Charter	-	1	1					02
Certificate of Classification and Registration for OTI	-	1	-	-	2	1	1	05
Establishing a Public University	-	1	-	-				01
Establishment of a University College	-	-	1	1			8	10
Provisional License not granted	-	-	2					2
Accreditation of Academic Programmes	-	-	9	26	111	334	69	549

Table 19.3 shows other activities by the NCHE which were implemented minimally probably due to few applications. For instance over the period studied, only five new faculties and three applications for campus establishment were submitted for accreditation. It is also noteworthy that there were at least three notices of closure that were issued in the same period. Many newly established institutions are at risk of closure due to lack of adequate financial and human resources as was the cases of Lugazi<sup>7</sup> and Fairland<sup>8</sup> universities whose Provisional Licenses were revoked.

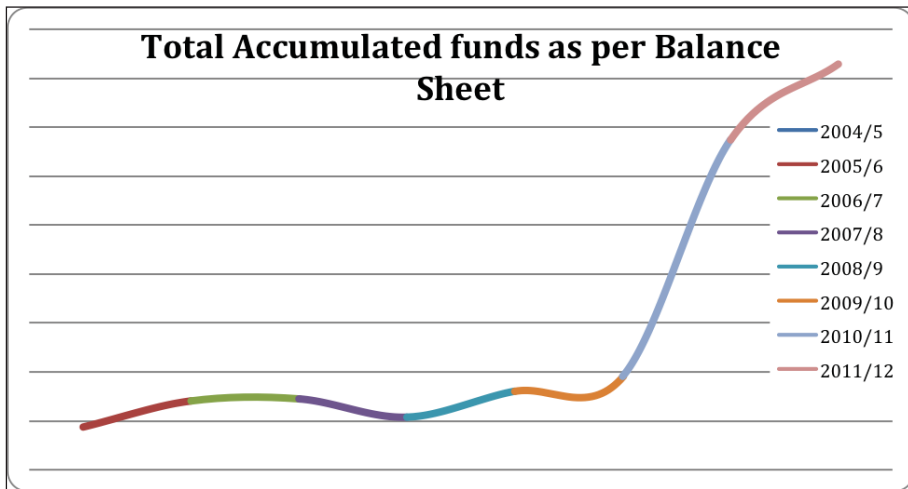
**Table 20.3:** Other activities by NCHE

Item	2005/ 2006	2006/ 2007	2007/ 2008	2008/ 2009	2009/ 2010	2010/ 2011	2011/ 2012	Total
Accreditation of new Faculties	-	-	4	1	-	-	-	05
Institutional Affiliation	-	-	2	-	-	3	-	05
Capacity Building of NCHE Staff	-	-	4	-	-	-	-	04
Revocation of Provisional License	-	-	-	1	-	1	-	02
Notice of closure	-	-	-	4	2	-	-	06
Carnegie Project	-	-	-	1	-	-	-	01
Campus Establishment	-	-	-	-	1	1	1	03
Private other Degree Awarding Institutions	-	-	-	-	-	1	-	01
Public other Degree Awarding Institution	-	-	-	-	-	1	-	01
Off-shore Institutions	-	-	-	-	-	1	-	01

An analysis of the component of visitation, monitoring or inspections of the financial documents as part of the operational costs reveals that over the period 2005/6 to 2011/12, the percentage component of this core activity fluctuated but reached its climax in the 2008/9 financial year and was least during 2006/7 and 2007/8 period (Table 20.4). I hope that as the NCHE finances improve, more money will go to this activity since it is the core business of the NCHE to conduct inspections and monitoring of institutions in their locations.

**Table 20.4:** Selected NCHE Financial Analysis (2004/5 to 2011/12 FY) (amounts are in shilling)

	2004/5	2005/6	2006/7	2007/8	2008/9	2009/10	2010/11	2011/12
Total Accumulated funds as per Balance Sheet	436,106,085	702,532,970	724,047,015	537,066,146	801,816,872	953,792,865	3,369,534,483	4,143,786,122
Income & Expenditure Surplus/ Deficit	269,435,089	517,105,026	457,512,278	206,599,164	586,760,590	151,975,994	2,415,741,618	1,286,054,258
2Visitation/ Inspections/ Monitoring	-	73,183,173,453,138,989 (16%)	69,155,065,918,065,527 (8%)	32,973,650,491,659,279 (7%)	84,711,223,322,455,896 (26%)	79,435,300,647,270,248 (12%)	256,484,685,1,654,808,965 (15%)	157,2144,850,770,623,984 (20%)

**Figure 20.2:** NCHE financial health, 2004/5 – 2011/12

Figures 20.2 and 20.3 show the financial situation at the NCHE. It is clear that increased income led to increased activities. But there is a need to quantify the outputs out of the spent finances. As this book has indicated, increased income also led to increased conflicts as staff struggled to access resources. Maybe the NCHE should adopt performance-based work so that staff who do not deliver cannot remain on the job.



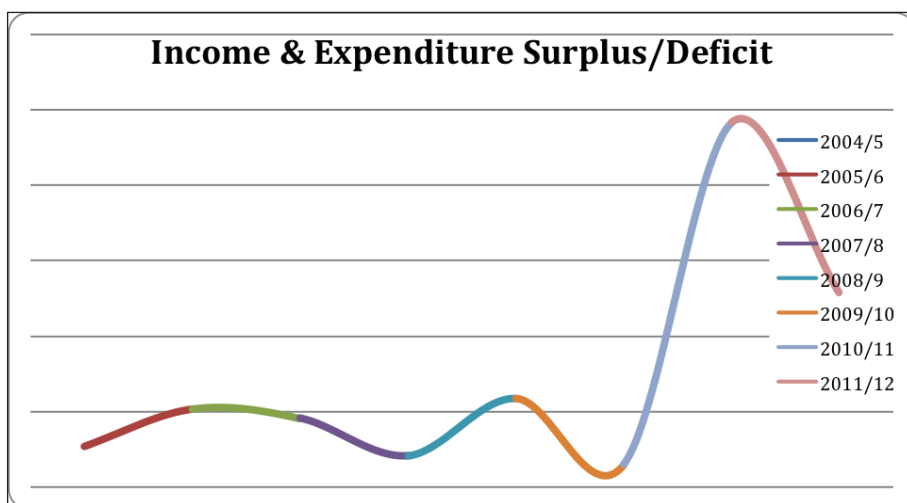


Figure 20.3: Financial management of NCHE, 2004/2012

### Identified Challenges

As student enrolment and number of universities and other tertiary institutions increase, the demand for the services of the NCHE will increase. Therefore the NCHE requires adequate staffing, financial resources and political will to meet the challenges of the higher education sub-sector. More competent staff will have to be hired to populate the newly established NCHE administrative structure. As the role of the NCHE is critical to national development, staff do not only need to know their work and do it well, they must be honest. A more robust mechanism will be required to provide prompt feedback to existing institutions and to the new. In the meantime, as the number of universities increase, there is an exponential increase in the number of academic programmes offered. Other challenges include institutional inability to meet the NCHE standards and lack of knowledge about UOTIA by institutions.

The NCHE Council has, over the years, approved many academic programmes ranging from certificates to PhDs. Unfortunately, there are a lot of duplication in courses being offered, while at the same time the would- be innovative and relevant new programmes seem to lack the appropriate human resources and facilities to produce quality graduates. The task ahead for the NCHE is to periodically monitor academic programmes in line with the institutional capacity to continue offering such programmes. Normally, programmes are accredited for a five-year period subject to review and re- accreditation. Otherwise, if the NCHE does not lay out a clear road map to monitor the programmes, some institutions may take advantage and flout the minimum standards.

### **Self-evaluations or Institutional Review by Selected Ugandan Universities**

In 2008 Council decided to pilot self-evaluations of six selected universities in a process called institutional review (NCHE Council Minutes, 2008). This was a welcome idea and each of the selected six universities appointed six of its staff to undergo training in Quality Assurance Management. The training was facilitated by NCHE selected experts and took place at the Uganda Management Institute. The universities that participated were Mbarara University of Science and Technology, Gulu University, Makerere University, Islamic University in Uganda, Uganda Martyrs University and Uganda Christian University. That was exciting because if the exercise was completed, it would have set the pace for all other institutions of higher learning. It would also have projected the NCHE image as an implementer of its rules for institutional review is one of the core items of the Quality Assurance Framework.

I do recall well that I was one of those who benefited from the training and IUIU indeed submitted its self-evaluation report. Unfortunately the NCHE secretariat did not make adequate follow-up on the six universities and also failed to roll-out the same exercise to all other public and private universities and other tertiary institutions. This still stands out as one of the most glaring NCHE unfinished business. It was a failure, on the part of the NCHE, that the current managers must pick-up and correct.

### **The NCHE Role in Programme-level Assessment**

The NCHE has been collaborating and fully participating in the Inter- University Council for East Africa (IUCEA) Quality Assurance Regional Framework. This is in addition to the NCHE Quality Assurance Framework at the Uganda level. However, NCHE has not engaged in programme-level assessment other than at the time a programme is submitted for accreditation. The lack of periodic and continuous programme assessment may result in future scenarios like that of KIU and the controversy surrounding its PhD programmes. In 2009, the NCHE accredited KIU PhD programme of Management Sciences with specialisations in Education Management and Planning, Public Management, Business Management and Management of Information Systems. The University submitted detailed documentation specifying the structure of the programme. However, since that time, the NCHE did not find time to monitor the progress of students and programme implementation. Unfortunately KIU went ahead to graduate some of the PhD students in 2011 and double the number in 2012. The NCHE then realised that there was a problem.

The NCHE intervened and attempted to stop KIU from graduating the candidates. But the institution went ahead with a public ceremony of awarding the qualifications insisting that arrangements to do so were already in place and

could not be halted. The NCHE, at its cost instituted a task force to investigate the entire process and concluded that out of 66 PhDs awarded in 2011 and 2012, very few appeared to have qualified for the awards. The majority of the documents presented for the awards needed major corrections before the awards could be recognised by the NCHE<sup>9</sup>. KIU complied with the NCHE demand to study the problem and have the PhD degrees cleared one by one. It is also true that NCHE has not gazetted precise guidelines for the PhD programmes.

Therefore, NCHE should design a road map to strengthen its systems to help obtain feedbacks from institutions in programme delivery. One challenge the NCHE faced in handling the KIU incident was that it did not have detailed minimum standards for PhD programmes. Instead, it based its views on the minimum standards submitted by KIU at the time of application for the accreditation of the programme. One needs to state that the NCHE is right to consider what has been approved as the minimum for that particular programme, although it is only appropriate to have generic minimum standards for all higher degrees. In the case of the KIU problem, as described above, the NCHE should do more homework to guide institutions of higher learning without encroaching on their institutional autonomy and academic freedom.

### **Management and Leadership Training Programme for University Managers**

In June 2009, Council was informed that the Carnegie Cooperation of New York had agreed and indeed paid a grant of some US\$ 610,000 towards training of current and potential university managers in leadership and governance. The NCHE aimed to create a pool of existing and potential managers of institutions of higher learning. The NCHE had realised that bad governance contributed to the delivery of inferior higher education. Between 2009 and 2013, a group of over 150 university managers (from both public and private institutions) received training in the following nine modules:

- a) African Higher Education in a globalising world;
- b) Leadership, institutional innovation and development;
- c) Corporate Governance of Universities;
- d) Strategy and its role in enhancing academic excellence;
- e) Leadership and management of academic process;
- f) Financial Management and Resource Mobilisation;
- g) Strategic Human Resource Management;
- h) Access, Equity and Social Justice; and
- i) African Higher Education -Envisioning the future.

The Project was crowned in May 2013 at the Nile Resort Hotel, Jinja, with a two-day seminar of vice chancellors and chairpersons of Councils of Ugandan universities, where Prof A.B.K Kasozi, then a retired person, gave a keynote speech. He highlighted the main problems of managing universities, including but not limited to, issues of leadership and governance, lack of finances and experienced human resources, massification of higher education and the quality of students who were enrolled for university education. It is hoped that the NCHE will oversee the universities in application of the concepts and good practices learned in that training. Individuals who benefited from the programme may be used as facilitators and the benefits of the project rolled out to other institutions of higher learning in Uganda. The Carnegie Project was a good example of funding benefitting both private and public universities.

## Notes

1. Dr Mouhamad Mpezamiihigo has served as Vice-Rector at Islamic University in Uganda since 2006 and is a Council member of the NCHE representing the senates of private universities since 2007.
2. Act of Parliament that regulates Higher Education in Uganda, passed in 2001 and amended in 2003 and 2006.
3. Such as specific programme accreditation.
4. Prof. A B K Kasozi retired as the NCHE Executive Director on 30 November 2012 after serving for 10 years and having established the NCHE from scratch.
5. Whereas the required rules and regulations had been passed by Council, they had not been gazetted as statutory instruments by the relevant authorities and therefore UPU and other institutions took advantage of that legal gap by taking the NCHE to court.
6. Annual Performance Reports are comprehensive indicating committee membership, all NCHE activities, financial statements, etc. for a given financial year.
7. Provisional License of Lugazi university was revoked in 2011
8. Provisional License of Fairland University was revoked in 2013
9. NCHE Council Task Force Report on 66 PhDs awarded by KIU, March 2013.

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# Appendices

**Appendix 1:** Higher Education Regulatory Agencies in Africa, 1960–2012

Country	Name of agency	Abbrev.	Date est.
Francopone Africa	Council Africain et Malagasche pour l'Enseignement Superieur	CAMES	1968
Kenya	Commission for Higher Education	CHE	1985
Nigeria	National Universities Commission	NUC	1990
Cameroon	National Commission on private Universities	NCPHE	1991
Ghana	National Council for Tertiary Education	NCTC	1993
Tunisia	Comite National d'Evaluation	CNE	1995
Tanzania	Tanzania Universities Commission	TCU(HEAC) <sup>1</sup>	1995
Mauritius	Tertiary Education Commission	TEC	1997
Liberia	National Commission for Higher Education	NCHE	2000
South Africa	Commission on Higher Education	CHE	2001
Uganda	National Council for Higher Education	NCHE	2001/2
Ethiopia	Higher Education Relevance and Quality Assurance Agency	HERQA	2003
Mozambique	National Commission for Accreditation and Evaluation of Higher Education	CNAQ	2003
Rwanda	National Council for Higher Education	NCHE	2007
Sudan	Sudan Evaluation and Accreditaion Commission	EVAC	2003
Egypt	National Quality Assurance and Accreditation Committee	NQAAC	2004
Namibia	National Council for Higher Education	NCHE	2004
Zimbabwe	National Council for Higher Education	NCHE	2006

**Appendix 2: Council Members, 2002–2012**

Names of Member	Constituency represented	Date of Appointment	Date of Retirement
Prof. Fredrick I.B. Kayanja	Senates of public universities	4 March 2002	3 March 2012
Eng. Hilary Obonyo	Industry Sector	4 March 2002	3 March 2007
Prof. Livingstone Luboobi	Public Universities VCs	2004	2010
Prof Michel Lejeune	Private Universities VCs	4 March 2002	4 March 2007
Rt. Rev. Dr. Michael Senyimba	Private Universities VCs	March 2007	March 2012
Rev. Can.Dr. Alex Kagume	Private Universities Senates	4 March 2002	3 March 2007
Sheikh. Mohammad Ali Waiswa	Uganda Muslim Supreme Council	4 March 2002	3 March 2012
Dr. Dalton Segawa	Seventh Day Adventist Church	4 March 2002	3 March 2012
Rev. Canon Henry Segawa	Church of Uganda	4 March 2002	3 March 2012
Rev. Fr. Paul Masolo	Catholic Church	4 March 2002	3 March 2012
Dr. Ben Otto	Commerce Sector	4 March 2002	3 March 2007
Mr. Chebet Maikut	Agricultural Sector	4 March 2002	3 March 2012
Mrs. Dolorence A. Wakida	Other Sectors of Higher Education	4 March 2002	3 March 2012
Mr. Emmanuel Ntirushize	Other Sectors of Higher Education	4 March 2002	3 March 2007
Mrs. Elizabeth Gabona	Ministry of Education	4 March 2002	Ex-Official
Ms. Winnifred Hellen Akot	People with disabilities	4 March 2002	28 March 2005
Hajati Safia Nalule	People with disabilities	29 March 2005	3 March 2006
Ms. Hellen Asamo Grace	People with disabilities	11 Nov 2006	11 Nov 2009
Prof. P.J.M Sebuwufu	Public Universities	4 March 2002	2005
Prof. Michel Lejeune	Private Universities	4 March 2002	3 March 2007
A.B.K Kasozi	Executive Director	4 October 2002	Ex-Official
Mr. Solomon Mugisha Ondoma	Students (Tertiary Institutions)	4 March 2002	13 Feb 2004

Names of Member	Constituency represented	Date of Appointment	Date of Retirement
Dr Emmanuel Karooro	Other Tertiary Ins.-TTCs	4 March 2002	13 Feb 2004
Ms Billy Janet	Students (Polytechnic KYU)	4 March 2002	3 March 2004
Robert Mugambwa	Students (Universities)	1 October 2004	30 Sept 2006
Jessica Rosa Atala	Students (Tertiary Institutions)	1 October 2004	30 Sept 2006
Venansius Baryamureeba	Public Universities Chancellors	2010	2011
Mr Eric Kigozi	The Public	3 Sept 2003	3 Sept 2013
Mr Benjamin Turyahikayo	National Teachers' College	22 Feb 2005	21 Feb 2015
Owomugisha Blessing	Students (Universities)	13 October 2011	13 Oct 2013
Muhimbwa Jacob	Students (Tertiary Institutions)	13 October 2011	13 Oct 2013
Sr Stella Josephine Namatovu	Other sectors of Higher Education (Health)	8 March 2012	7 March 2017
Sheikh Mubarak Khamis Waiswa	Muslim Supreme Council	8 March 2012	7 March 2017
Mr. Simon Bwambale	Seventh Day Adventist Church	8 March 2012	7 March 2017
Mr Kura Vasco	Church of Uganda	8 March 2012	7 March 2017
Msgr Dr. Cosmas Alule	Catholics Church	14 May 2012	13 May 2017
Mr. Steven Kabagambe	Commerce	10 May 2012	9 May 2017
Mr Charles Ogang	Other sectors of Higher Education (Farmers)	8 March 2012	7 March 2017
Rev. Dr. John Senyonyi	Private universities VC	9 May 2012	8 May 2017
Prof. Nyeko Pen – Mogi	Public universities	18 June 2012	17 June 2017
Dr Mouhamad Mpezamihigo	Senates of private universities	9 May 2012	8 May 2017
Mr Victor Locoro	People with disabilities	12 August 2011	11 Aug 2016
Mr Charles Ojilong	Agricultural institutions	2 April 2011	1 April 2016
Mr Sebyggala Kigozi	Industry	2 April 2011	1 April 2016
Prof. Isaiah Omolo Ndiege	Senates of Private universities	20 July 2012	25 Feb 2013

**Appendix 3: NCHE Staff, 2003–2012**

Names of Staff	Department/Unit	Date of appointment	End of Contract Date
Prof. A.B.K Kasozi	Executive Director	1 Nov 2002	30 Nov 2012
Stella Alum Alele	Administration	1 Jan 2003	1 Aug 2011
Prof. Michel Lejeune	Deputy ED	1 Sept 2007	Nov 2010
Dr. Albert Rugumayo	Assistant ED	1 Dec 2003	1 July 2004
Dr. Joseph Chrysostom	Assistant ED	1 Oct 2003	1 April 2004
Richard Bogere	Legal Officer	1 Nov 2006	21 Sept 2009
Robert Ngobi	QA	1 Sept 2004	31 March 2010
Muyanja Edward	Transport	14 March 2011	-
Dick Isabirye	Transport	7 March 2011	-
Isaac Mwijukye	Transport	8 Nov 2010	2 April 2012
Maggie Katuramu	Administration	1 Dec 2004	30 Nov 2011
Rosette Kampi	Administration	1 Aug 2003	30 April 2012
Patrick Okae	QAA	1 Sept 2004	31 Aug 2011
Paul Matovu	Transport	1 April 2004	- 2008
Prof. Moses L.Golola	QAA/Deputy ED	1 Dec 2010	30 Nov 2013
Yeko Acato, Amb	Human Resource	1 August 2004	31 March 2014
Phenny Birungi	RDD Director	15 Feb 2004	30 March 2014
Arthur Muguzi	Finance Officer	1 March 2003	31 March 2015
Faridah Bukirwa	Legal Officer	1 Nov 2010	31 Oct 2013
Walter Nono	Audit Officer	19 Sept 2011	18 Sept 2014
Dr. Emurwon Olupot	QAA	1 Nov 2007	31 Oct 2013
Martin Osikei	RDD -Statistics	1 Sept 2004	31 Aug 2013
Francis Otto	QAA	2 Jan 2011	1 Jan 2014
Maria Nakachwa	RDD - Statistics	2 Jan 2011	1 Jan 2014
George Ebine	RDD	1 Nov 2006	31 Oct 2014
Dr. Pius Achanga	QAA	2 Jan 2011	1 Jan 2014
Dr. Cyrus Ssebugenyi	QAA	8 Sept 2011	7 Sept 2014
Innocent Nkwasiibwe	QAA	19 Sept 2011	18 Sept 2014
Mike Wanyama	Finance	15 March 2005	13 Sept 2013
Harriet Kabuuka	Procurement	1 Sept 2004	31 Aug 2014
Bernadette Nabaggala	Human Resource	1 August 2011	31 July 2014
Rebecca Wonaira Mwanja	Administration	1 August 2011	31 July 2014
Abdul Karim Nsubuga	Storekeeper	1 Feb 2003	14 July 2015
Lawrence Kibuuka	Transport	1 Feb 2006	31 May 2014
Patrick Woniale	Transport	1 July 2007	30 June 2015

<b>Names of Staff</b>	<b>Department/Unit</b>	<b>Date of appointment</b>	<b>End of Contract Date</b>
Samuel Kaddu	Transport	4 April 2011	30 June 2015
Robert Isabiryeye	Transport	4 April 2011	30 June 2015
Ronald Kasolo	Administration	15 Sept 2007	30 June 2015
Emmanuel Soma	Administration	1 Feb 2003	30 June 2015
Christopher Odeso	Transport	2 May 2012	1 May 2015
Fred Mulyanti	Transport	2 May 2012	1 May 2015
Hanifah Namanda	Finance	6 Aug 2012	6 Aug 2015
Harriet Namusoke	Administration	3 Sept 2012	2 Sept 2015
Florence Nantege	Administration	3 Sept 2012	2 Sept 2015
Naomi Turyahabwa	Administration	3 Sept 2012	2 Sept 2015

#### Appendix 4: Experts Who Inspected Higher Institutions & Recommended their Accreditations

Number	Name of Inspector	Institution	Contact (code 256)
1.	Prof. Rwabukwali Charles	Makerere University	
2.	Dr. Kirumira	Makerere University	0752-767-439
3.	Mr. Bazanye Nkangi	Makerere University	0772-438-096
4.	Prof. H. Oryem Origa	Makerere University	0772-624-932
5.	Mr. James Gregory Okello	Makerere University	0772-465-460
6.	Mr. Sebestain Ngobi	Makerere University	0772-765-570
7.	Dr. Segane Musisi	Makerere University	0772-418-844
8.	Prof. E. Ndolerire	Makerere University	0772-419-001
9.	Dr. Maria Musoke	Makerere University	
10.	Prof. Katunguka.E.	Makerere University	0772-754-685
11.	Prof. Elly Sabiiti	Makerere University	0772-438-010
12.	Mr. Amos Olal Odur	Makerere University	0772-868-066
13.	Prof. Bukonya Ziraba Remigius	Makerere University	0414-540765
14.	Assoc.Prof. Tebasoboke Katabira	Makerere University	0714-853410/ 041-530020
15.	Dr. Ssentamu Ddumba	Makerere University	0414-530-115
16.	Dr. Nawangwe Barnabas	Makerere University	
17.	Dr. Kyeyune Robinah	Makerere University	0772-402780
18.	Dr. Consolata Kabonesa	Makerere University	0772-512455 /0414-531484
19.	Dr. Joseph Mugisha	Makerere University	
20.	Dr. Jockey Baker Nyakaana	Makerere University	0414-531261
21.	Dr. Charles Ibingira	Makerere University	0772-437-351
1.	Dr. E. B. Mugerwa	Nkumba University	0772-594-457
2.	Dr. A. K. Mpaata	Nkumba University	0772-455-523
3.	Dr. W. Muyinda Mande	Nkumba University	0772-361-351
4.	Dr. Ijuka Kabumba	Nkumba University	0414-534-390
5.	Mr. Emmanuel.S.K. Kiwanuka	Nkumba University	0414-320-537
6.	Prof. Eric Edroma	Nkumba University	0752-648-603
7.	Mr. Charles Lwanga Kagwa	Nkumba University	0414-320-269
8.	MS. A. Gwosekera Nsereko	Nkumba University	0414-320-269



1.	Dr. Edgar Mulogo	MUST	0772-433-508
2.	Assoc. Prof. Jerome Kabakyenaga	MUST	0772-590-409
3.	Dr. Amadi Ihunwo	MUST	0712-645-894
4.	Mrs. Joyce Ayikou Asiimwe	MUST	0772-381-673
5.	Mr. Charles Muchunguzi	MUST	0772-559-492
6.	Mr. Simon Anguma Katrini	MUST	0782-311-807
7.	Mrs. Jane Kibirige	MUST	0752-658-473
8.	Mr. John B. Mujuni	MUST	0772-450-291
9.	MS. Robinah Nakaketo	MUST	0772-318-811
10.	Mr. Zadock Beebwa	MUST	485-207-85
11.	Mr. Felix Opio-Okello	MUST	
1.	Mr. Gershom Byamukama	Ndejje University	0712-543-316
2.	Mr. Henry Lubwama	Ndejje University	0782-312-844
3.	Ms. Mary.N.M. Wanda	Ndejje University	0752-626-472
4.	Mr. Baguma.E. Begumisa	Ndejje University	0752-690-797
5.	Prof. J.N.F. Muhumuza	Ndejje University	0772-457-894
6.	Mr. Stephen Bunjo Musisi	Ndejje University	0772-524-017
7.	Dr. Daniel Kyanda	Ndejje University	0772-874-471
1.	Assoc. Prof. Kiyaga Mulindwa	Kyambogo University	
2.	Dr. Catherine Gombe	Kyambogo University	0414-285-001
3.	Dr. W. Epeju	Kyambogo University	0414-285-001
4.	Dr. N. Ssenkomago	Kyambogo University	0772-588-641
5.	Dr. P. Wasswa Mpagi	Kyambogo University	
6.	Mr. Daudi Mugisa	Kyambogo University	
7.	Dr. Ssengonzi Bagenda	Kyambogo University	0772-473-436
8.	Mr. Asaf Adebua	Kyambogo University	0772-503-909
9.	Mr. Justin Kiyimba	Kyambogo University	0772-909-035
10.	Mr. Aaron Otto	Kyambogo University	0772-577-538
11.	Mrs. Rose Namugaya Mutalya	Kyambogo University	0772-441-687
12.	Mr. Aaron Wanyama	Kyambogo University	
1.	Dr. Isaac Nkote Nabeta	MUBS	0772-371-657
2.	Mr. James Akamumuza	MUBS	0772-770-112
3.	Mr. Joseph Ntayi	MUBS	0414-505-921
4.	Mr. Ngoma Muhamed	MUBS	0772-420-630

**Appendix 5:** The NCHE Checklist for Quality and Institution Capacity Indicators for Assessment of University Institutions drafted in 2003

Item	Ideal	Good	Acceptable	Can be improved	Unacceptable
1. LAND FOR CAMPUS/URBAN	<ul style="list-style-type: none"> <li>• 10-30 acres</li> </ul>	<ul style="list-style-type: none"> <li>• 5 – 10 acres</li> </ul>	<ul style="list-style-type: none"> <li>• 3 – 5 acres</li> </ul>	<ul style="list-style-type: none"> <li>• 3 acres</li> </ul>	<ul style="list-style-type: none"> <li>• Less than 3 acres</li> </ul>
2. LAND: RURAL	<ul style="list-style-type: none"> <li>• 50 or over</li> </ul>	<ul style="list-style-type: none"> <li>• 30 – 50 acres</li> </ul>	<ul style="list-style-type: none"> <li>• 20 - 30 acres</li> </ul>	<ul style="list-style-type: none"> <li>• 10 acres</li> </ul>	<ul style="list-style-type: none"> <li>• Less than 10 acres</li> </ul>
3. GOVERNANCE:					
(i) Council Presence	<ul style="list-style-type: none"> <li>• In control of policy</li> </ul>	<ul style="list-style-type: none"> <li>• Operational</li> </ul>	<ul style="list-style-type: none"> <li>• In place</li> </ul>	<ul style="list-style-type: none"> <li>• To be elected</li> </ul>	<ul style="list-style-type: none"> <li>• Does not meet</li> </ul>
(ii) Senate	<ul style="list-style-type: none"> <li>• Supervises all academic policy</li> </ul>	<ul style="list-style-type: none"> <li>• Meets often</li> </ul>	<ul style="list-style-type: none"> <li>• In place</li> </ul>	<ul style="list-style-type: none"> <li>• Meets when need arises</li> </ul>	<ul style="list-style-type: none"> <li>• Administration to make decisions</li> </ul>
(iii) Administration	<ul style="list-style-type: none"> <li>• Appointed legally by Council</li> </ul>	<ul style="list-style-type: none"> <li>• Respects administrative structures</li> </ul>	<ul style="list-style-type: none"> <li>• Consults with staff and students</li> </ul>	<ul style="list-style-type: none"> <li>• Meets with staff</li> </ul>	<ul style="list-style-type: none"> <li>• Insensitive to staff concerns</li> </ul>
(iv) Staff and student unions	<ul style="list-style-type: none"> <li>• Staff and student union involved fully</li> </ul>	<ul style="list-style-type: none"> <li>• Staff and student unions consulted</li> </ul>	<ul style="list-style-type: none"> <li>• Staff and student unions exist</li> </ul>	<ul style="list-style-type: none"> <li>• Staff and student unions present</li> </ul>	<ul style="list-style-type: none"> <li>• Staff and student unions absent</li> </ul>
4. INFRASTRUCTURE					
(i) Classroom space	<ul style="list-style-type: none"> <li>• 2.5m<sup>2</sup> per one student</li> </ul>	<ul style="list-style-type: none"> <li>• 2m<sup>2</sup> per one student</li> </ul>	<ul style="list-style-type: none"> <li>• 1m<sup>2</sup> per 1 student</li> </ul>	<ul style="list-style-type: none"> <li>• 1m<sup>2</sup> per 4 students</li> </ul>	<ul style="list-style-type: none"> <li>• 1m<sup>2</sup> per over 5 students</li> </ul>
(ii) Library space	<ul style="list-style-type: none"> <li>• 2.5m<sup>2</sup> per one student</li> </ul>	<ul style="list-style-type: none"> <li>• 2m<sup>2</sup> per one student</li> </ul>	<ul style="list-style-type: none"> <li>• 1m<sup>2</sup> per 1 student</li> </ul>	<ul style="list-style-type: none"> <li>• 1m<sup>2</sup> per 4</li> </ul>	<ul style="list-style-type: none"> <li>• 1m<sup>2</sup> per over 5 students</li> </ul>
(iii) Science laboratories	<ul style="list-style-type: none"> <li>• 3m<sup>2</sup> per one student</li> </ul>	<ul style="list-style-type: none"> <li>• 2.5m<sup>2</sup> per one student</li> </ul>	<ul style="list-style-type: none"> <li>• 1m<sup>2</sup> per 1 student</li> </ul>	<ul style="list-style-type: none"> <li>• 1m<sup>2</sup> per 4 students</li> </ul>	<ul style="list-style-type: none"> <li>• 1m<sup>2</sup> per over 5 students</li> </ul>
(iv) Computer laboratory	<ul style="list-style-type: none"> <li>• 3m<sup>2</sup> per one student</li> </ul>	<ul style="list-style-type: none"> <li>• 2.5m<sup>2</sup> per one student</li> </ul>	<ul style="list-style-type: none"> <li>• 1m<sup>2</sup> per 1 student</li> </ul>	<ul style="list-style-type: none"> <li>• 1m<sup>2</sup> per 4 students</li> </ul>	<ul style="list-style-type: none"> <li>• 1m<sup>2</sup> per over 5 students</li> </ul>

(v) Administrative Staff	<ul style="list-style-type: none"> <li>• 5m2 per one staff</li> </ul>	<ul style="list-style-type: none"> <li>• 4m2 per administrative staff</li> </ul>	<ul style="list-style-type: none"> <li>• 3m2 per one staff</li> </ul>	<ul style="list-style-type: none"> <li>• 2m2 per administrative staff</li> </ul>	<ul style="list-style-type: none"> <li>• 1 or less m2 per staff</li> </ul>
(vi) Academic Staff	<ul style="list-style-type: none"> <li>• 5m2 per one staff</li> </ul>	<ul style="list-style-type: none"> <li>• 4m2 per one staff</li> </ul>	<ul style="list-style-type: none"> <li>• 3m2 per staff</li> </ul>	<ul style="list-style-type: none"> <li>• 2m2 per staff</li> </ul>	<ul style="list-style-type: none"> <li>• 1 or less m2 per staff</li> </ul>
(vii) Sports field	<ul style="list-style-type: none"> <li>• 1 field for 500 registered students</li> </ul>	<ul style="list-style-type: none"> <li>• 1 field for 1000 students</li> </ul>	<ul style="list-style-type: none"> <li>• 1 field for 1500 students</li> </ul>	<ul style="list-style-type: none"> <li>• 1 field for 2000 students</li> </ul>	<ul style="list-style-type: none"> <li>• 1 field for 2500 or more</li> </ul>
(viii) Facilities for the physically challenged (viii) Tennis Court, Swimming pool, Volleyball, Hockey, and Cricket	<ul style="list-style-type: none"> <li>• All Buildings</li> <li>• 1 field for each sport for 1000 students</li> </ul>	<ul style="list-style-type: none"> <li>• All Classrooms</li> <li>• 1 of each field for each 1500 students</li> </ul>	<ul style="list-style-type: none"> <li>• Only on a few</li> <li>• 1 of each field for 2000 students</li> </ul>	<ul style="list-style-type: none"> <li>• Planning to have</li> <li>• 1 of each field for 2500 students</li> </ul>	<ul style="list-style-type: none"> <li>• No plan at all</li> <li>• 1 of each field for over 2500 students</li> </ul>
(ix) Conference hall	<ul style="list-style-type: none"> <li>• One for 500 registered students</li> </ul>	<ul style="list-style-type: none"> <li>• One for 750 registered students</li> </ul>	<ul style="list-style-type: none"> <li>• One for 1000 registered students</li> </ul>	<ul style="list-style-type: none"> <li>• One for 1500 registered students</li> </ul>	<ul style="list-style-type: none"> <li>• One for over 2000 registered students</li> </ul>
(x) Student union offices	<ul style="list-style-type: none"> <li>• 20 m2 for 300 registered students</li> </ul>	<ul style="list-style-type: none"> <li>• 20m2 for 500 students</li> </ul>	<ul style="list-style-type: none"> <li>• 20m2 for 1000 students</li> </ul>	<ul style="list-style-type: none"> <li>• 20m2 for 1200 students</li> </ul>	<ul style="list-style-type: none"> <li>• 20m2 for over 1500 registered</li> </ul>
5. ACADEMIC STAFF					
a) Staff/student ratio:					
• General	• 1:15	• 1:20	• 1:25	• 1:40	• 1:50 or more
• Arts/Social Sciences	• 1:15	• 1:25	• 1:30	• 1:50	• 1:60 or more
• Medicine, Veterinary, Pharmacy Dentist	• 1:8	• 1:15	• 1:20	• 1:25	• 1:26 or more
• Science based profession Agriculture, Forestry, Technology	• 1:10	• 1:15	• 1:20	• 1:25	• 1:26 or more
• Other professions – Law, Education, Statistics	• 1:15	• 1:20	• 1:25	• 1:30	• 1:30 or more

Item	Ideal	Good	Acceptable	Can be improved	Unacceptable
b) Qualifications (staff development)					
• Ph.D Holders	• 60% of staff	• 50% of staff	• 15-50% of staff	• 10% of staff	• Less than 10% of staff
• Masters Holders	• 70% or more of staff	• 60% of staff	• 50% of staff	• 40% of staff	• Less than 30%
c) Contact hours for academic staff	• 10 hrs/week	• 15 hrs/week	• 20 hrs/week	• 30 hrs/week	• 30 hrs or more a week
d) Percentage of part-timers	• 20% of staff	• 30%	• 35%	• 40%	• Over 50%
6. EDUCATION FACILITIES					
• Student: Library book ratio (relevant and diversity)	• 1:40	• 1:30	• 1:20	• 1:10	• less than • 1: 10
• Computer: Student ratio	• 1computer:5 students	• 1:10	• 1:20	• 1:25	• more than • 1: 30
• Access to Internet; 1 student: hrs	• 1:20hrs access	• 1:10hrs	• 1:5hrs	• 1:3hrs	• None at all
7. FINANCIAL HEALTH					
• Percentage of budget received	• 100%	• 80%	• 75%	• 70%	• Less than 50%
• Percentage of deficit over expenditure	• NIL	• Less than 10%	• Less than 20%	• Less than 25%	• Over 35%
• Proportion of budget spent on salaries	• 50%	• 60%	• 65%	• 70%	• Over 75%
• Percentage of income derived from fees	• 25-35% of budget	• 40%	• 45%	• 50%	• Over 75%
8. FACILITIES FOR THE PHYSICALLY CHALLENGED (EXPERT ADVICE WILL BE SOUGHT)	• All facilities available	• Most of the facilities in place	• Facilities are being put in place	• Council has endorsed their construction	• Nothing is in place or being planned

<p>9. GENDER SENSITIVITY</p> <ul style="list-style-type: none"> <li>• Comprehensive affirmative action regulation to increase access for women and other disadvantaged groups in place</li> </ul>	<ul style="list-style-type: none"> <li>• 75% of the needed rules and regulations in place</li> </ul>	<ul style="list-style-type: none"> <li>• Council has approved a comprehensive list of them</li> </ul>	<ul style="list-style-type: none"> <li>• Council Committee has drafted rules and regulations</li> </ul>	<ul style="list-style-type: none"> <li>• Nothing is being planned.</li> </ul>
<p>10. STRATEGIC PLAN</p>	<ul style="list-style-type: none"> <li>• Has been approved by Univ. Council</li> </ul>	<ul style="list-style-type: none"> <li>• Is before Senate or Council</li> </ul>	<ul style="list-style-type: none"> <li>• Being drafted</li> </ul>	<ul style="list-style-type: none"> <li>• None is being worked on</li> </ul>
<p>11. STAFF PUBLICATIONS</p>	<ul style="list-style-type: none"> <li>• 5 – 10 books a year</li> </ul>	<ul style="list-style-type: none"> <li>• 1 – 5 books a year</li> </ul>	<ul style="list-style-type: none"> <li>• One book a year</li> </ul>	<ul style="list-style-type: none"> <li>• No publication at all</li> </ul>
<p>12. RESEARCH PROJECTS WON BY STAFF</p>	<ul style="list-style-type: none"> <li>• Over 10 projects won</li> </ul>	<ul style="list-style-type: none"> <li>• 1 – 5 projects won</li> </ul>	<ul style="list-style-type: none"> <li>• One project won a year</li> </ul>	<ul style="list-style-type: none"> <li>• No research going on</li> </ul>
<p>13. PERCENTAGE OF INST. GRADUATES EMPLOYED IN YEAR OF GRADUATION</p>	<ul style="list-style-type: none"> <li>• 80%</li> </ul>	<ul style="list-style-type: none"> <li>• 40 – 60%</li> </ul>	<ul style="list-style-type: none"> <li>• 40%</li> </ul>	<ul style="list-style-type: none"> <li>• 0 – 40%</li> </ul>

**Appendix 6:** Summary of the results of the Ad-Hoc Committee set up by Kyambogo University Council to investigate alleged mismanagement of the University by Professor Isaiah Omolo Ndiege, on 22 October 2012

	ALLEGATION	TRUE	FALSE
1.	The VC is management and management is Prof. Isaiah Ndiege. He is everywhere and consequently in conflict with one member of top management or another. He does not tolerate views contrary to his own. Therefore, when his decision is inappropriate, he puts the entire University in jeopardy. Take an example when in 2010 he stopped a party organised by the staff of the library to bid farewell to the retired Chief Librarian, Mr. Kiyimba Justine. Moreover an LPO had been issued to Hotel Africana. This led to a financial loss to the University because the Hotel had to be paid.		F
2.	The VC treats fellow administrators and staff with disrespect. He backs and ridicules staff. There is apathy, fear, and uncertainty among the staff of the University. The common talk in the corridors of 'I may be the next to get warning letters' does not auger well for the University. We would like to hear people taking pride in what they do.	T	
3.	Lack of respect for the Governing Council. He thinks that he is above Council. This is explained by his conduct in the face of the Second Council of Kyambogo University where he would write impolite letters to the Council Chairperson. This is further compounded in the general poor working environment that continues to witness slow implementation of the health policy, improving sanitation, etc.	T	
4.	Usurping the roles of Chief Internal Auditor. Consequently, there are unnecessary delays in effecting payments. This is further explained by his over concentration on petty issues such as approving vouchers instead of marketing the University and sourcing for funding and linkages. He also put in place Ad-hoc policies in total disregard of approved procedures in the financial management of the University.	T	
	Usurping the roles of the University Secretary. (CONFLICT IN THE LAW, GIVES TWO OFFICERS SAME ROLE)		F
5.	Cliques have increased during Prof. Ndiege's tenure of office. He has created a clique of the so-called faithful that he uses to disorganise, divide staff and make other suffer physically and mentally.	Not addressed	
6.	The VC does not give priority to the welfare of staff. Staff entitled to be paid overtime extra-load allowances and for some activities approved by the relevant organs find it a nightmare to be paid. If they are at all, get the money through sweat and pain.		F

7.	The VC sabotaged Top Up increment for financial year 2012/2013 despite having been approved by the Finance and Resource Mobilisation Committee of Council. His explanations to staff associations confirmed that he was the one that blocked the proposed modest increment.		F
8.	The VC Chancellor worked hard to ensure that very few departments and faculties have elected heads. He used Solicitor General to interpret the Universities and Other Tertiary Institutions Act against the advice of Council in order to secure his way. This has enabled to appoint his favorites only to head departments and faculties. If Villages can determine their leaders, why not University staff?		F
9.	He uses security organs against members of staff through framing that they opposed to government, inciting students to strike among others. In both student unrests of 2011 and 2012 he tried to use staff as scapegoats and many staff members that were known to have views different from his were unfairly sent to the Disciplinary Committee. These accusations have tarnished the reputations of some staff. This is perhaps done as a cover up for the weaknesses of the Management. Interestingly management in its reports reveals that it would always learn of impending strikes. However, no deterrent measures were taken.		F
10.	The VC has at times sabotaged staff meetings as the case was with the KYUASA meeting held on 20/04/2012. He tried to openly de-campaign the KYUASA executive of the time.	Not addressed	
11.	Staff abhors the use of the so-called Crime Desk to persecute them. A lot of money has been squandered through the same Desk. This does not exist in the official establishment of the University. One of the members of the University security organs is in charge of the Desk. It has been used to witch-hunt those who are thought to be anti-management. This has resulted into disharmony, which has adversely affected working relations among staff. This desk would have been useful if it was dealing with substantial issues like theft in the University. Over 130 computers were stolen from various premises in the University in 2011. However, no crime report has been given to its effect although a lot of money has been spent through this office.		F
12.	Failure to improve the general sanitation of the University leading to series of student unrests. This has led to destruction of University property and that of the neighboring communities. Who should answer for the resultant financial loss?		F

13.	Failure to construct the required infrastructure. While there is boasting about the savings made, only Vehicles have been bought to comfort the managers. While the VC alone comforts himself in three Vehicles, Lecture rooms, offices and even toilets remain in short supply. It is very unfortunate for this University, which is still hires classes from Kyambogo College School, lacks sufficient furniture, has very old books, limited library space, and very few computers for the population etc. . . to continue boasting that money is not a problem. As a matter of fact, many secondary schools are better equipped than our University.		F
14.	Purchase of what many have termed as Buses built on Lorry frames! The quality leaves a lot to be desired. A thorough investigation into the quality may be required to ascertain whether the University realised value is commensurate with the money spent.		F
15.	Earlier there were also allegations of trying to use students against staff. If this is true and if it continues it may yield disastrous effects for this enviable institution.	Not addressed	
16.	Failure to establish a good environment for further studies. The staff that dare to study do so in great misery. The stipend for staff studying Universities in Africa was not sufficient. Staffs that study in Universities in East Africa have to suffer the long journeys in buses simply because the University has refused to afford air tickets. On the contrary when managers go for short refresher courses, of even two weeks, they get full facilities. The amount they spend in such short period is, in most cases, much higher than what a staff member is given for a full year of study. Those who study in Universities in Uganda are not supported in the payment of their functional and administrative fees. They also have to foot commuting expenses. The only support given to them is the tuition! This explains why they take longer to complete their study programmes since they have to run around to make ends meet.	Not clearly attributed to the VC although there is a mention of inadequate funds for training	
17.	Discrimination against Council members representing staff and students. Staff representatives in the second University Council reported a scenario when there was a team-Building workshop in 2011 between management and Council in which they, together with the student representatives, were not invited.	T	
18.	The high rates of staff turnover. From 2010 about 30 staff resigned from University service. Many of them cited poor working conditions as the main reason for their resignations.	May have contributed in some cases.	



19.	Negative publicity of staff and the University at large; staff is convinced that the VC is the main force behind the divisions that have rocked the University. The so-called 'silent Majority' who cannot come out in the open that always prefers to send anonymous letters is the main propaganda base of the VC. They are also the force behind the defamatory newspapers articles. All these have contributed to the current bitter relations between staff and the VC. The staff are fed up with the blackmail that has tarnished their reputations as well as the name and image of the entire University. Despite the fact that the University has a well-established public Relations Office, the silent majority and the so-called Intelligence Team continue to disseminate attacking information without green light therefrom. Therefore, staff has every reason to believe that some members of top management have a hand in it. The same group tried to use the Whistle Blowers Act to selfishly block the appointment of the academic registrar.	The negative publicity could not purely be attributed to the VC	
20.	Failure to fast-track complaints of those that were erroneously missed out in the payment of the 2003-2006 salary arrears.	Not clearly addressed	
21.	Delays in promoting eligible staff. Staff are dissatisfied with the ever- changing criteria of promotions aimed at disadvantaging some sections of staff thought to have different views from those of the VC. There are also contradictions. Some staff were told that they cannot be promoted because they were still studying. A recent advert gives opportunity to staff that has enrolled for PhD to be recruited as lecturers. Is there a difference with those already on the ground! Why the double standards. Staff is unhappy that while requests for promotion have not been honoured for a while, the positions they applied for have been advertised.		F
22.	Compromising the academic standards of the University through disregard of the requirements of the approved programmes.	T	
23.	There has also been a tendency of sending unqualified staff to supervise professionals in the field. For example sending some security guards so supervise Academic staff during the DEPE face to face.		F
24.	Besides, management has failed to fast-track the approval of the revised terms and conditions of service, yet these have a bearing on the working environment as well as the retirement packages of staff. (GENERAL DELAYS WITHOUT REASON)	T	
	True	6	24%
	False	12	48%
	Unclear	7	28%

Notes: (a) Allegation 4 was split into 2 parts because it was partially true and partially not true.

(b) Organised by A.B.K Kasozi with the help of staff in the NCHE statistics section.

### Appendix 7.0: Higher education institutions and levels of enrolments in Uganda, 2011

Institution Name		Student Enrolment								
		Overall			Ugandan			Foreign/Intern		
UNIVERSITIES & UNIVERSITY COLLEGES		M	Fem	Total	M	Fem	Total	Male	Fem	Total
Makerere University	Public	18648	14821	33469	17514	14056	31570	1134	765	1899
Mbarara University of Science and Technology	Public	1776	1002	2778	1776	1002	2778	-	-	-
Kyambogo University	Public	12257	10033	22290	12257	10033	22290	0	0	0
Gulu University	Public	2406	1343	3749	2402	1339	3741	4	4	8
Busitema University	Public	630	132	762	629	131	760	1	1	2
Islamic University in Uganda	Private	2717	1166	3883	2192	924	3116	525	242	767
Uganda Christian University	Private	4038	3859	7897	3884	3670	7554	154	189	343
Uganda Matyrs University Nkozi	Private	2206	1248	3454	2182	1234	3416	24	14	38
Ndejje University	Private	2755	2542	5297	2584	2478	5062	171	64	235
Bugema University	Private	1809	1194	3003	777	614	1391	1032	580	1612
Nkumba University	Private	3477	3327	6804	3235	3140	6375	242	187	429
Kampala International University	Private	8861	5077	13938	4008	3215	7223	4853	1862	6715
Aga Khan University	Private	16	127	143	16	127	143	0	0	0
All Saints University Lango	Private	203	258	461	200	258	458	3	0	3
Busoga University	Private	1010	710	1720	696	449	1145	314	261	575
Cavendish University	Private	1667	933	2600	1023	1369	2392	133	75	208
Bishop Stuart University	Private	1698	1356	3054	1696	1349	3045	2	7	9
Kabale University	Private	1964	1289	3253	1455	1028	2483	509	261	770
Kumi University	Private	424	327	751	424	288	712	0	39	39
Uganda Pentecostal University	Private	607	238	845	549	205	754	58	33	91
St. Lawrence University	Private	1009	598	1607	755	598	1353	254	0	254
Kampala University	Private	648	552	1200	422	358	780	227	193	420
Mountains of the Moon University	Private	731	431	1162	711	422	1133	20	9	29
Fairland University (License revoked from 12 March 2013)	Private	380	495	875	361	475	836	19	20	39

		Student Enrolment								
Institution Name		Overall			Ugandan			Foreign/Intern		
UNIVERSITIES & UNIVERSITY COLLEGES		M	Fem	Total	M	Fem	Total	Male	Fem	Total
Muteesa 1 Royal University	Private	1026	802	1828	1019	794	1813	7	8	15
African Bible University	Private	75	35	110	36	14	50	39	21	60
International Health Sciences University	Private	316	447	763	266	403	669	49	45	94
Victoria University	Private	197	90	287						
Bishop Barham University College	Private	448	521	969	424	500	924	24	21	45
Kisubi Brothers University College (Data reported under UMU)	Private									
Makerere University Business School	Public	4830	5901	10731	4450	5610	10060	380	291	671
OTHER DEGREE AWARDING INSTITUTIONS										
Uganda Management Institute	Public	1392	1274	2666	1392	1274	2666	0	0	0
Team Institute of Business Management	Private	464	192	656	464	189	653	0	3	3
AGRICULTURE/ FORESTRY/ FISHERIES										
Bukalasa Agricultural College	Public	684	204	888	684	204	888	0	0	0
Fisheries Training College	Public	165	85	250	162	83	245	3	2	5
Nyabyeya Forestry College Masindi	Public	320	167	487	313	167	480	7	0	7
HEALTH COLLEGES										
Health Tutors College Mulago	Public	23	17	40	23	17	40			
Butabika Sch. Of Psychiatric Nursing	Public	183	155	338	180	157	337	1	0	1
Butabika School of Psychiatric Clinical Officers	Public	145	322	467	145	322	467			

Institution Name		Student Enrolment								
		Overall			Ugandan			Foreign/Intern		
UNIVERSITIES & UNIVERSITY COLLEGES		M	Fem	Total	M	Fem	Total	Male	Fem	Total
Chemiquip International School for Laboratory Training	Private	94	45	139	94	45	139			
Ernest Cook Ultra Sound Research Education Institute	Public	38	29	67	30	28	58	8	1	9
Jinja School of Nursing and Midwifery	Public	174	603	777	173	598	771	1	5	6
Kabale Institute of Health Sciences	Private	46	25	71	45	25	70	1	0	1
Medicare Health Professionals	Private	181	125	306	173	117	290	8	8	16
School of Clinical Officers-Gulu	Public	216	71	287	216	71	287	0	0	0
School of Clinical Officers Fort Portal	Public	312	119	431	308	118	426	4	1	5
School of Hygiene Mbale	Public	258	134	392	258	133	391	0	1	1
Machsu School of Clinical	Private	108	50	158	70	28	98	28	32	60
Masaka School of Comprehensive Nursing	Public	94	125	219	94	125	219	0	0	0
Medical Laboratory Technician's School, Jinja	Private	268	70	338	268	70	338	0	0	0
Mulago paramedical schools	Public	946	472	1418	942	470	1412	4	2	6
Ophthalmic Clinical Officers Training School	Public	11	3	14	11	3	14			
Soroti School of Comprehensive Nursing	Public	87	103	190	86	102	188	1	1	2
School of Clinical Officers-Mbale	Public	192	97	289	192	97	289	0	0	0
International Institute of Health science	Private	57	92	149	57	84	141	0	8	8

		Student Enrolment								
Institution Name		Overall			Ugandan			Foreign/Intern		
UNIVERSITIES & UNIVERSITY COLLEGES		M	Fem	Total	M	Fem	Total	Male	Fem	Total
THEOLOGICAL COLLEGES										
St. Mbaaga's Major Seminary	Private									
All Nations Theological College	Private	43	6	49	18	3	21	25	3	28
Africa Theological Seminary	Private	168	15	183	73	20	93	85	5	90
Glad Tidings Bible College	Private	155	53	208	134	49	183	21	4	25
Institute of Advanced Leadership	Private	73	115	188	63	107	170	10	8	18
Katigondo National Major Seminary	Private	252	0	252	251	0	251	1	0	1
Kampala Evangelical School of Theology	Private	16	8	24	16	8	24	0	0	0
Reformed Theological College	Private	65	32	97	38	22	60	27	10	37
Uganda Bible Institute	Private	132	14	146	132	14	146	0	0	0
Uganda Baptist Seminary	Private	282	26	308	242	23	265	40	3	43
St. Paul National Seminary Kinyamasika	Private	98	0	98	98	0	98	0	0	0
Pentecostal Theological College (PTC)	Private	42	2	44	39	1	40	3	1	4
Gaba Bible Institute	Private									
Uganda Martyrs Seminary Namugongo	Private									
Uganda Institute of Business and Media Studies		68	69	137	66	66	132	2	3	5
Uganda Institute of Information and Communications Tech	Private	663	341	1004	663	341	1004	0	0	0

Institution Name		Student Enrolment								
		Overall			Ugandan			Foreign/Intern		
UNIVERSITIES & UNIVERSITY COLLEGES		M	Fem	Total	M	Fem	Total	Male	Fem	Total
UMCAT School of Journalism and Mass Communication	Private	157	143	300	139	118	257	18	25	43
International Institute of Business and Media Studies	Private	79	100	179	75	90	165	4	10	14
COMMERCE/ BUSINESS COLLEGES										
Uganda College of Commerce Aduku	Public	529	389	918	529	389	918	0	0	0
Uganda College of Commerce Kabale	Public	483	460	943	483	460	943	0	0	0
Uganda College of Commerce Pakwach	Public	460	308	768	402	287	689	58	21	79
Uganda College of Commerce Soroti	Public	446	361	807	446	361	807			
Uganda College of Commerce Tororo	Public	528	642	1170	526	642	1168	2	0	2
Progressive Institute of Business	Private									
Rwenzori College of Commerce	Private	39	88	127	39	88	127	0	0	0
Royal Institute of Business and Technical Education	Private	98	131	229	98	131	229	0	0	0
Rosa Mystica Inst. of Business & Voc. Training Fort Portal	Private	0	252	252	0	251	251	0	1	1
Uganda Institute of Banking and Finance	Private	145	203	348	144	202	346	1	1	2
United College of Business Studies	Private	13	94	107	13	94	107	0	0	0
Institute of Accountancy and Commerce	Private	136	112	248	64	61	125	72	51	123

		Student Enrolment								
Institution Name		Overall			Ugandan			Foreign/Intern		
UNIVERSITIES & UNIVERSITY COLLEGES		M	Fem	Total	M	Fem	Total	Male	Fem	Total
International School of Business and Technology	Private	204	160	364	126	86	212	75	77	152
International College of Business and Computer Science	Private	11	55	66	11	55	66			
International Institute of Education Katwe	Private	203	148	351	195	144	339	8	4	12
Mbarara Business Institute	Private	70	92	162	70	92	162			
Kampala College of Business	Private	54	64	118	46	62	108	7	3	10
Kabarole College of Commerce	Private	76	82	158	76	82	158			
Kampala College of Business	Private	54	64	118	46	62	108	7	3	10
Kabarole College of Commerce	Private	76	82	158	76	82	158			
Kampala College of Commerce and Advanced Studies	Private	44	40	84	44	40	84	0	0	0
Kyotera College of Business Studies	Private	14	68	82	10	65	75	4	3	7
Light Bureau of Accountancy College	Private	50	85	135	50	85	135	0	0	0
Mult-Tech Management Accountancy Programme	Private	1173	587	1760	1173	587	1760	0	0	0
Makerere Business Institute	Private	260	297	557	229	265	494	31	32	63
Makerere College of Business and Computer Studies Rukungiri	Private	67	109	176	67	109	176	0	0	0
Maganjo Institute of Career Education	Private	549	354	903	538	350	888	11	4	15
Nyamitanga College of Business Studies	Private	37	384	421	37	383	420	0	1	1

Institution Name		Student Enrolment								
		Overall			Ugandan			Foreign/Intern		
UNIVERSITIES & UNIVERSITY COLLEGES		M	Fem	Total	M	Fem	Total	Male	Fem	Total
Nakawa Institute of Business Studies	Private	140	219	359	139	219	358	1	0	1
Western College Mbarara	Private									
YMCA College of Business Studies	Private	92	547	639	92	545	637	0	2	2
YWCA Training Institute	Private	536	938	1474	481	902	1383	55	36	91
Zenith Business College	Private	295	269	564	294	267	561	1	2	3
The College of Business Studies	Private	21	80	101	21	80	101	0	0	0
Tropical College of Commerce and Computer Studies	Private	12	64	76	12	64	76			
Bridge Tutorial College	Private	4	95	99	4	95	99			
Bethel Training Institute	Private	402	255	657	395	245	640	7	10	17
College of Business and Management Studies	Private	29	24	53	29	24	53	0	0	0
College of Business Studies Uganda	Private	12	55	67	12	55	67	0	0	0
Fort Portal Institute of Commerce	Private	57	71	128	57	71	128			
Great Lakes Regional College	Private	166	182	348	166	182	348	0	0	0
Higher Learning Institute of Business Masaka	Private	26	62	88	26	61	87	0	1	1
African College of Commerce	Private	272	406	678	270	402	672	2	4	6
Aptech Computer Education Centre	Private	218	136	354	205	131	336	13	5	18
Ankole West Institute of Science and Technology	Private	446	394	840	446	394	840	0	0	0
Institution Name		Overall			Ugandan			Foreign/Intern		
Buganda Royal Institute of Business and Technical Education	Private	517	433	950	505	432	937	12	1	13



Institution Name		Student Enrolment								
		Overall			Ugandan			Foreign/Intern		
UNIVERSITIES & UNIVERSITY COLLEGES		M	Fem	Total	M	Fem	Total	Male	Fem	Total
College of Professional Development	Private	210	173	383	210	172	382	0	1	1
Centre for Procurement Management	Private	189	158	347	184	151	335	5	7	12
Celak Vocational College	Private	211	243	454	186	223	409	25	20	45
Datamine Technical Business School	Private	459	232	691	451	231	682	8	1	9
Institute of Management Science and Technology	Private	243	244	487	227	225	452	16	19	35
Management and Accountancy Training Company Limited	Private	1038	1023	2061	1038	1023	2061			
Nkokonjeru Institute of Management and Technology	Private	44	78	122	44	78	122	0	0	0
MANAGEMENT/ SOCIAL DEVELOPMENT										
Management Training and Advisory Centre	Public	79	46	125	79	46	125	0	0	0
Liberty College of Management and Journalism	Private	15	17	32	15	17	32	0	0	0
Makerere Institute of Administrative Management	Private	13	36	49	13	36	49	0	0	0
Mbarara Institute for Social Development	Private	134	252	386	134	252	386	0	0	0
Makerere Institute of Management	Private	462	689	1151	462	689	1151			
Makerere Institute for Social Development	Private	521	751	1272	477	656	1133	44	95	139
Nile Institute of Management Studies Arua	Private	330	346	676	171	114	285	159	232	391

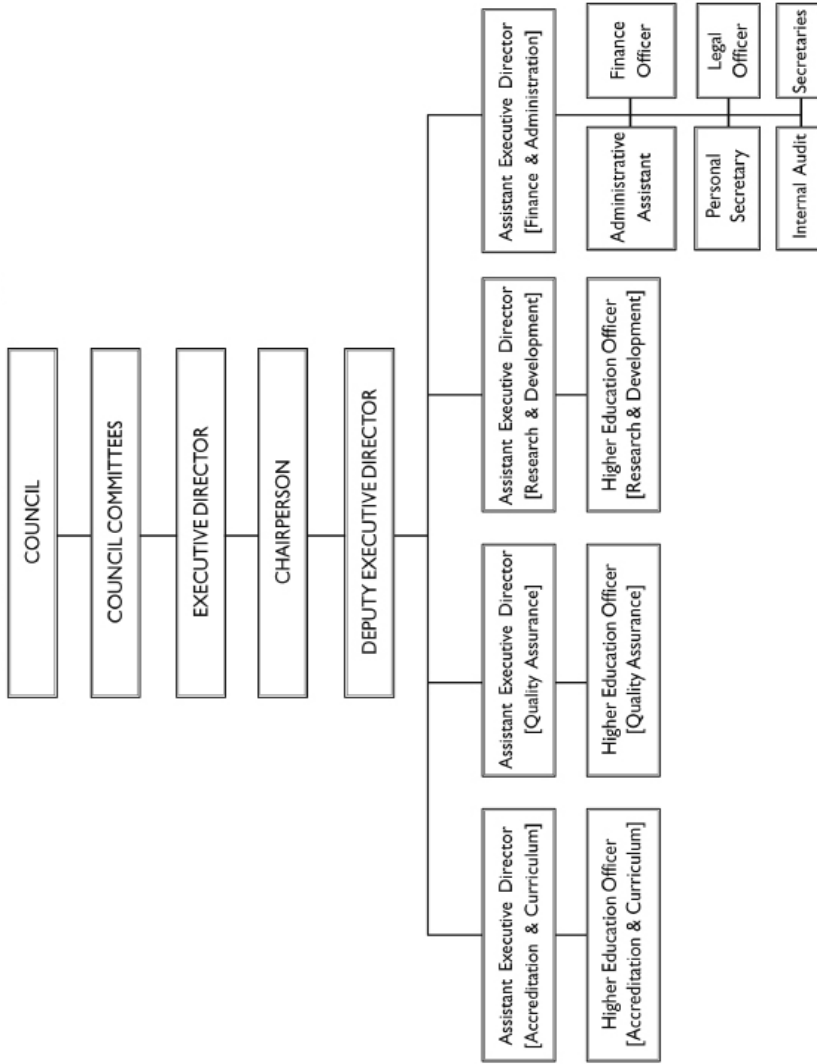
Institution Name		Student Enrolment								
		Overall			Ugandan			Foreign/Intern		
UNIVERSITIES & UNIVERSITY COLLEGES		M	Fem	Total	M	Fem	Total	Male	Fem	Total
Nile Management Training Centre	Private	13	19	32	13	19	32			
Nsamizi Training Institute of Social Devt	Public	700	895	1595	700	895	1595			
Visions Institute of Public Relations and Management	Private	92	58	150	70	58	128	22	0	22
Rukungiri Institute of Management	Private	16	63	79	16	63	79	0	0	0
Bishop Magambo Counsellor Training Institute	Private									
NATIONAL/ GRADE FIVE TEACHERS COLLEGES										
Kabalega College Masindi	Private	307	275	582	307	275	582	0	0	0
Nakanyonyi Teachers College	Private	51	60	111	51	60	111	0	0	0
National Teachers College Unyama	Public	1131	403	1534	1131	403	1534	0	0	0
National Teachers College Mubende	Public	896	489	1385	896	489	1385			
National Teachers College Kabale	Public	944	543	1487	944	543	1487	0	0	0
National Teachers College-Kaliro	Public	884	421	1305	884	421	1305	0	0	0
National Teachers College Muni	Public	918	438	1356	879	434	1313	39	4	43
HOSPITALITY & TOURISM										
Uganda Wildlife Training Institute Kasese	Public	80	21	101	80	21	101	0	0	0
Pearl Crest Hospitality Training Institute	Private	0	11	11	0	11	11			

		Student Enrolment								
Institution Name		Overall			Ugandan			Foreign/Intern		
UNIVERSITIES & UNIVERSITY COLLEGES		M	Fem	Total	M	Fem	Total	Male	Fem	Total
The Crested Crane Hotel and Tourism Training Centre	Private	57	57	114	55	55	110	2	2	4
Jimmy Sekasi Institute of Catering	Public	107	197	304	107	197	304			
POLYTECHNICS & VOCATIONAL										
AICM Vocatraing Training College	Public	272	220	492	269	217	486	3	3	6
St. Joseph Polytechnic Institute	Public	663	559	1222	663	559	1222			
Uganda Technical College Bushenyi	Public	343	41	384	343	41	384	0	0	0
Uganda Technical College Elgon	Public	844	78	922	844	78	922	0	0	0
Uganda Technical College Kicwamba	Private	500	77	577	500	77	577	0	0	0
Uganda Technical College Lira	Private	733	54	787	733	54	787	0	0	0
Uganda Technical College Masaka (phasing out for MRU)	Public	364	33	397	364	33	397			
Uganda Petroleum Institute, Kigumba	Private									
Kitabi Community Polytechnic-Instructors College	Public									
LAW DEVELOPMENT										
Law Development Centre	Public	500	310	810	496	308	804	4	2	6
METROLOGY/ SURVEY/ AERONAUTICAL										
Meteorological Training Institute	Public	15	24	39	15	24	39	0	0	0

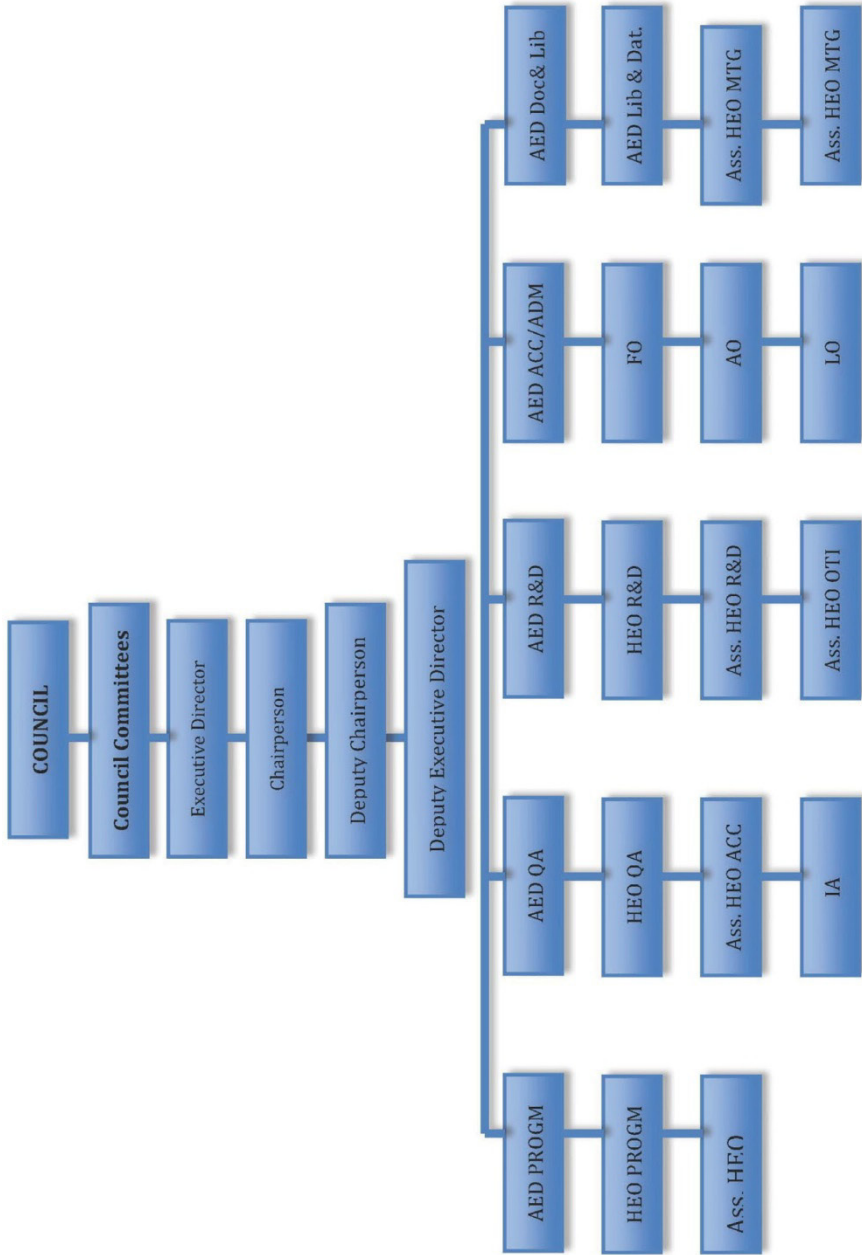
Institution Name		Student Enrolment								
		Overall			Ugandan			Foreign/Intern		
UNIVERSITIES & UNIVERSITY COLLEGES		M	Fem	Total	M	Fem	Total	Male	Fem	Total
Institute of Survey and Land Management	Public	27	3	30	27	3	30			
East African School of Aviation, Soroti	Public	127	20	147	120	14	134	7	6	13
COOPERATIVE COLLEGES										
Tororo Co-operative College	Public	39	36	75	39	36	75			
Uganda Cooperative College Kigumba	Public	165	108	273	164	108	272	1	0	1
ART & DESIGN										
Michelangelo College of Creative Arts, Kisubi	Private	134	61	195	132	60	192	2	1	3
National Teachers College Ngetta (UMU Study Centre)	Private									
St Paul Regional Study Center Arua	Private	343	146	489	343	146	489	0	0	0
IACE Makerere University-Fortportal	Public	120	30	150	120	30	150			
		111859	86207	198066	99948	80674	180622	11177	5980	17157

Source: NCHE State of Higher Education, 2011

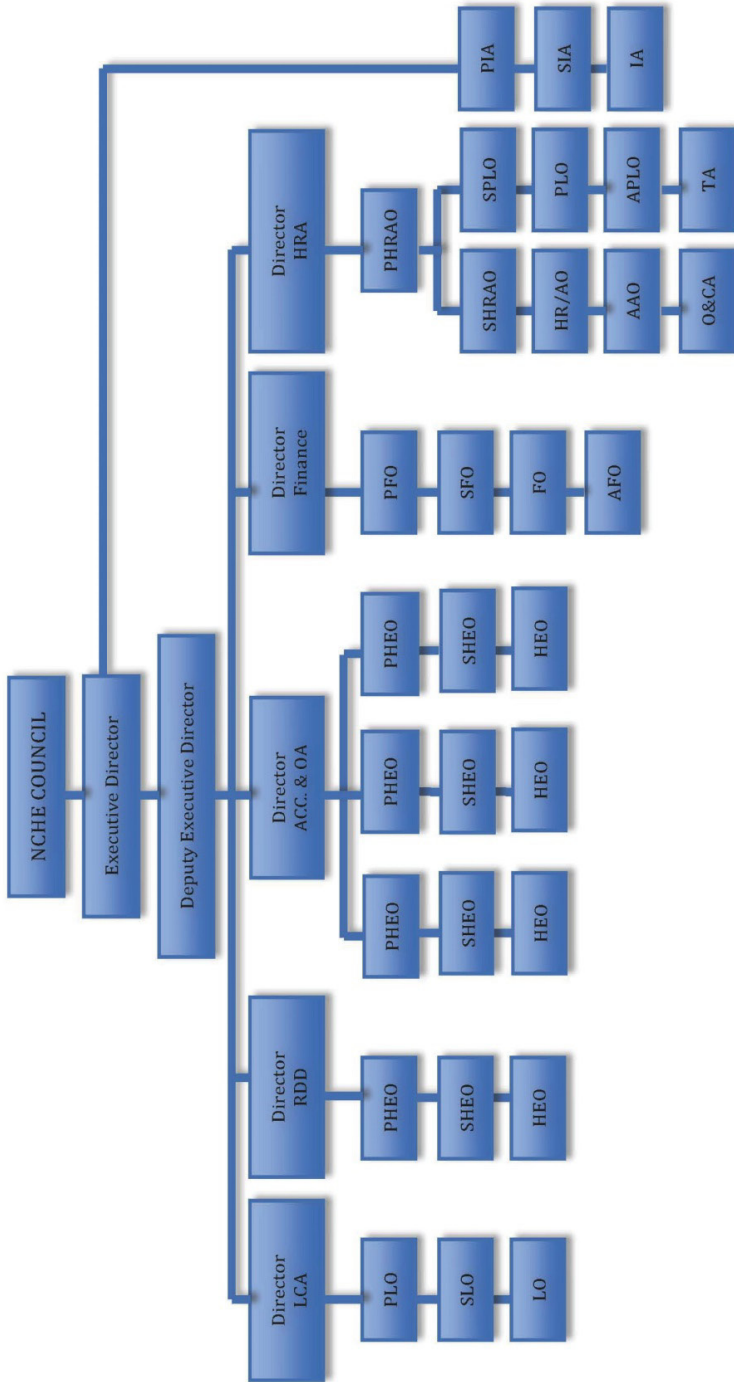
**Appendix 7.1:** The first NCHE Organogram up to the Kalangala Retreat



**Appendix 7.2:** NCHE ORGANNOGRAM used from 2005 to June 2012



**Appendix 7.3:** The current NCHE ORGANOGRAM adopted on 1 July 2012



**Appendix 8: Abbreviations for Organogram**

AED	Assistant Executive Director
QA	Quality Assurance
R&D	Research and Development
Doc & Lib	Documentation and Library
HEO	Higher Education Officer
LCA	Legal and Corporate Affairs
HRA	Human Resource and Administration
PHEO	Principal Higher Education Officer
SHEO	Senior Higher Education Officer
RDD	Research, Development and Documentation
HRA	Human Resource and Administration
ACC. & QA	Accreditation and Quality Assurance
LCA	Legal and Corporate Affairs
PLO	Principal Legal Officer
SLO	Senior Legal Officer
LO	Legal Officer
PHRAO	Principal Human Resource and Administration Officer
SHRAO	Senior Human Resource and Administration Officer
SPLO	Senior Procurement and Logistics Officer
PRO	Public Relations Officer
HEO	Higher Education Officer
Offs	Officers
TMC	Top management Committee
CVEQ	Certification, Verification & Equating of Qualifications
ALC	Accreditation and Licencing Committee
CC	Contracts Committee
SHC	Staff Harmonisation Committee
UNIU	University Unit
OTU	Other Tertiary Unit
CATs	Credit Accumulation Transfer Systems
PPDA	Procurement and disposal of Public Assets
ERP	Enterprise Resource Planning



**Appendix 9.1: Makerere Programmes Accredited by NCHE up to 2012**

Bachelor of Industrial and Organisational Psychology  
Bachelor of Laws  
Bachelor of Medical Education  
Bachelor of Medicine and Bachelor of Surgery  
Bachelor of Records and Archives Management  
Bachelor of Science Food Science & Technology  
Bachelor of Science in Agricultural Land Use & Management  
Bachelor of Science in Agriculture (Evening)  
Bachelor of Science in Biomedical Engineering  
Bachelor of Science in Biomedical Sciences  
Bachelor of Science in Biotechnology  
Bachelor of Science in Business Statistics  
Bachelor of Science in Construction Management  
Bachelor of Science in Electrical Engineering  
Bachelor of Science In Horticulture  
Bachelor of Science in Meteorology  
Bachelor of Science in Palliative Care  
Bachelor of Science in Quantitative Economics  
Bachelor of Science in Quantity Surveying  
Bachelor of Science in Telecommunication Engineering  
Bachelor of Science with Education  
Bachelor of Social & Entrepreneurial Forestry  
Bachelor of Social work and Social Administration  
Bachelor of Statistics  
Bachelor of Tourism  
Bachelor of Urban & Regional Planning  
Bachelor of Veterinary Medicine  
Diploma in Library and Information Studies  
Diploma in Livestock Health Science  
Diploma in Livestock Products Development and Entrepreneurship  
Diploma in Records and Archives Management  
Master of Education in Curriculum Studies  
Master of Education in Educational Foundations  
Master of Educational Psychology Master of Architecture  
Master of Arts in Geography  
Master of Arts in African Languages  
Master of Arts in Educational Policy and Planning

Master of Arts in Int. Relations & Diplomatic Studies  
Master of Arts in Public Admin and Management  
Master of Arts in Social Sector Planning  
Master of Arts in Sociology  
Master of Health Services Research  
Master of Medicine - ENT  
Master of Medicine - Internal Med  
Master of Medicine - Microbiology  
Master of Medicine - Pathology  
Master of Medicine - Psychiatry  
Master of Medicine - Surgery  
Master of Medicine in Family Medicine & Community Practice  
Master of Medicine in Ophthalmology  
Master of Organisational Psychology  
Master of Philosophy in Applied Ethics  
Master of Public Health (Distance Education Programme)  
Master of Public Health (Full-time Programme)  
Master of Public Health Nutrition  
Master of Science in Immunology and Clinical Microbiology  
Master of Science Agribusiness Management  
Master of Science Agricultural & Applied Economics  
Master of Science Agricultural Economics  
Master of Science Environmental and Natural Resources  
Master of Science in Agricultural Engineering  
Master of Science in Agricultural Extension Educ.  
Master of Science in Agro - Forestry  
Master of Science in Animal Science  
Master of Science in Applied Human Nutrition  
Master of Science in Crop Science  
Master of Science in Food Science and Technology  
Master of Science in Forestry  
Master of Science in Mechanical Engineering  
Master of Science in Soil Science  
Master of Science in Agricultural Engineering  
Master of Science in Animal Product Processing, Entrepreneurship and Safety  
Master of Science in Biomedical Laboratory Science  
Master of Science in Clinical Epidemiology & Bio-Statistics  
Master of Science in Human Anatomy  
Master of Science in Molecular Biology

Master of Science in Natural  
Products Technology and Value Chains Management  
Master of Science in Pharmacognosy  
Master of Science in Pharmacology  
Master of Science in Philosophy  
Master of Science in Trans-boundary Animal Disease Management  
PhD in Computer Science  
PhD in Information Sciences  
PhD in Information Systems  
PhD in Information Technology  
PhD in Software Engineering  
Post Graduate Diploma in Environmental Impact Assessment  
Post Graduate Diploma in Environmental Information Management  
Post Graduate Diploma in Construction Project Management  
Post Graduate Diploma in Meteorology  
Postgraduate Diploma in Education  
Postgraduate Diploma in Investigative Journalism

**Appendix 9.2:** Nkumba University Programmes Accredited by the NCHE by 2012

Bachelor of Arts in Development Planning and Management  
Bachelor of Arts in International Relation and Diplomacy  
Bachelor of Arts with Education  
Bachelor of Business Administration (Accounting)  
Bachelor of Business Administration (Banking, Insurance and Finance)  
Bachelor of Business Administration (Management)  
Bachelor of Early Childhood Care and Development  
Bachelor of Human Resource Management  
Bachelor of Multilingual Secretarial Studies and Administration  
Bachelor of Office Management and Secretarial Studies  
Bachelor of Procurement and Logistics Management  
Bachelor of Science in Environmental Management Sciences  
Bachelor of Science in Home Economics  
Bachelor of Science in Hotel Management & Catering  
Bachelor of Science in Journalism  
Bachelor of Taxation Management  
Diploma in Business Administration (Accounting)  
Diploma in Business Administration (Banking, Insurance and Finance)  
Diploma in Business Administration (Management)  
Diploma in Business Administration (Marketing)  
Diploma in Business Administration (Purchasing and Supplies Management)  
Diploma in Community and Disability Studies  
Diploma in Computer Science  
Diploma in Development Studies  
Diploma in Early Childhood Care & Development  
Diploma in Education  
Diploma in Education (Secondary)  
Diploma in Environmental Management Science  
Diploma in HIV/AIDS Education & Management  
Diploma in Home Economics  
Diploma in Hotel Management and Catering  
Diploma in Information Technology  
Diploma in Journalism  
Diploma in Psychology, Guidance and Counselling  
Diploma in Public Administration & Management  
Diploma in Records and Information Management

Master of Arts in Development Studies  
Master of Arts in Literature  
Master of Business Administration  
Master of Business Administration (Accounting and Finance)  
Master of Business Administration (Management)  
Master of Business Administration (Marketing)  
Master of in Procurement and Logistics Management  
Master of Science in Accounting and Finance  
Master of Science in Banking and Finance  
Master of Science in Environmental Health  
Master of Science in Human Resource Management  
Master of Science in Information Technology  
Master of Science in Management  
Master of Science in Marketing  
Master of Science in Natural Resources Management  
Post Graduate Diploma in Human Resource Management  
Post Graduate Diploma in Office Management and Secretarial Studies  
Post Graduate Diploma in Public Administration and Management  
Post Graduate Diploma in Taxation Management  
Postgraduate Diploma in Development Studies  
Bachelor of Arts in Guidance & Counselling  
Bachelor of Arts in Population Studies  
Bachelor of Business Administration (Accounting)  
Bachelor of Business Administration (Finance and Banking)  
Bachelor of Business Administration (Marketing)  
Bachelor of Development Studies  
Bachelor of Laws  
Bachelor of Public Administration  
Bachelor of Science in Environmental Management  
Bachelor of Science with Education  
Bachelor of Science with Education (Biology)  
Bachelor of Science with Education (Physics)  
Bachelor of Social Works and Social Administration  
Bachelor of Supplies and Procurement Management  
Bachelor of Supply and Procurement  
Bachelor of Tourism and Hotel Management  
Diploma in Business Administration  
Diploma in Human Resource Management  
Diploma in Law

Diploma in Public Administration

Diploma in Sec. Education (Physics)

Diploma in Secretarial Studies

Master of Arts in Development Studies

Master in Economic Planning & Policy

Master of Arts in Human Rights Development

Master of Arts in Linguistics

Master of Arts in Project P&M

Master of Arts in Public Administration and Management

# Index

## A

- ABC (African Bible College), 9, 193, 199–200
- academic affairs, 34, 127–28, 133, 161, 180, 186, 192, 204, 251, 280
- academic certificates, 17, 26, 238
- academic divisions, 188, 192, 195–97, 201, 203, 219
- Academic Divisions and Programmes, 202–3, 206
- academic freedom, 11, 18, 72, 91–92, 129, 283, 285, 305
- academic programmes, 15, 50, 180, 199–200, 204, 207, 211–13, 254, 290, 292, 298–99, 303
- new, 251–52
- academic qualifications, 29, 59, 63, 260–61, 300
- academics, 39, 42, 127–28, 135, 142, 145, 149, 155, 162, 210, 231, 288, 290, 300, 308
- academic staff, 71, 73–74, 81–82, 89, 156–57, 172, 180, 183, 194, 197–98, 201–3, 215–16, 283, 285, 321–22
- academic staff members, 163
- academic staff offices, 164
- academic staff teaching, 191, 195, 198, 201
- academic standards, 78, 327
- ACBF (African Capacity Building Foundation), 4
- Accounting, 152, 169, 271, 346–47
- accredit, 57, 100–101, 106, 247, 253–54, 256
- accreditation, 22, 66, 109, 145, 159, 247–51, 253–54, 263, 285, 290, 301, 304–5, 308, 313, 318
- institutional, 22, 63, 79, 285
- process of, 131, 145, 252
- accreditation of institutions, 56, 66, 235, 296
- Accreditation of New Programmes of Makerere University, 251
- Accreditation of Programmes, 10, 26–27, 63, 65, 79, 99, 101–2, 106, 123, 131, 145, 235, 247–58, 306
- accrediting, 22, 24, 55, 63, 65–67, 74, 221, 249–51, 253, 256
- accrediting universities, 6, 72, 74, 284
- administration, 89, 127, 162, 164, 183–84, 186–87, 189–91, 198–200, 207, 234, 237, 239, 290, 296, 320
- central, 210
- Administration PHEO Principal Higher Education Officer SHEO Senior, 342
- Administrative abilities, 82–83
- administrative matters, 126
- administrative problems, 57, 178
- administrative structures, 15, 25, 98, 104, 135, 171, 187, 286–87, 290, 303
- Africa, 4, 21, 23, 40–41, 44, 47, 49, 111–12, 124–25, 136–37, 177, 180, 283–84, 307–8, 310–13
- higher education in, 4, 44, 222, 309
- universities in, 112, 284, 326
- African Bible College. *See* ABC
- African Capacity Building Foundation (ACBF), 4

- African countries, 10, 15, 21, 23, 39, 222, 284
- African Higher Education, 305, 307, 309, 311
- African universities, 15, 38, 49
- Afterword, 11, 289, 291, 293, 295, 297, 299, 301, 303, 305
- Aga Khan University, 8, 193, 195–96
- agencies, 11, 18, 21–23, 44, 100, 284, 286–88, 290, 293–94, 313
- Alex Kagame Private Universities Senates, 314
- allocations, 91, 99–101, 106, 130
- allowances, 61, 102–4, 235, 273
- Altbach, 17, 19, 43–44, 49, 307, 311
- American dominance of global higher education, 43
- American universities, 42–43, 49
- annual enrolment growth, 44, 112
- APAS, 271
- appeal, 83, 103–4, 281
- appeal mechanism, 89–90, 92
- appendages, 160, 227
- Appendices, 313, 315, 317, 319, 321, 323, 325, 327, 329, 331, 333, 335, 337, 339, 341
- applicants, 58, 62, 73–75, 128, 260–65, 270
- applications, 23, 25, 60, 72–75, 80, 93, 251, 260, 262–63, 267, 272, 282, 292, 301, 305–6
- appointment, 39, 53–54, 60, 62, 81, 105, 129, 160, 275, 327  
date of, 275, 314–17
- architects, 56, 254–56
- architecture, 120, 244, 253–54, 256  
degree of Master of, 254, 256
- arrears, 156, 160, 174
- arts, 111, 117–18, 120, 161–62, 181, 188–89, 194, 200, 202, 204, 206, 224, 226–27, 343–44, 346–48
- aspirations, 23, 71, 73–74, 290
- assessment, 26, 83, 85, 92, 320  
programme-level, 304
- assessors, 135, 185, 245, 249, 289
- Assistant Executive Directors, 66, 103, 234, 261–63
- Assistant Research Fellow, 82
- Associate Library, 82–83
- attention, 50, 97, 104, 111, 158, 259–60, 286, 288, 297
- auditors, 81, 88–89, 91–93, 95, 219  
institutional, 90, 94–95
- audits  
external, 22, 24, 86–88, 285  
internal, 22, 87–88, 285
- authorities, 38, 41, 48, 53, 91, 103, 116, 127, 136–37, 140, 170, 185, 267, 276, 278–80  
external, 22–23, 285  
moral, 103, 267, 271–73
- awards, 38, 45, 84, 92, 94, 113, 120, 128, 177, 184, 219, 238, 254, 264, 305
- B**
- BAC (British Accreditation Council), 264
- Bachelor, 151, 162, 164, 180–81, 184, 207, 343
- Bachelor of Business Administration, 152, 162, 206, 346–47
- Bachelor of Development Studies, 152, 162, 347
- Bachelor of Human Resource Management, 194, 346
- Bachelor of Medical Laboratory Science, 151
- Bachelor of Nursing Science, 151, 205
- Bachelor of Public Administration, 162, 194, 203, 206, 347
- Bachelor of Science, 151, 164, 181, 343, 346–47



- Bachelor of Science in Public Health, 198, 205
- Balance Sheet, 11, 26, 289, 291, 293, 295, 297, 299, 301–3, 305
- Banking, 332, 346–47
- Basic Sciences, 143, 181
- benchmarks, 22–24, 46, 51, 60, 66, 69–70, 77, 81, 88, 92, 98, 109, 112, 114, 283
- Benchmarks for Universities, 6, 69–76
- Bishop Stuart University. *See* BSU
- Bloomington, 307, 311
- board, 57, 102, 186, 191, 206, 260, 286, 290
- body, 23, 26, 51, 53, 56, 64, 104, 177, 249, 254, 256, 260, 276–77, 281
- borders, 45, 85–86, 268
- Boston University's International Higher Education, 106
- British Accreditation Council (BAC), 264
- BSU (Bishop Stuart University), 30, 153, 168, 173, 193, 201–2
- BTJET (Business, Vocational Education and Training), 37, 64
- Buganda, 202
- Buganda region, 181, 226
- Bugema University, 8, 19, 168, 188–89, 280
- bursars, 127–28, 139, 171
- business, 37, 41, 64, 75, 188–89, 195, 198, 205, 209, 213–14, 219, 223, 291, 298, 331–34  
unfinished, 289–91, 293, 304
- Business, Vocational Education and Training (BTJET), 37, 64
- Business Administration, 117, 152, 161–62, 181–82, 186, 203–7, 346–47
- Business Administration and Management, 184, 203
- Business Management, 165, 202, 218–19, 304
- business programmes, 209–10
- business school, 209, 216–17
- Business Science and Science Education, 164
- Business Studies, 175, 206, 209, 332–34
- Busitema, 18, 25, 123, 149, 160, 163–64, 212
- Busoga University, 8, 193–95
- ## C
- Cameroon National Commission on private Universities NCPHE, 313
- campus, 157, 195, 199–201, 205–6  
main, 149–50, 164, 180, 183, 185, 200, 202, 209–11, 213, 215–16, 255
- campuses, branch, 46, 175, 185, 253
- campus establishment, 301
- candidates, 54, 58, 62, 80, 83, 225, 227, 265–66, 269, 271, 275, 279, 292, 304
- capacity, 11, 17, 23, 26, 71, 73, 109, 111–12, 231–33, 240, 253, 255, 257, 280, 286
- Carnegie Corporation of New York (CCNY), 4, 101
- cases, 10, 125, 127, 240, 242, 249, 251, 253, 261–63, 266, 269–72, 277, 298, 301, 326
- CAT, 264–65
- catalogue, 157, 216, 221, 225
- Cavendish University. *See* CUU
- CCNY (Carnegie Corporation of New York), 4, 101
- centre, 46, 48, 70–71, 112, 119, 183, 215, 219, 235, 309–10
- Centre for Higher Education Transformation, 309
- century, 201–2, 222, 307, 311
- Certificate of Classification and Registration, 291
- certificates, 79, 84, 91, 119, 128, 130,

- 132, 219, 238, 259–61, 263–65, 269, 272, 296, 303
- chair, 101, 112, 130, 150, 171, 184, 191, 215, 232, 261, 276–77, 281, 286, 292
- Chairperson, 54, 165, 232, 241, 256, 289–90, 295, 306
- Challenges of Makerere University, 7, 135, 137, 139, 141, 143, 145, 147
- changing higher education structure, 296
- Characteristics of Private Universities, 8, 176
- charter, 24, 29, 75, 80, 130–32, 171, 173, 177, 181, 183, 185–86, 188–89, 191, 195, 291
- grant of, 298–300
- Chartered/Statute Private Universities, 8
- Chartered-Statute Private Universities, 177–92
- Chartered Universities, 177, 179, 181, 183, 185, 187, 189, 191
- Chartering of Public Universities, 7, 130
- chief, 27, 73, 103, 127–28, 160, 178, 221, 231, 235, 250
- China, 43, 46–47, 111, 312
- citizens, 18, 44, 71, 284
- classes, tertiary Institutions, 249
- classification, 60, 84, 131, 291, 300
- clearance, 266, 269–70
- Cloete, 23, 40, 44, 111–12, 307, 309
- closure, 225, 301
- CODESRIA, 4, 33
- College of Computing and Information Science, 30, 146–47
- colleges, 18, 21, 26, 47, 49, 60, 161, 186–89, 199, 209, 213, 224, 263–64, 266, 328–38
- column, 140–41
- commerce, 110, 127, 181, 186, 194, 204, 209–11, 213, 223, 290, 332–34
- commission, 39, 222, 227, 307
- Commissioner, 65–66, 101, 278, 280
- Commissioner for Higher Education, 53–54, 58, 101, 278
- committee functions, 296
- committees, 53–54, 62, 66, 103, 155, 160, 211–12, 237, 241–43, 267, 290, 295–97
- communities, 42, 45, 92, 94, 177–78, 346
- Competence, 82–83
- Completion Programme, 151
- components, 6, 15, 45, 52, 62, 78, 124, 140, 161, 249–50, 260, 301
- institutional, 21, 78
- composition, 125–26, 242
- computers, 29, 67, 91–92, 143–45, 157, 162, 194, 203, 207, 215–16, 233, 322, 325–26, 333
- Computer Science, 150–52, 162, 175, 194–95, 198, 203, 345
- Computing, 30, 117, 143, 146–47, 196, 198
- Conclusions.indd, 283–306
- conflicts, 64, 127–28, 130, 145, 155, 181, 187, 210–11, 213, 216–17, 226, 231, 238, 287, 324
- connectivity, 5, 38, 48
- Consequences of Globalisation on Institutional Management, 5, 51
- Consortium of Uganda University Library (CUUL), 157
- constituencies, 53, 275, 277, 314–15
- constraints, budgetary, 23, 25, 114
- construction, 150, 197–98, 226, 244–45, 308, 322
- continents, 4, 44, 47, 49, 199
- contract, 59, 62, 179, 237, 244–45, 256–57, 262, 268, 282
- Contradictory Funds in African Higher Education, 307, 309
- contributions, 15, 29, 40, 70–71, 74–75, 91, 101, 138–40

- control, 38, 46, 110, 126, 130, 172, 185, 209–11, 234, 275, 277, 320
- coordinate, 58–59, 128
- costs, 97–101, 103, 110, 116–17, 139–40, 173, 175–76, 179, 241, 244, 251, 270–71, 277, 287, 291
- Council, 4, 53–55, 59–62, 66, 85, 87–89, 103–6, 124–27, 217, 232–33, 235, 275, 290–98, 304–7, 322–26
- decisions of, 53, 104
- public representative to, 11, 292–93
- second, 27, 54, 286, 289
- Council and Secretariat, 6, 53–68
- Council Approved, 11, 295
- council chairperson, 268, 324
- Council Committees, 54, 243, 289–90, 295–98
- Council Meetings, 29, 102, 292, 298, 310
- Council members, 34, 57, 59, 67, 85, 232–33, 235, 244, 272–73, 275, 289, 292–93, 296–97, 306, 314
- senior, 102
- Council of Makerere University, 210–12, 239
- Council Room, 310
- Council staff, 77
- current, 105
- Council's work in licensing universities, 79
- countries, 40–41, 44–47, 62, 73–75, 86, 111, 113–14, 119–20, 157–58, 167–69, 180, 188, 222, 259–60, 293
- courses, 38, 79–80, 84, 89–90, 92, 109, 120, 198, 205, 234, 247, 249–50, 259, 261, 296
- court, 127, 141, 200, 213, 266, 269–70, 276, 281, 291, 295, 306, 308
- court order, 200, 220, 295
- credibility, 72–73, 272, 277
- credits, 80, 101, 118–21, 272, 292
- credit system, 7, 24, 55, 75, 101, 109, 118–20, 227, 288
- cross-border education, 45, 169, 308
- cross-border higher education, 5, 38, 45–46, 85, 169–70, 285
- CUU (Cavendish University), 9, 193, 204
- CUUL (Consortium of Uganda University Library), 157
- D**
- DANIDA (Danish Agency for International Development), 4
- DC (Disciplinary Committee), 11, 297, 325
- decisions, 51, 53, 85, 89, 103–4, 234–35, 237–38, 251, 254, 256, 266, 269, 272, 276, 320
- deficit, 140–42, 157, 302, 322
- Degree Awarding, 9, 209–20
- Degree Awarding Institutions, 9, 209, 218, 301
- degrees, 58, 60, 79, 81–83, 119–20, 130, 132, 169, 171, 207, 209, 213, 215, 217, 259
- first, 60, 157, 253–54
- delivery, 15–16, 21, 23, 37–40, 43–44, 75, 77, 86, 88, 90, 95, 97, 110, 118, 282–84
- Department of Higher Education, 37, 54, 64–65, 280
- departments, 37, 52, 64, 83, 86, 88, 94, 151, 156, 187, 189, 211, 218–19, 237, 264
- finance, 267–68
- Deputy Vice-Chancellor, 127–28, 239
- Deputy Vice-Chancellor Uganda Martyrs University, 280
- design, 4–5, 22, 56, 64, 70, 91–92, 94, 101, 106, 137, 186, 195, 202–3, 224–25, 233
- development, national, 71, 110, 231, 303

- Development of Social Science Research in Africa, 4
- Development Studies, 117, 150, 152, 162, 184, 194
- Diploma in Business Administration, 182, 203, 346
- Diploma in Computer Science, 162, 346
- Diploma in Public Administration, 271, 346, 348
- diplomas, 79–80, 84, 91, 128, 130, 132, 150–51, 159, 162, 194, 219, 259, 271, 346, 348
- diplomas and certificates, 79, 119, 184, 219, 259, 296
- directorate, 184, 237
- disabilities, 119, 314–15
- Disciplinary Committee. *See* DC
- disciplines, 29, 74–75, 92, 117, 119–20, 140, 160, 224, 243, 254, 288
- Distance Education Programme, 344
- doctoral students, 42–43, 255
- documents, 54, 61, 69, 261, 263–65, 292, 305
- donors, 91, 101, 140–41, 168, 187
- duplication, 64, 100, 145, 199, 201, 213, 251, 303
- duration, 59, 90, 92, 242
- Dutch Higher Education Institutions Working on Europeanization, 309
- E**
- \East African, 33–34, 288, 312
- Eastern Uganda, 196, 207, 291–92
- economic development, 39–40, 94, 110–11, 232, 307, 312
- education, 17–19, 37–39, 43–44, 64, 66, 99–103, 117–18, 157–59, 188–89, 194–96, 198–203, 225, 263–64, 311–12, 346–48
- secondary, 39, 263–64
- technical, 158, 221, 288, 334
- educational institutions, 44, 48, 87–88, 168, 173–74
- modern, 45
- Education Bachelor, 198, 343, 346
- education facilities, 22, 55, 79, 93, 124, 156, 172, 201, 203, 215, 249, 255, 285, 322
- education ideas, higher, 15, 26, 59, 65, 97, 106, 284, 286
- Education institution, 17, 264, 288
- good higher, 177
- private higher, 168, 176
- public higher, 44
- regulating higher, 238
- education management, 59, 159, 304
- education officials, 27, 69, 155
- education policy, 287, 307–8
- education programmes, 110
- higher, 85
- tertiary cross-border, 169
- Education Research, 309–10
- education sector budget, 115
- education system, 120, 186, 227, 307
- higher, 42, 118–19, 171, 222
- Effects of Massification on Higher Education in Africa, 309
- electing, 10, 129, 278, 280–81
- elections, 10, 129, 262–63, 266–67, 275–79, 281, 292, 295
- employees, 119, 174, 180
- endowments, 15, 71, 91, 136, 168
- Enos Rwasheema, 53–54
- enrolment, 29, 45, 47, 71, 112–14, 124, 140, 156, 167, 170, 172, 194, 222–24, 283, 328
- environment, 161, 171, 184, 205, 211, 253–56
- equating, 10, 26, 259–63, 267–68, 270
- equating exercise, 262, 267–70
- Equating Qualifications, 10, 238, 259–74

- process of, 10, 267–68  
 equipment, 10, 61, 158, 245  
 errors, 104, 158, 160, 253, 268, 295  
 establishment, 5–6, 11, 21, 23, 35, 39,  
 53–68, 120, 123, 154, 156–57, 161,  
 284, 296, 300  
 Establishment and Operation of Private  
 Universities, 79  
 European Higher Education Area, 43  
 Examination Board UNISE Uganda  
 National Institute, 32  
 examinations, 80, 83, 85, 90, 92, 120,  
 238–39  
     conduct of, 83  
 examination system, 119–20  
 Executive Director, 53–54, 58, 61–62, 98,  
 231, 234, 240–43, 245, 249–50, 261–  
 62, 269, 271–73, 275–78, 282, 290  
 Executive Directory, 234  
 exercise, 58, 61, 63–64, 67, 88, 233, 238, 240,  
 245, 248, 250, 266–67, 278, 280, 304  
 exhibitions, 9, 233, 286, 296  
 Expansion of Private Higher Education  
 in Africa, 311  
 experience, 21, 56, 58, 60, 64, 73, 81–83,  
 89, 231, 236, 266, 270, 287, 290, 293  
 experts, 45, 58, 60, 62, 64, 111, 214,  
 243, 248–49, 290, 293–94, 318, 322  
 external activities, 10, 61, 102, 239–42
- F**
- facilities, 16–17, 46, 132, 141–42, 144,  
 156–57, 162, 164, 182–84, 187–89,  
 194–99, 201–3, 205–7, 255, 321–22  
     educational, 74, 79, 143  
     physical, 144, 191  
 faculties, 50–52, 83, 86, 88, 156, 158,  
 161, 180–81, 183–84, 187, 189, 200–  
 203, 205–6, 210, 325  
 Faculty, 117, 156, 158, 205–6, 253–56  
 Faculty of Computing and Information  
 Technology, 143, 196  
 Faculty of Medicine, 151, 161  
 Faculty of Science, 151, 158, 161, 206  
 Failed and Failing institutions, 9, 220  
 Failed Institutions, 9, 209, 211, 213, 215,  
 217, 219  
 Failed Institutions.indd, 209–20  
 failure, 17–18, 87–88, 136, 141–42,  
 210–11, 221, 227, 244, 250, 267, 273,  
 285, 287, 291, 325–27  
 fee-paying students, 140, 210  
     private, 169, 210  
 fees, 110, 116, 125, 130, 136, 140–41,  
 164, 167–69, 172, 185, 195, 199, 204,  
 260, 262  
 field, 49, 156, 218, 223, 242, 248, 321,  
 327  
 files, 239, 254, 260–61, 267–72  
 Finance, 62, 90–91, 101, 103, 125, 127,  
 136–37, 173–74, 219–20, 232, 235,  
 237, 267, 296, 346–47  
 Finance and Management Committee of  
 Council, 62  
 Finance Master, 347  
 finance specialist, 242–43  
 financial problems, 15, 33, 142, 179,  
 182, 185  
 Financial Statements, 310  
 Financing Higher Education, 307–8,  
 310  
 Financing Higher Education in Africa,  
 308  
 Financing Uganda's Public Universities,  
 33, 308  
 findings, 157, 215, 239, 241, 243–44  
 First Council, 54, 289, 291  
 forces, global, 38, 41, 52  
 Foreign/Intern, 328–38  
 for-profit education institutions, 169  
 Fort Portal, 9, 30, 197, 199–200, 293  
 Forum, 78, 84, 176, 234, 276–77, 281

- Fountain Publishers, 33, 308–9, 311  
 framework, 78, 85, 87, 118, 237, 312  
 freedom, 22, 38, 72, 89, 91–92, 125, 129, 136, 146, 170, 283, 285, 288  
   institutional, 24, 172  
   institutional autonomy and academic, 18, 91, 305  
 functions, 17, 25, 38, 42, 55–56, 92, 97–100, 105, 132–33, 212–13, 231, 233, 237–38, 247, 295–97  
 funding, 6–7, 15–17, 24–25, 42, 44, 47, 50, 97–106, 114, 116, 118, 136, 139–40, 149, 287  
   declining, 7, 124  
   increased, 6, 97, 99, 101–3, 105, 287  
   public, 114, 137, 210  
   total, 139  
 funding levels, 97–98  
 funds, 15–16, 43–44, 55–56, 98, 100–102, 112, 125–26, 137–38, 140–41, 156–57, 167–68, 172, 210–11, 244–45, 296  
   public, 236, 267, 273, 288
- G**
- Gaba Bible Institute Private Uganda Martyrs, 331  
 GDP, 15, 29, 42, 46, 111, 114–15  
 GDP on higher education, 114, 288  
 generations, 40, 52, 59, 70–71, 93–94, 149, 178, 277, 283  
 GER (gross enrolment ratio), 18, 44, 47, 113, 167  
 Ghana National Council for Tertiary Education NCTC, 313  
 Global Demand for International Higher Education Students, 307  
 global higher education, 43  
 global higher education relations, 43  
 global higher education requirements, 231  
 global higher education supply, 43  
 globalisation, 5, 40–43, 48, 51–52, 309–10  
 Globalisation and Higher Education Organization Change, 312  
 Globalization, 309, 311  
 Global Power Relations Influence Higher Education, 5, 42  
 global rankings, 5, 42, 50–52  
 good governance, 88, 91, 150, 190  
 governance, 88, 124–26, 136, 140, 145–46, 150, 152, 160–62, 164, 186–88, 190–92, 195–97, 199–202, 219–20, 305–7  
   institutional, 22, 285  
 Governance Reforms in Higher Education in Africa, 222  
 government, 16–18, 22–25, 37–39, 41–42, 116, 118, 125, 129–32, 136–38, 140–41, 155–56, 162–64, 173–74, 209–10, 287–88  
 government departments, 136–37, 145  
 government funding, 44, 63, 98, 140  
 government funds, 17, 130  
 government institutions, 126  
 government universities, 197  
 graduates, 17–18, 38, 50, 72, 74, 80, 84, 94–95, 111, 132, 199, 201, 253, 304, 323  
 gross enrolment ratio. *See* GER  
 groups, religious, 171–72, 178  
 Growth and Expansion of Private Higher Education, 311  
 guidance, 53, 87, 90, 159, 215, 234, 286, 346  
 Gulu, 50, 87, 123–24, 133, 143–44, 149, 162  
 Gulu University, 25, 117, 124, 142, 149, 160–62, 225, 304

**H**

- Health Management, 205
- Health Science, 71, 164, 184, 195, 198, 330
- HEQC, 85–86
- higher education, 15–19, 21–23, 31–34, 37–49, 52–55, 62–66, 77–81, 97–106, 109–14, 167–69, 173–76, 209–13, 282–84, 294–97, 306–15
  - accessed, 113
  - certificate of, 263–64
  - changing, 37, 237
  - extending, 167, 178
  - foreign delivered, 45
  - free, 179
  - inferior, 23, 90, 118, 167, 284–85, 305
  - local, 97
  - management of private, 8, 169
  - normal, 266
  - regulating, 290
  - regulating cross-border, 22, 46
  - unit costs for, 116
- higher education agencies, 21, 105
- Higher Education and Economic Development in Africa, 40, 312
- Higher Education and Public Universities, 123–34
- Higher Education Annual Performance Report and Financial Statements, 310
- higher education councils, 290
- higher education credit system, 288
- higher education data, 26
- higher education demands, changing, 236
- higher education development, 21
- higher education enrolment structure, 30, 223
- higher education enterprise, 168
- higher education expansion, 46
- higher education financing, 136
- Higher Education Governance, 312
- Higher Education.indd, 35–52
- higher education industry, 169
- higher education initiatives, 288
- higher education institutions, 15–16, 21–24, 41, 55, 80, 82, 85–86, 89, 167–70, 238–39, 288, 290, 292, 294, 296
- higher education knowledge production, 65
- higher education knowledge production organisation, 65
- higher education landscape, 18, 283
  - changed, 237
  - ever-changing, 56, 176
  - ocal, 37
- higher education landscape slides, 167
- higher education legislations, clear, 168
- higher education levels, 262
- Higher Education Matter, 312
- higher education NCHE, 313
- Higher Education Officer, 240, 251–52, 261, 281, 297
  - responsible, 262
- Higher Education Officer RDD Research, 342
- higher education organisations, 18
- Higher Education Organised, 222, 307
- Higher Education Organization Change, 312
- higher education playground, 23
- higher education problems, 150
  - major, 288
- higher education projects, 64
- higher education providers, 86–87
- higher education provision, 15, 45, 167, 176
- higher education qualifications, 259–60
- higher education quality, 64
- Higher Education Quality Assurance Committee, 85
- Higher Education Quality Committee, 86



- higher education reform, 288  
 higher education regulator, 65  
 Higher Education Regulatory Agencies in Africa, 313  
 Higher Education Regulatory Agency, 5, 37, 39, 41, 43, 45, 47, 49  
 Higher Education Regulatory Agency in global ranking, 51  
 Higher Education Relevance and Quality Assurance Agency, 313  
 higher education review, 286  
 higher education situations, changing, 242  
 higher education spaces, 167  
 Higher education's participatory rates, 111  
 Higher education's share, 114  
 higher education stakeholders, 21, 48, 176  
 higher education structure, 222, 227  
 higher education student, 114  
 higher education sub- sector, 176  
 higher education sub-sector, 7, 18, 26, 33, 37, 39, 58, 107–22, 222, 227, 236, 239, 288–89, 296, 303  
 higher education sub-sector being, 79  
 Higher Education Transformation, 309  
 higher education Uganda, 33  
 higher education vol, 310  
 higher institutions, 29, 39, 42, 45, 47–48, 78, 80, 111–13, 116, 119, 180, 236, 239, 242, 247  
   supervising and nurturing private, 167–76  
 Higher Learning.indd, 247–58  
 holders, 18, 60, 73, 142–43, 187, 194–95, 199, 261, 322  
 honesty, 185, 191, 273, 289  
 hours, working, 103  
 HumanitiesScience, 224  
 Human Resource Management, 194, 204, 218–19
- I**
- IDRC (International Development Research Centre), 4  
 IGG (Inspector-General of Government), 31, 52, 127, 268  
 IHSU (International Health Science University), 9, 193, 204–5, 329  
 Implications, 44, 278, 307–8, 310–11  
 improvement, 59, 61, 72, 85, 89, 92, 142, 162, 182, 188, 190–91, 194, 197, 243, 250  
 Improving Tertiary Education, 311–12  
 inability, 7, 25, 50, 61, 63, 116, 142, 149, 155, 297  
 indd, 97–122, 167–92, 221–46  
 India, 29, 43, 47, 111, 116–17  
 Indiana University Press, 307, 311  
 individuals, 16, 56, 58–59, 61, 65, 168, 170–72, 235, 241, 253, 262, 272, 277–78, 285, 287–88  
 information, institutional, 24, 86  
 Information Technology, 16, 72, 111, 117, 143, 152, 164, 194, 196, 203–4, 206, 219, 345  
 Information Technology Business Administration Education, 181  
 infrastructure, 22, 85, 141–42, 144, 162–63, 172, 179–80, 182, 187–89, 191, 194, 198, 201–4, 218, 285–86  
 infrastructure and facilities, 22, 182, 184, 188–89, 191, 194–97, 199, 203, 205–7, 285  
 innovation, 17, 37–38, 70, 72, 109, 112, 130, 132, 165, 168, 232, 296, 309–10  
 inputs, 93–94, 97, 159  
 inspections, 29, 58, 60–61, 63, 102, 186, 240–41, 286, 290–92, 294, 300–302  
 Inspector-General of Government. *See* IGG  
 inspectors, 60–61, 63, 293–94, 318  
 institute, 27, 161, 205, 209, 212–13, 218–19, 251



- Institute of Computer Science, 151–52
- Institute of Interdisciplinary Training and Research, 151–52
- Institute of Management Science, 151–52
- Institute of Scientific Information (ISI), 50
- Institute of Teacher Education, Kyambogo. *See* ITEK
- institutional audits, 22, 81, 87–88, 95, 285  
external, 22, 285
- Institutional Autonomies and Academic Freedom of Universities, 11, 285
- institutional autonomy, 7, 41, 91, 112, 124–25, 129–30, 136–37, 146, 170, 187, 197, 250, 283, 285, 305
- Institutional Autonomy and Academic Freedom of Staff, 91
- Institutional Autonomy and Accountability, 8, 145
- Institutional Autonomy Public Universities, 7
- institutionalisation, 25, 129, 135, 233
- Institutional Management, 5, 51
- Institutional Review by Selected Ugandan Universities, 11, 304
- Institution Name, 328–38
- institutions, 22–27, 37–52, 55–61, 78–81, 83–91, 93–95, 160–64, 168–75, 177–82, 184–202, 212–21, 237–45, 247–58, 283–88, 291–96  
academic, 81, 129, 215  
affiliated, 196, 255  
chartered, 132, 177  
chartered private, 184  
collapsing, 67  
constituent, 154, 160, 225  
degree-awarding, 45, 47  
former, 154–55  
former tertiary, 162–63  
for-profit, 45, 125, 168, 187  
guide, 37, 48, 305  
inspecting, 61, 67  
inspection of, 60–61, 63, 290  
international, 129  
international financial, 15, 44  
local, 45, 51, 263, 271  
middle-level, 119  
national, 129  
new, 73, 154, 163, 209  
non-profit, 168, 197  
not-for-profit, 168  
private Anglican Christian-based, 181  
private universities and other tertiary, 79, 304  
privatised, 141  
public, 25, 124, 143, 281  
regulating, 57, 284  
rogue, 23, 44, 285  
science-based, 164  
social, 38, 48, 111, 129  
subject, 45, 51, 240, 251, 260  
technical, 226–27  
universal, 38, 70, 126, 286  
universities and other tertiary, 23–24, 39, 63, 66, 79, 97–100, 110, 123, 127, 131, 209, 211–12, 243, 293, 299  
young, 23, 284–85
- institutions government, 149
- Institutions Makerere Main Campus  
Duplicates MUBS Programmes, 213
- institutions programmes, 55
- instructors, 81, 85, 93
- interference, 22–23, 92, 125, 285
- Interim Authority, 29, 293–95, 298–99
- International College, 271, 333
- International Development Research Centre (IDRC), 4
- International Health, 205
- International Health Science University. *See* IHSU
- International Higher, 19, 308
- International Higher Education, 19, 307–8, 310–11

- International Higher Education Centre of Boston University, 65
- International Higher Education Students, 307
- International Hospital, 204–5
- International Institute, 330, 332
- internationalisation, 42
- internationalization, 309, 311
- International Reference Handbook, 307, 311
- International Relations and Sister Institutions and Finance and Administration, 290
- International University, 9, 193, 195, 206
- International University of East Africa. *See* IUEA
- Inter-University Council for East Africa, 31, 106
- Inter- University Council for East Africa (IUCEA), 184, 304
- Interview Committees, 62
- investment, heavy, 25, 157–58, 175–76, 190
- ISI (Institute of Scientific Information), 50
- Islamic University, 8, 33–34, 87, 131, 168–69, 177–79, 280, 304, 306
- Islamic University in Uganda. *See* IUIU
- Islamic University in Uganda Private, 328
- IITEK (Institute of Teacher Education, Kyambogo), 31, 154, 156–57, 159–60, 225
- IUCEA (Inter- University Council for East Africa), 184, 304
- IUEA (International University of East Africa), 9, 193, 206
- IUIU (Islamic University in Uganda), 8, 31, 33–34, 56, 131, 168, 172–73, 177–78, 180–81, 248, 280, 304, 306
- J**
- job, 56–57, 97, 176, 181, 231, 234, 236, 239, 257, 260, 263, 268, 273, 297, 302
- good, 55, 59, 61, 65, 248
- Journal of Higher Education in Africa, 4
- K**
- Kabale, 172, 220, 255–57
- Kabale University, 9, 169, 193, 196–97, 278–79
- Kabarole College of Commerce, 333
- Kakoba National Teachers' College (KNTC), 201
- Kampala, 33, 60, 62, 69, 124, 179–80, 183, 190, 195–96, 199, 204, 206, 263, 265, 308–11
- Kampala College, 333
- Kampala International University. *See* KIU
- Kampala University, 8, 193, 195
- Kayanja Senates of public universities, 314
- Kenya, 111, 120, 127, 132, 188, 195, 214, 222–23, 227, 232, 284, 286, 288, 308, 310
- kindergarten, 116, 186
- KIU (Kampala International University), 8, 34, 177, 190–92, 195, 304–6
- knowledge, 16–17, 38–39, 41, 43–44, 48–49, 70–71, 92–93, 111–12, 171, 173, 175–76, 231, 233, 235, 286–87
- knowledge creation, 26, 48–49, 104, 277, 283, 294, 296
- knowledge production, 27, 38–39, 44, 49, 52, 70, 93, 112, 168, 175, 287, 294
- Knowledge Production and Contradictory Funds in African Higher Education, 307, 309

- KNTC (Kakoba National Teachers' College), 201
- Kumi University, 8, 193, 196
- Kwesiga, Joy, 278–79
- Kyambogo, 54, 57, 123–24, 126, 143–44, 149, 154–61, 244, 310
- Kyambogo University, 8, 25, 117, 119, 124, 142, 149, 154–56, 159–61, 225, 310, 319, 324
- L**
- laboratories, 17–18, 25, 74, 92, 144, 152, 156, 158, 162, 172, 182, 194, 206
- labour, 41, 56, 173, 282
- Lack of Institutional Autonomy in Public Universities, 125
- Lack of Institutional Autonomy Public Universities, 7
- land, 79–80, 85, 106, 162, 179–80, 205–7, 244–45, 320
- languages, 5, 42, 48, 196
- law, 15–16, 79–81, 127–29, 131–32, 137, 149, 171–72, 174–76, 186–87, 200, 252, 271–73, 277–78, 295–96, 347
- leadership, 26, 48, 137, 174, 178, 189–90, 219, 257, 305–6
- higher education advocacy, 176
- Leadership Training Programme, 11, 305
- learning, higher, 9–10, 23–24, 37, 43, 55–56, 58–60, 66–67, 79–80, 103, 106–7, 233, 247, 249–51, 296, 304–6
- lecturers, 48, 81–82, 85, 142, 155–57, 194, 327
- legal officer, 238, 261–62, 268–69, 271–72, 277, 281, 342
- letters, 54, 100–101, 136, 141, 213–14, 239, 244–45, 251–52, 255, 260–63, 265, 268, 270, 294, 298
- letters of interim authority, 29, 293–95, 298–99
- Liberia National Commission for Higher Education NCHE, 313
- librarians, 56, 81–82, 232, 243
- libraries, 71, 74, 81, 91–92, 144, 152, 157, 162, 182, 184, 189, 196–97, 203, 206, 215–16
- Library HEO Higher Education Officer LCA Legal, 342
- library services, 157, 184, 215
- licenses, tertiary institutional, 194
- Licensing and Revoking of Universities' Licenses, 11, 294
- list, 29, 56, 60, 64, 169–70, 220, 225, 248, 252, 291, 293, 295, 323
- LIU (LivingStone International University), 9, 207
- LivingStone International University. *See* LIU
- London, 19, 204, 308–9, 311
- M**
- macro management, good higher education, 24
- Major Problems of Private Universities in Uganda, 8, 170
- Makerere, 24–25, 123–25, 127, 133, 135–38, 140–46, 178, 209, 211, 213–14, 217–18, 251–53, 255–56, 308–9, 311
- mother institution, 217
- Makerere and other, 124, 129–30, 136, 141–42
- Makerere Business School, 210, 213, 217
- Makerere College Students, 308
- Makerere Institute, 27, 33, 116, 217, 233, 335
- Makerere Institute of Social Research. *See* MISR
- Makerere Model, 178

- Makerere programmes, 145
- Makerere Programmes Accredited by NCHE, 343
- Makerere Senate, 213–14
- Makerere to accredit programmes and institutions in other, 135
- Makerere University, 7, 10, 30, 133, 135, 137–41, 143, 145–47, 169, 209–14, 216–18, 250–52, 309, 311, 318
- illegal programmes, 252
- Makerere University Academic Registrar, 213–14
- Makerere University and other, 136
- Makerere University and Uganda Martyrs University, 251
- Makerere University Business School. *See* MUBS
- Makerere University Students, 309
- management, 7, 51–52, 102–4, 111–12, 168–70, 190–91, 205, 218–19, 235, 239–43, 296, 304–5, 324–27, 335–36, 346–48
- financial, 22, 30, 90, 152, 160, 162, 285, 303, 305, 324
- good, 145–46
- institution's, 137
- Management Committee of Council, 62
- management meetings, 234–35, 239
- Management Sciences, 151, 304, 335
- Management Studies, 180, 196, 198, 219, 263, 334
- managers, 42–43, 129, 145–46, 191, 211, 257, 326
- Manicas, 44, 47, 113, 309–10
- Marginson, 40–42, 48, 51, 309
- market, 15, 19, 25, 40, 43–45, 94, 118–19, 138, 140, 146, 154, 158, 161, 307–8, 311
- marketing, 44, 264, 324, 346–47
- Market Models and Private Higher Education, 5, 43
- Masajjage, 271–72
- Masaka, 60, 62, 183, 202–3, 226, 255
- Massification on Higher Education in Africa, 309
- Master, 41, 70, 77, 82, 125, 151, 180, 183–84, 201, 254, 256, 347
- Master of Arts, 152, 344, 347–48
- Master of Arts in Development Studies, 347–48
- Master of Business Administration (MBA), 161–62, 347
- Master of Medicine, 344
- Master of Public Health, 344
- Master of Science, 151, 344–45, 347
- Master of Science in Information Technology, 204, 347
- Master of Science in Public Health, 205
- Master's degrees, 59, 77, 82, 84, 145, 219, 253–54
- Master's programme in Architecture, 254, 256
- match, 47, 106, 116, 137, 141, 156–57, 237
- materials, 70, 80, 145, 157, 173, 232, 251, 254
- maturity, 23, 189–90, 285
- MBA. *See* Master of Business Administration
- Mbarara University of Science and Technology, 8, 25, 31, 50, 87, 117, 131, 133, 141, 149, 304, 328
- mechanisms, 78, 80, 83, 116, 175, 248, 284, 293
- Medical Laboratory Science, 150–51
- Medicine, 17, 117, 120, 143, 150–51, 161–62, 175, 192, 220, 295, 321, 343–44
- meeting, 48, 53, 62, 66, 69, 101–2, 104, 155, 239, 248–49, 256, 276–78, 280, 290–91, 294
- members, 53–54, 60–61, 73–74, 195–97, 232, 238–39, 241, 253, 256–57, 275–76, 281–82, 292, 295, 297, 324–25

- new, 275  
 Members of Council and staff, 273  
 memo, 104, 234, 238, 251, 271–72  
 Mengo, 200, 202–3, 219, 226  
 merger, 154–55, 158, 160  
 Michel Lejeune Private Universities, 314  
 mid-2012, 155, 159, 162–63, 181–84,  
 187–89, 192, 194–97, 203–5, 207, 249  
 minimum standards, 247, 259, 292, 296,  
 303, 305  
 Minister, 16, 18, 24, 48, 53, 55–56, 100–  
 101, 123, 126, 211–12, 214, 217, 252,  
 256, 275  
 Minister and Government on higher  
 education, 100  
 Minister of Education, 39, 54, 85, 123,  
 189, 209, 214, 235  
 Minister of Education and Sports, 231,  
 252  
 Minister of Education on higher  
 education, 55  
 Minister of Finance, 173–74  
 Minister of State, 66, 256  
 Minister of State for Higher Education,  
 66, 256  
 Ministry, 6, 37–38, 58, 64–66, 69, 99–  
 103, 125, 173, 218, 220, 225, 227,  
 244–45, 278, 280  
 MISR (Makerere Institute of Social  
 Research), 27, 33, 116, 233  
 MMU (Mountains of the Moon  
 University), 9, 193, 197–200, 293  
 mobility, 55, 119–20, 227, 288  
 models, hierarchical, 185, 196, 200  
 model university, 10, 57, 70–72, 77, 150,  
 255, 283  
 Model University for Uganda, 6, 70  
 money, 15–16, 24–25, 90, 97, 99, 102–3,  
 120, 124–25, 140–41, 145–46, 173–  
 74, 210–11, 270, 287–88, 324–26  
   generated, 210  
   private, 141, 210  
   public, 99, 104–5, 273  
 monies, private, 140–41, 307, 311  
 monitoring, 29, 55, 58, 78, 155, 158,  
 172, 240–43, 245, 293, 299–302  
 monitoring and inspection of institutions,  
 29, 300  
 Mouhamad Mpezamihigo, 33, 280, 289,  
 315  
 Mountains, 9, 30, 169, 172, 193, 197,  
 200–201, 293–94, 328  
 Mountains of the Moon University. *See*  
 MMU  
 MUBS (Makerere University Business  
 School), 50, 117, 135, 144, 209–18,  
 291, 319  
 Mugaju, 69–70  
 Mugaju, Justus, 57, 65, 69–70, 75, 150  
 Multi-Tech Management Accountancy  
 Programme, 333  
 Muni University, 123, 164–65, 226
- N**  
 Nairobi, 57, 214, 222, 307–8, 312  
 Nakawa, 209–11, 217, 270  
 Namibia National Council for Higher  
 Education NCHE, 313  
 NARO (National Agricultural Research  
 Organisation), 37, 112, 175  
 National Agricultural Research  
 Organisation (NARO), 37, 112, 175  
 National Commission for Accreditation  
 and Evaluation, 313  
 National Commission for Accreditation and  
 Evaluation of Higher Education, 313  
 National Council, 9–10, 55–56, 77–  
 81, 97–106, 143–44, 182–83, 198,  
 211–13, 218, 247–48, 253–56, 272,  
 275–78, 280, 310  
 National Council for Higher Education.  
*See* NCHE

- National Council for Higher Education and Public Universities, 7, 123–34
- National Council for Higher Education Annual, 310
- National Council for Higher Education Annual Performance Report, 310
- National Council for Higher Education by regulations, 81
- National Council for Higher Education Secretariat, 251
- National Resistance Council (NRC), 149, 177–78
- National Social Security Funds. *See* NSSF
- National Teachers College (NTCs), 31, 110, 155–56, 160, 336, 338
- National Teachers Colleges, 110, 156, 160
- National Technical Colleges, 31, 160
- National University of Business Studies (NUBS), 216
- nations, 38, 40–42, 49, 51, 56, 92, 94, 111, 169, 172, 221, 226–27, 277, 282–84, 286
- NCHE (National Council for Higher Education), 6–11, 15–19, 21–27, 37–67, 77–82, 84–88, 97–106, 109–14, 116–20, 123–33, 140–46, 167–72, 174–216, 218–57, 259–72
- NCHE Council, 45, 135, 211, 249, 253, 276, 282, 292, 303
- NCHE Council Committee Functions, 11, 296
- NCHE Council Minutes, 289–92, 294–95, 297, 304
- NCHE.indd, 53–68, 259–82
- NCHE in equating qualifications of politicians, 270
- NCHE in Licensing and Accrediting Universities in Uganda, 6, 72
- NCHE institution, 23, 57, 98
- NCHE Management, 217–18, 240, 248, 266
- NCHE Quality Assurance Framework, 6, 24, 69–70, 86–88, 304
- NCHE Secretariat, 26–27, 35, 189, 191, 193, 218, 225, 234–35, 237, 287, 290, 292–93, 296–97, 304, 310
- NCHE Secretariat staff in attendance, 290
- NCHE's State of Higher Education and Training, 196
- NCHE staff, 26, 37, 59, 62, 65, 243, 249, 253, 266, 271–72, 280, 301, 316
- NCHE State of Higher Education, 338
- Ndejje, 177, 181–82
- Ndejje University, 8, 155, 168, 181–82, 280, 319
- Ndiege, 52, 160
- neo-liberal policies, 7, 25, 44, 124, 137, 141
- New Council for NCHE, 10, 275–82
- new knowledge, 37, 71, 175
- New York, 19, 33, 305, 308
- Ngetta, 255–57
- NHCE, 7, 41, 63–65, 135, 137, 139–41, 143, 145, 147, 254
- NHCE.indd, 135–48
- Nigeria National Universities Commission, 313
- Nkumba, 186–87
- Nkumba University, 8, 177, 186–87, 271, 293, 318
- Noll, Stephen, 173–74, 189–90
- nominations, 10, 278, 280
- non-universities/institutions, 241
- non-university, 18, 24, 64, 75, 81, 120, 163, 165, 169–70, 221
- non-university institutions, 17, 163
- Normal higher education systems, 18, 222
- NRC (National Resistance Council), 149, 177–78
- NSSF (National Social Security Funds), 160, 174, 179, 299–300

NTCs. *See* National Teachers College  
 NUBS (National University of Business Studies), 216  
 nucleus, 58–59, 163  
 nurturing, 8, 23, 118, 149–76, 285  
 Nurturing Private Higher Institutions, 8, 167, 169, 171, 173, 175

## O

obligations, 171, 174, 212  
 officers, 66, 128, 168, 225–26, 234–35, 238, 240, 249, 260, 264–65, 268–69, 271–73, 294, 324  
   accounting, 55, 102–3, 127, 133, 160, 273  
 offices, 54, 57, 155, 157, 164–65, 172, 194, 202, 240, 264, 266, 270, 272, 275, 324–26  
 officials, 67, 232, 276, 288  
 OIC (Organisation of the Islamic Conference), 177–79  
 OPAC (Open Public Access Catalogue), 216  
 Open Public Access Catalogue (OPAC), 216  
 Open University, 264–65, 311  
 Operation of Private Universities and Private Universities, 79  
 option, 212, 217, 297  
 organisational structure, 66, 97–98, 227  
 Organisation of the Islamic Conference (OIC), 177–79  
 organisations, 60, 63, 65, 97–98, 103–4, 168, 170, 175, 177–80, 183, 231, 235–36, 238, 261–62, 286–87  
 organogram, 66, 236, 342  
 Originality, 82–83  
 other tertiary institutions, 165, 221, 225–27  
 Other Tertiary Institutions. *See* OTIs  
 OTIs (Other Tertiary Institutions), 9, 221–28, 300  
 owners, 22, 45, 91, 125, 145, 168, 171, 187, 190, 202, 261  
 Oxford College, 263–64

## P

Pakistan, 177, 195  
 paper accreditation, 249–50  
 Paris, 169, 308–11  
 Parliament, 16, 22, 24, 52, 123, 125–27, 132, 152, 161, 163, 175, 177, 232, 266, 271  
 Parliamentary Committee, 214, 252  
 participants, 165, 232, 241  
 payments, 103, 156, 159, 174, 235, 251, 260, 267, 326–27  
 Permanent Secretary (PS), 66, 100–101, 244  
 person, 59, 75, 81, 91, 235, 241, 247, 250, 259, 262, 268–71, 276, 280–81, 290, 295  
   legal, 25, 281  
   resource, 232, 243  
 PhDs, 145, 150–51, 162, 180, 182–83, 187–88, 190, 194, 199, 201, 303, 305–6, 308  
 Philip, 307, 311  
 Pius Achanga, 65, 106, 121, 257, 260, 297  
 Plater College, 263–65  
 policies  
   neoliberal, 23, 25, 209  
   programme accreditation, 86  
 political aspirants, 26, 259, 262, 266–68, 271  
 political decisions, 118, 287–88  
 politicians, 128, 137, 163, 187, 225, 266–67, 269–70, 288, 295, 299–300  
 Postgraduate Diploma, 152, 162, 218–19, 264  
 postgraduate programmes, 27, 132



- powers, 25, 39, 42, 48, 53, 79, 88–89, 125, 127, 155, 160, 163, 168, 176, 291
- PPDA (Public Procurement and Disposal of Assets), 106, 124, 245
- PPP, 29, 117
- PRELIM-.indd, 4–34
- President, 54, 181, 186, 188–89, 213–14, 265
- Primary Teachers Colleges (PTCs), 155–56, 160, 331
- Private, 29, 139, 170, 301, 328–38
- private higher education, 5, 8, 43–45, 168–70, 176, 311
- Private Higher Education and Development, 307
- private higher institutions, 8, 81, 118, 167–76
- private institutions, 25, 124, 131, 167–68, 259, 305
- best, 257
- licensed, 142
- Private non-profit universities in Uganda, 173
- Private Prometheus, 307
- private sector, 15, 71–72, 112, 118, 168, 176, 179–80, 286
- private universities, 8, 10, 15–16, 24–25, 123–26, 130–32, 142, 167, 170, 172–74, 176–77, 182, 185, 203, 275–81
- chartered, 190
- failed, 163
- first, 195
- good, 197
- largest, 34
- progressive, 171
- senates of, 280, 306, 315
- well-managed, 197
- private universities focus, 175
- private universities lack, 172
- private Universities NCPHE, 313
- private universities VCs, 279, 314
- privatisation, 168
- privatisation scheme, 141
- process, 22, 24, 45–46, 86–88, 128–29, 131–32, 234, 237, 250, 253–54, 268–70, 275–78, 280, 282, 304–5
- procurement, 296, 346–47
- production, 48, 56, 59, 97, 106, 111, 154, 158, 225–26, 259, 286–87
- Prof, 54, 214, 248, 278–79, 290, 295, 306, 314–16, 318–19, 324
- professionals, 60, 290
- professors, 45, 56, 58, 63, 70–71, 81, 85, 93, 99–102, 156
- Profit Higher Education, 311
- profits, 44–45, 168, 173–74
- Prof Michel Lejeune Private Universities VCs, 314
- programme assessors, 63, 250
- programmes, 44–45, 83–85, 88–91, 99–102, 145, 159, 164–65, 178–81, 183–85, 198, 202–3, 205–7, 213–15, 247–58, 303–6
- accredit, 58, 100, 135, 251
- accredited, 151, 249
- accrediting, 63, 225, 250, 296
- applied science, 150
- certificate, 159
- degree, 159, 207
- easy-to-deliver, 175
- professional, 92, 247
- publication, 4, 202
- student exchange, 93
- technology, 124, 226
- tertiary, 99, 118
- unaccredited, 101, 251–52
- undergraduate, 193–94
- Programmes of Other Tertiary Institutions, 250
- programs, 22, 24–25
- projects, 45, 56, 64, 101, 121, 141, 165, 169, 227, 232, 245, 277, 306, 323
- promotions, 71, 81–82, 98, 112, 194, 235, 239, 283, 327



last, 82–83  
 protocol, 254, 256  
 providers, 44–45, 169, 181, 264  
   rogue, 45–46, 118  
 Provisional Licence, 73, 130–32, 173,  
 201–2, 205  
 provisional licenses, 29, 60, 72, 74, 80,  
 106, 132, 191, 193, 200, 291, 294–95,  
 298–301  
 Provisional Licenses to other Tertiary  
 institutions, 298–99  
 Provisional Licenses to universities, 298–  
 99  
 Provisionally Licenced Private Universities,  
 8, 195, 197, 199, 201, 203, 205, 207  
 Provisionally Licenced Private Universities.  
 indd, 193–208  
 Provisionally Licensed Private Universities,  
 193  
 provisions, 39, 78–79, 86–87, 110, 125–  
 26, 131, 151–52, 298  
 PS. *See* Permanent Secretary  
 PTCs (Primary Teachers Colleges), 155–  
 56, 160, 331  
 Public, 29, 139, 170, 301, 328–30, 332,  
 335–38  
 Public Administration, 15, 162, 194,  
 206, 218, 271, 347–48  
 Public Administration & Management  
 Diploma, 203, 346  
 Public Health, 143, 198, 205, 207, 344  
 Public Higher Education, 312  
 Public.indd, 149–66  
 Public Procurement and Disposal of  
 Assets (PPDA), 106, 124, 245  
 Public Service Administrative Regulations,  
 7, 129  
 public universities, 7–8, 15–16, 24–25,  
 29, 113–14, 117–18, 123–33, 135–  
 38, 140–45, 149, 153–57, 163–65,  
 167, 197, 210–12  
 book Financing Uganda's, 136

finances of, 125  
 new, 131, 212  
 Public Universities.indd, 123–34  
 Public universities share, 29, 115

## Q

QAA (Quality Assurance and Accreditation),  
 296, 316  
 QAD. *See* Quality Assurance  
 Department  
 qualifications, 26, 29, 70, 74, 81, 104–5,  
 215, 235–36, 248–49, 259–64, 266–  
 71, 273, 279–80, 295, 299–300  
 applicant's, 263–64  
 qualified staff, 23, 58, 63, 73, 79, 97,  
 172, 250  
 quality assurance, 22, 59, 63, 66, 78–79,  
 83, 86–87, 94, 100, 184, 232, 237,  
 290, 293, 296  
 Quality Assurance and Accreditation  
 (QAA), 296, 316  
 Quality Assurance Department (QAD),  
 247, 253, 260–61  
 Quality Assurance Framework, 6, 64, 69,  
 77–78, 83, 86, 118, 221, 225, 304  
 Quality Assurance Framework for  
 Ugandan Universities, 6, 77–96  
 Quality Assurance Unit, 27, 57, 59, 65,  
 78, 86, 238, 240  
 quality education, 24, 37, 40, 110, 116,  
 118, 125, 132–33, 165, 168, 171, 239,  
 247, 283, 286  
 quality institutions, 248, 296

## R

rankings, 49–51  
 ratio, 143–44, 150–51, 157, 163, 182,  
 184, 187, 191, 194–95, 198, 201–4

- computer-to-student, 184, 188, 197  
 staff-to-student, 189, 197, 207  
 student-computer, 29, 144  
 rationale, 5, 38, 102–3, 248  
 receipt, 265, 267, 271  
 recommendations, 53, 61–62, 64, 114, 123, 127, 181, 188–89, 211, 213, 217, 243, 245, 254, 257  
 references.indd, 307–12  
 registered students, 47, 140, 144, 321  
 Regulating Cross-border Higher Education During, 85  
 Regulating Private Higher Education in South, 311  
 regulations, 18, 21–22, 25–26, 29, 77–79, 81, 85, 91–92, 101, 191, 193, 285–86, 291, 294–96, 298–99  
     examination, 22, 83  
 regulatory agencies, 10, 18, 21–23, 26, 39, 53, 105, 236, 238–39, 248–49, 267, 270, 273, 283–87, 290–91  
     higher, 77, 266–67  
 relations, 21–22, 24–25, 42, 130, 135, 149, 180, 192, 209–10, 252, 285, 287  
 relationship, 16, 24, 39–40, 49, 51, 65, 70, 72, 111, 123, 130, 149, 160, 177, 183  
 relevance, 6, 71, 73–74, 92–93, 95, 188, 221, 296  
 representatives, 10, 275–77, 279–81  
 representatives of vice-chancellors, 275–76  
 representatives of vice-chancellors and senates of private universities, 275–76  
 research, 4–5, 17, 22–27, 37–38, 44–45, 48–52, 70–71, 73–74, 93–94, 109–12, 151–52, 218–19, 285, 294, 296  
 researchers, 16–17, 42, 49, 112, 175  
 Research Fellow, 82–83  
 research Findings, 82–83  
 research funding, 49, 140  
 research institutions, 50, 112  
 research outputs, low, 50  
 research programmes, 71, 283  
 research projects, 93, 323  
 research universities, 51  
     global, 49  
 Resistance Council NRM National Resistance Movement NSSF National, 31  
 resources, 40, 42, 47, 64, 71, 87, 95, 97–98, 113, 137, 175, 178–79, 181, 192, 254  
     financial, 72, 75, 234, 303  
 responsibilities, changing higher education, 61  
 return programme documents, 249  
 review  
     institutional, 304  
     judicial, 10, 281  
 rigidities, 7, 110, 118–19, 260, 288  
 Rigidities in Higher Education, 118  
 Rockefeller Foundation, 4, 101, 120, 232–33, 308  
 Royal University, 9, 193, 202  
 rules, 11, 25, 29, 66–67, 77, 88–90, 281, 291, 293, 298–99, 304, 323  
 rules and regulations, 77, 112, 291, 298–99, 323  
 Rwanda, 197, 284, 286, 288, 313
- S**
- salaries, 56, 98, 102–4, 112, 141, 156, 235, 267, 322  
 SAPs (Structural Adjustment Programmes), 44, 52  
 schools, 70, 80, 84, 183, 186, 188–89, 192, 195, 198, 200, 205, 217, 244–45, 263  
 science, 30–31, 33–34, 50–51, 117–18, 120, 124, 149, 151–52, 158–59, 161–62, 164, 180–82, 204–7, 226–27, 343–47

- Science & Technology, 30, 154  
 Science Laboratory Technology, 151  
 Science Programmes Bachelor, 151  
 science students, 227  
 SDA (Skills Development Authority),  
   18, 97, 227  
 Secretariat, 6, 23, 53–68, 80, 98, 100,  
   105, 217–18, 236–37, 252, 287, 294  
 secretaries, 54, 56–57, 106, 240–42, 267  
 sectors, 71, 111, 314–15  
 Selected Ugandan Universities, 11, 304  
 Selecting Staff, 6, 56  
 selection, 7, 53, 128, 160, 239  
 semester, 90, 216  
 Senate and Council of Makerere  
   University, 211  
 Senate Representative, 10, 280  
 senates, 73, 83, 88–89, 129, 171, 184,  
   187, 190, 199, 207, 212, 275–77,  
   280–81, 320, 323  
   members of, 281  
 Senior Lecturer, 81–82  
 Senior Research Fellow, 82  
 senior staff, 61, 102, 104, 235–36, 238,  
   267–68  
 Senyimba report, 155, 157–60  
 Senyonyi, John, 190, 278–79  
 seventy, 183, 198  
 Shanghai Jiao Tong Institute of Higher  
   Education (SJTUIHE), 43, 51  
 shillings, 29, 99, 115, 140, 270–71, 302  
 signature, 261–62, 269  
 sitting, 80, 102–3, 212, 214, 278, 292, 295  
 sitting allowances, 102–3, 235  
 situation, 63, 100, 103, 125, 128, 141,  
   143, 155–56, 159, 245  
 SJTUIHE (Shanghai Jiao Tong Institute of  
   Higher Education), 43, 51  
 Skills Development Authority (SDA),  
   18, 97, 227  
 SLAU (St. Lawrence University), 9, 193,  
   203  
 Slow Development of Public Universities,  
   7, 124  
 Slow Growth, 9, 225  
 Social Background of Makerere University  
   Students, 309  
 Social Development, 217, 335  
 Social Research, 33, 233, 307  
 Social Science Research in Africa, 4  
 Social Sciences, 4, 50, 117, 143, 176,  
   180, 186, 188–89, 195–97, 200, 203,  
   206, 210, 221  
 society, 42, 51, 71, 73, 91, 93–94, 111,  
   114, 118, 129, 155, 165, 168, 273,  
   311–12  
 South Africa, 21, 60, 77, 85–86, 169,  
   232, 284, 309, 311  
 South Africa Commission on Higher  
   Education, 313  
 South African, 85–86  
 South African Higher Education  
   Institutions Abroad, 86  
 South Africa's Commission for Higher  
   Education, 65  
 space, 92, 105, 144, 150, 157–58, 184,  
   187, 189, 195–97, 217, 244, 259, 266,  
   279  
 Special Council Meeting, 289, 310  
 Special Education, 18, 154, 225  
 Special Task Force. *See* STF  
 Special Task Force of Council, 104–5  
 sports, 37, 58, 64, 66, 85, 93, 99, 103,  
   225, 231–32, 244–45, 252, 260, 278,  
   280  
 Spring, 19, 307  
 Ssebugenyi, Cyrus, 65, 106, 247–49,  
   260  
 staff, 55–63, 65–66, 90–94, 97–99,  
   101–6, 126–28, 141–45, 155–57,  
   179–83, 194–96, 231–41, 248–51,  
   265–68, 270–73, 320–27  
   administrative, 321  
   appropriate, 57, 98

- former, 268, 281
- library, 157, 216
- part-time, 81, 150, 156, 190, 197
- professional, 43, 100, 255
- subject, 85, 270, 285
- tertiary institution, 58
- total, 18, 150, 187
- train, 60, 100
- trained, 124, 130
- young, 63, 240
- staff capacity, 18, 24, 104, 237, 248
- staff development, 74, 156, 322
- staff development funds, 65
- staff development programmes, 73, 141, 150, 162, 180
  - aggressive, 142
  - sustainable, 172
- staff establishment, total academic, 156
- staff interests, 52, 124
- Staff Management, 9, 234
- staff manual, 62
- staff members, 101, 132, 156, 190, 325–26
- staff numbers, 143, 172
- staff power, 52
- staff roles, 236
- staff salaries, 102, 141
- staff-student-ratio, 183
- Staff/student ratio, 321
- Staff-student ratios, 81, 150, 156
- staff unions, 89, 183
- staff work, 130
- stakeholders, 23, 51, 53, 67, 69, 77–78, 84, 86–87, 109, 119, 121, 136–37, 226–27, 231–32, 291
- state, 15–18, 23–25, 38, 41–44, 46–49, 66, 112–14, 125–27, 129–31, 136–38, 142, 167–69, 174, 226–27, 286
- state institutions, 37, 136
- state interference, 136–37, 288
- State of Higher Education and Training, 144, 286, 294
- State of Higher Education and Training in Uganda, 233
- Statistics' Uganda National Household Survey, 114
- Statistics UMU Uganda Martyrs University UNEB Uganda National, 32
- status, 212–14, 218, 254
  - other tertiary institution, 220
- statutes, 15, 22, 131, 149, 177, 219
- Statutory Instruments, 39, 79, 85, 92–93, 123, 150, 171, 306
- STF (Special Task Force), 97, 105, 236–37, 287, 297, 310
- St. Lawrence University. *See* SLAU
- Structural Adjustment Programmes. *See* SAPs
- structures, new, 98, 237
- student enrollments, 17, 47
- Student Enrolment, 29, 47, 74, 109, 143, 156, 303, 328–38
- student growth, regarding, 73
- student interests, 160, 176
- student population, 157, 186, 203
- students, 15–18, 44–48, 78–81, 83–85, 89–94, 116, 118–20, 124–28, 138–44, 155–64, 177–80, 182–84, 194–99, 201–4, 320–22
  - foreign, 46, 129–30
  - giving, 126, 182
  - government-sponsored, 140, 170, 210
  - international, 45, 50, 191
  - overtaken government, 140
  - private, 140
  - qualified, 70, 80, 187
  - reading, 30, 146
  - registered higher education, 46
  - registers, 197, 254
  - sponsored, 140, 152, 210
  - supervise postgraduate, 82–83
  - tertiary, 21, 25, 109
- Students' International Higher Education, 308

- Student/space ratios in public universities, 29, 144  
 student-to-book ratio, 157, 188, 196–97  
 student unions, 89, 164, 199, 320  
 student unrests, 325  
 student work, 78  
 study centres, 46, 175, 224, 255  
 subjects, 33, 38, 64, 71, 78, 85–86, 90, 103, 118–19, 175, 217, 261, 264–65  
 Sub-Saharan Africa, 40, 44, 125, 168, 284, 311–12  
 sub-sections, 170, 212–13  
 sub-sector, 24, 37, 75, 109, 118, 171, 225, 227, 260, 288  
     changing higher education, 98  
     expanding higher education, 102  
 summer, 308, 311  
 supervising, 7–8, 21, 38–39, 64, 107–22, 284  
 suppliers, private, 118  
 support staff, 56, 73  
 system, 61, 63, 83, 93–95, 110, 112, 116, 118, 121, 128, 227, 288, 290, 297, 305  
     global higher education delivery, 98  
     higher educational, 77
- T**
- Table, 29, 81–82, 84, 98–99, 101, 112–17, 123–24, 138–41, 143–44, 170, 222, 224, 266, 298, 300–302  
 Tanzania Higher Education Accreditation Council, 290  
 task force, 165, 241–42, 244, 267–68, 292, 305  
 tasks, 25, 27, 88, 97, 99, 104, 106, 119, 121, 235, 237, 259–60, 273, 290, 292  
 teaching, 22, 24, 27, 49–50, 56, 58, 60, 64, 70, 90, 92–93, 110, 112, 283, 285  
 teaching area, total, 163, 201  
 Teaching Assistant, 81–82  
 teaching institutions, 17, 26, 46, 50, 93, 109, 112, 172, 205, 238–39, 286  
 teaching staff, 22, 81, 89, 150, 162, 188–89, 215, 285  
 team, 60–61, 155, 158–59, 194, 215, 217, 241–43, 254–57, 290  
     visiting, 242, 253, 255, 257  
 Team Institute of Business Management. *See* TIBM  
 TechArts, 224  
 technical colleges, 18, 158, 202, 223–24, 226, 288  
 Technical Officers, 60, 242–43  
 technical sector, 221–22, 227  
 Technical Teacher Education, 159  
 technicians, 18, 156, 158, 222–23  
 technologies, new, 280, 310  
 Technology NARO National Agricultural Research Organisation NCHE National, 31  
 Techno-Science, 164  
 Teferra, 17, 19, 49, 307, 311  
 tertiary education, 7, 39–40, 45, 47, 110, 136, 149, 168, 312  
     cross-border, 45, 308  
 tertiary institutions, 56, 58–60, 64–65, 79, 109–10, 163, 167–70, 213–15, 221–28, 243, 249–50, 291, 293, 298–99, 314–15  
 Tertiary Institutions Act, 24, 32, 39, 63, 66, 98, 100, 123, 127, 131, 145, 152, 209, 211–12, 239  
 tertiary institutions desk, 64  
 tertiary institutions doubles, 47  
 Tertiary Institutions Institutional Standards, 79  
 Tertiary Institutions P/S Permanent Secretary, 31  
 tertiary institutions subsector, 110  
 Tertiary Institutions Unit, 240

- TIBM (Team Institute of Business Management), 209, 219, 329
- tools, 22, 65, 77, 79, 85, 94, 158, 169, 225, 233, 245, 273
- Top destinations of global students, 46
- top research universities, 43
- Total, 99, 143–44, 170, 224, 301, 328–38
- training, 17–18, 58–59, 135, 140, 143–44, 146, 158, 161, 196, 199, 216, 218–19, 232–33, 293–94, 304–6
- training institutions, 161, 238, 292–93
- Transnational Higher Education, 310
- transparency, 15, 83, 89, 237
- U**
- UCU (Uganda Christian University), 8, 30, 106, 124, 168, 172–74, 177, 189–90, 201, 214, 278, 280, 295, 304
- Uganda
- private universities in, 170, 172, 185, 195
  - public universities in, 7, 117, 123, 125, 132, 136
- Uganda Bible Institute Private, 331
- Uganda Bureau of Statistics' Uganda National Household Survey, 114
- Uganda Christian University. *See* UCU
- Uganda Christian University and Uganda Martyrs University, 87, 293
- Uganda Christian University Private, 328
- Uganda College, 332
- Uganda Higher Education Review, 57, 69
- Uganda Higher Education Review Journal and NCHE brochure, 294
- Uganda Institute, 331–32
- Uganda institutions, 51
- Uganda Management Institute *See* UMI licensed, 218
- Uganda Management Institute Statute, 131, 219
- Uganda Martyrs and Uganda Christian Universities, 124
- Uganda Martyrs University. *See* UMU
- Uganda Matyrs University Nkozi Private, 328
- Uganda Muslim Supreme Council, 314
- Uganda National Academy of Sciences, 33
- Uganda National Council, 33, 313
- Uganda National Examinations Board. *See* UNEB
- Uganda National Institute, 18, 131, 154, 225
- Uganda National Institute of Special Education. *See* UNISE
- Uganda National Institute of Special Education UOATI Universities, 32
- Uganda NEMA National Environment Management Authority NRC National, 31
- Ugandan government, 140, 149
- Ugandan Government's contributions, 179
- Ugandan Higher Education, 9
- Ugandan Higher Education Sub-sector, 221
- Ugandan institutions, 46, 50, 58, 80, 259
- Ugandan National Library, 58
- Ugandans, 16, 18, 21, 23, 33, 37, 44, 46, 53, 109–10, 118, 169, 171, 178–79, 328–38
- Ugandans education, 114, 171
- Ugandan society, 53, 226
- Ugandans quality education by building, 105
- Ugandan state, 178, 190
- Ugandan Universities, 17, 47, 50–51, 77, 79, 81, 83, 85, 87, 89, 91, 93, 95, 172, 175
- private, 29, 170

- transform, 109
- Ugandan Universities.indd, 77–96
- Ugandan university student, 114
- Uganda Pentecostal University. *See* UPU
- Uganda Peoples Defence Forces (UPDF), 292
- Uganda Polytechnic, 18, 54, 154, 225
- Uganda Polytechnic, Kyambogo. *See* UPK
- Uganda Private, 328
- Uganda Revenue Authority (URA), 173, 179
- Uganda's average funding of public universities, 111
- Uganda shillings, 117, 291
- Uganda's institutions, 233
- Uganda's National Council for Higher Education, 33
- Uganda Society of Architects, 254–55
- Uganda Society of Architects and authority of National Council, 256
- Uganda state, 288
- Uganda's tireless education workers, 13
- Uganda's Universities, 145, 157, 172
- Uganda's university sector, 17, 124
- Uganda's university students, 114
- Uganda Technical Colleges, 110, 202
- Uganda Tertiary Education Micro-report on Coverage, 309
- Uganda Tertiary Education Sector Report, 309
- Uganda Unit Cost, 29, 117
- UK, 46, 51, 205, 264–65
- UMI (Uganda Management Institute), 87, 209, 218, 304, 329
- UMU (Uganda Martyrs University), 8, 10, 63, 87, 168, 172–73, 177, 183–85, 214, 251, 253–57, 293, 329
- Undergraduate Science Programmes, 90
- UNEB (Uganda National Examinations Board), 259–60, 262, 266
- unions, 88, 160, 187, 320
- UNISE (Uganda National Institute of Special Education), 32, 131, 154, 157, 159, 161, 225
- unit costs, 16, 29, 116–18, 140, 142
- unit cost study, 116–17
- United Pentecostal Churches International of Uganda, 200
- units, 59, 64, 83, 86, 92, 97, 101, 135, 143–44, 150–51, 157, 160–61, 198, 210, 237
- universities, 15–19, 38–44, 46–52, 69–75, 109–14, 128–33, 154–65, 170–75, 177–92, 194–207, 210–18, 220–27, 247–53, 283–86, 324–28
- best, 71–72
- established, 18, 22, 24, 250, 286
- finance, 16, 50
- funded, 42, 50
- given, 94, 171, 286
- institutional autonomies of, 126, 239
- licensed, 132, 170
- new, 132, 154, 226, 286
- non-profit, 197–98
- ranking of, 50
- states fund, 173
- statute, 177
- traditional campus, 16, 189
- Universities and Economic Development in Africa, 307
- Universities' Licenses, 11, 294
- University and other Tertiary Institutions, 79
- university budget, 91, 93, 152
- University Council, 52, 89, 125–26, 129, 152, 160, 186, 201
- university education, 33, 72–73, 75, 110, 113, 116, 119, 169, 186, 306, 308
- university institutions, 18, 22, 90, 93, 161, 193, 215, 283, 296
- university management, 33, 252
- University, Private, 328–29



- university programmes, 100, 189, 250  
 University Secretary, 127–28, 133, 152, 160, 324  
 university staff, 58, 81, 325  
 university staff development programme, 74  
 university status, 214–15, 218  
 University Students, 112, 307  
 university system, 52, 56–60, 63, 99, 127, 187  
 university workers, 58, 92, 146, 285  
 UPDF (Uganda Peoples Defence Forces), 292  
 UPK (Uganda Polytechnic, Kyambogo), 32, 54, 154, 157–61, 163, 225  
 UPU (Uganda Pentecostal University), 9, 193, 200, 291, 295, 306  
 URA (Uganda Revenue Authority), 173, 179
- V**
- vacancy, 62, 275–76, 278  
 vehicles, 10, 245, 326  
 verification, 60, 240, 256, 260, 262, 266, 269, 271, 295, 299  
 Verification of Other Tertiary Institutions, 243  
 Vice-Chancellor of Uganda's Martyrs University, 256  
 vice-chancellors, 41–42, 124–28, 160, 171, 174, 176, 186, 189, 191, 201–2, 239–40, 250, 253, 255–56, 275–81  
 Vice-Chancellor's Forum, 276, 281  
 Vice-Chancellors Forum, 276, 281  
 vice-chancellors of private universities, 132, 176, 182, 277–79  
 Vice chancellors of Private Universities, 10  
 Virtual University of Uganda. *See* VUU  
 Visitation Committee, 130, 132, 214, 217  
 visitations, 64, 132, 154, 214, 242–43, 253, 255–56, 273, 290, 293–94, 296, 301  
 visitation team, 215–17, 242, 254, 292  
 vote, 126, 152, 277, 279, 281  
 VUU (Virtual University of Uganda), 9, 193, 206–7
- W**
- Washington DC, 308–9, 311–12  
 Weaker universities in weaker nations, 42  
 well-researched higher education treatises, 175  
 work, 54, 56–58, 63–66, 101, 103, 106, 118–21, 127–28, 185–86, 231–34, 236–37, 266–67, 293–95, 297–301, 303  
 workers, 57–59, 65–66, 94, 99, 103, 106, 120, 155, 231, 234, 261, 267, 272–73, 292  
 work experience, 34, 57, 59, 63  
 workshops, 34, 41, 69, 77, 156, 158, 182, 203, 232, 249  
 world, 17, 19, 40–44, 47, 49–51, 71–72, 118, 171, 197, 210, 261, 307  
 World Bank, 39–40, 47, 60, 113, 141, 176, 221–22, 308–9, 311–12  
 World Bank and Financing Higher Education, 307  
 World Bank Staff Working Paper, 311
- Z**
- Zimbabwe National Council for Higher Education NCHE, 313