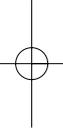
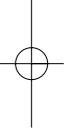


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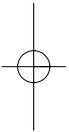
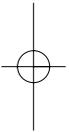
A woodcut by Ugandan artist George Kyeyune, which he created for the cover of *Makerere University in Transition 1993–2000: Opportunities and Challenges*.

George Kyeyune is a graduate of what was originally called the Margaret Trowell School of Fine Arts at Makerere University and of the Maharaja Sayajiraho at the University of Baroda in India. In 1990 he assumed teaching responsibilities for sculpture at Makerere University; in 1999 he received a Commonwealth Scholarship for doctoral study in African art at the School of Oriental and African Studies at the University of London. Kyeyune's research concentrates on changes and developments in Uganda's visual art in the twentieth century. He is also a member of the Ngoma International Artists Workshop Committee.

In his explanation of the woodcut, Kyeyune wrote: 'The Makerere administration building is the best distinguishing feature of the University, so it appears in the background. In the recent past, there has been an emphasis on increasing the number of female students. There has also been a deliberate effort in schools to encourage girls to take science-based subjects. The woman using the computer is intended to highlight this issue. The man ploughing to the right brings in the aspect of Makerere's outreach programme in agriculture, technology and medicine. In fact, almost all courses have an outreach component in their curriculum. The woman using a phone refers to the idea of business participation in Makerere's development. The frieze of young learners at the bottom recalls Makerere's motto: "We build for the future". Beneath them is a design taken from traditional African patterns as a reminder that Makerere is an African university, and should therefore strive to design courses that are are focused on African issues.'



Makerere University
in Transition 1993–2000
Opportunities & Challenges



Higher Education in Africa

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Makerere University in Transition 1993–2000

Opportunities & Challenges

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*Published in association with
Partnership for Higher Education in Africa*

James Currey
OXFORD

Fountain Publishers
KAMPALA

Partnership for Higher Education in Africa
New York University
The Steinhardt School of Education
Department of Administration, Leadership,
and Technology
239 Greene Street
New York, New York 10011, USA

Published by

James Currey Ltd
73 Botley Road
Oxford
OX2 0BS, UK

Fountain Publishers
PO Box 488
Kampala, Uganda

with the support of the Partnership for Higher Education in Africa, an initiative of Carnegie Corporation of New York, The Ford Foundation, the John D. and Catherine T. MacArthur Foundation, and the Rockefeller Foundation. The views expressed are those of the authors and not necessarily the foundations that funded this work.

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1 2 3 4 5 07 06 05 04 03

British Library Cataloguing in Publication Data

Musisi, Nakanyike B.

Makerere University in Transition 1993–2000 : opportunities
& challenges. - (Higher education in Africa)

1. Makerere University 2. Makerere University -
Administration 3. Educational change - Uganda 4. Universities
and colleges - Uganda 5. Politics and education - Uganda
I. Title II. Muwanga, Nansozi K. III. Partnership for Higher
Education in Africa
378.6'761

ISBN 0-85255-426-5 Paper

Library of Congress Cataloging-in-Publication Data is available

Typeset in 11/14 Monotype Photina
by Long House Publishing Services, Cumbria, UK
Printed and bound in Britain
by Woolnough, Irthlingborough

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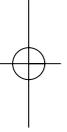
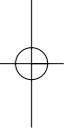
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List of Acronyms

ADB	African Development Bank
C-14	Committee of Fourteen
C-7	Committee of Seven
CD-ROM	Compact Disc Read-Only Memory
CIDA	Canadian International Development Agency
DANIDA	Danish International Development Agency
EAISR	East African Institute of Social Research
EPRC	Economic Policy Research Centre
ESIP	Education Strategic Investment Plan
GDP	Gross Domestic Product
GTZ	German Technical Assistance Agency
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
IBRD	International Bank for Rural Development (World Bank)
ICS	Institute of Computer Science
ICT	Information and communication technologies
IDRC	International Development Research Centre
ISP	Internet Service Provider
LAN	Local Area Network
MAK	Makerere University
MUARIK	Makerere University Agricultural Research Institute Kabanyoro
MUASA	Makerere University Academic Staff Association
MUBS	Makerere University Business School
MUCOBU	Makerere University Consultancy Bureau
MUK	Makerere University Kampala
MUKLA	Makerere University Kampala e-mail network
NGO	Non-governmental Organization
NORAD	Norwegian Agency for Development Cooperation
NRM	National Resistance Movement
OSSREA	Organization for Social Science Research in Eastern and Southern Africa
PC	Personal Computer
PDC	Planning Development Committee

Unfinished Business

PDD	Planning and Development Department
PIU	Programme Implementation Unit
SAREC	SIDA Department for Research Cooperation
SIDA	Swedish International Development Cooperation Agency
SWOT	Strengths, Weaknesses, Opportunities and Threats (analysis)
TECO	Technology Consultants
UGC	University Grants Committee
UNCST	Uganda National Council of Science and Technology
UPE	Universal Primary Education
US	Office of the University Secretary
USAID	United States Agency for International Development
USh	Uganda Shilling
VIPP	Visualization in Participatory Programmes



Preface to the Series

The Partnership for Higher Education in Africa began as an affirmation of the ability of African universities to transform themselves and promote national development. We, the presidents of four US foundations – Carnegie Corporation of New York, The Ford Foundation, the John D. and Catherine T. MacArthur Foundation and the Rockefeller Foundation – came together out of a common belief in the future of African universities. Our interest in higher education proceeds from a simple faith that an independent scholarly community supported by strong universities goes hand-in-hand with a healthy, stable democracy. Universities are vitally important to Africa's development. Their crucial activities in research, intellectual leadership and developing successive generations of engaged citizens will nourish social, political and economic transformation in Africa. By pooling our resources, the foundations will help advance the reform of African universities and accelerate the development of their countries.

Much of sub-Saharan Africa has suffered deep stagnation over the last two decades and is staggering under the weight of domestic and international conflict, disease (especially the plague of HIV/AIDS), poverty, corruption and natural disasters. Its universities – once shining lights of intellectual excitement and promise – suffered from an enormous decline in government resources for education. In the last half of the last decade, however, things began to change in a number of countries. Our interest was captured by the renewal and resurgence that we saw in several African nations and at their universities, brought about by stability, democratization, decentralization and economic liberalization. Within these universities a new generation of leadership has stepped forward to articulate a vision for their institutions, inspiring confidence among those who care about African higher education. The case studies found that while the universities represented in these volumes have widely varying contexts and traditions, they are engaged in broad reform: examining

Preface to the Series

and revising their planning processes, introducing new techniques of financial management, adopting new technologies, reshaping course structures and pedagogy, and reforming practices of governance.

The first three case studies, on Makerere University and on the systems of higher education in Mozambique and Tanzania, focus on three of the six sub-Saharan countries that the Partnership has selected for concentration: Ghana, Mozambique, Nigeria, South Africa, Tanzania and Uganda. These six were chosen because their universities were initiating positive change, developing a workable planning process and demonstrating genuine commitment to national capacity building, in contexts of national reform.

The studies commissioned by the Partnership were carried out under the leadership of local scholars, using a methodology that incorporates feedback from the institutions under study and involving a broad range of stakeholders.

The publication of the first three case studies in this series is closely in line with the major aims of the Partnership:

- generating and sharing information about African universities and higher education
- supporting universities seeking to transform themselves
- enhancing research capacity on higher education in Africa
- promoting collaboration among African researchers, academics and university administrators

The studies are the product of the foundations' support for conceptual work that generates information about African higher education and university issues. Through the case studies, the foundations hope to promote a wider recognition of the importance of universities to African development. The publication of additional studies is planned, together with an essay on crosscutting themes from the case studies.

The foundations together have contributed US\$62.3 million

Preface to the Series

through December 2001, to fund higher education reform efforts in the targeted countries and institutions involved. The conceptual work supported by the individual foundations, working together in partnership towards a common vision, seeks to ensure the strengthening of institutional capacity for research on higher education in Africa and the wide dissemination of African research output.

We hope that the publication of these case studies will help advance the state of knowledge about higher education in Africa and support the movement for university reform on the continent. Equally significant, the process of our involvement in the case studies has enhanced our own understanding and helped the foundations focus future efforts of the Partnership. Interest in higher education in Africa has grown since the Partnership was launched in 2000. In this way, the Partnership not only uses its own resources but also acts as a catalyst to generate the support of others, on the continent and elsewhere, for African universities as vital instruments for development. We see these case studies as a critical step in the process of regeneration and transformation.

Vartan Gregorian, President

CARNEGIE CORPORATION OF NEW YORK

Susan Berresford, President

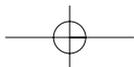
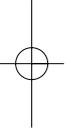
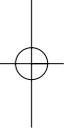
THE FORD FOUNDATION

Jonathan Fanton, President

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Gordon Conway, President

ROCKEFELLER FOUNDATION



Acknowledgements

The completion of this work would not have been possible without the assistance of many individuals. We are particularly grateful to all the staff and students of Makerere University who gave us invaluable insights into the processes and ingredients of the transition at Makerere. We are particularly grateful to Vice-Chancellor Professor Ssebuwufu, the Deputy Vice-Chancellor, the University Secretary, the office of the Academic Registrar and all deans and directors.

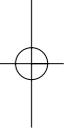
We are equally indebted to all the government officials who opened doors for us and allowed us to look through their files or availed us of their precious time for interviews. In this regard, the Planning Unit and the Higher Education Section of the Ministry of Education and Sports and the Ministry of Finance deserve special mention. We are also appreciative of the work done by our research assistants, led by Patrick Mulindwa.

Last but not least, we convey our sincere thanks to our technical advisor, Dr David Court, for his assistance and careful, constructive criticism. The same vote of thanks goes to all members of the African Universities Case Studies team at Makerere University and to the Rockefeller Foundation and Carnegie Corporation of New York for funding this case study.

We want to express our appreciation to Ms Lisbeth Levey, consultant to The Ford Foundation and Rockefeller Foundation, and to Dr F. F. Tusubira, Director for Information and Communication Technology Support at Makerere, for providing material on information and communication technologies.

Nakanyike B. Musisi
Nansozi K. Muwanga

KAMPALA



1 Introduction

Both Makerere University and the nation of Uganda are engaged in a process of reform that is attracting comment from both internal and external observers. The university has developed a distinctive model of reform that is worth documenting. Driven by the 1992 Government of Uganda Education Policy White Paper and national policies of liberalization, privatization and decentralization, Makerere University is today a university in transition. Until 1991, Makerere University relied totally on government funding for both tuition and living expenses for all its students. From 1992, the government of Uganda initiated a high-priority focus on primary education that decreased government remittances to Makerere, leaving academic programmes severely underfunded. Buildings were in advanced stages of disrepair, and staff were grossly underpaid and demoralized. In the meantime, the demand for university admissions far outstripped the physical infrastructure. Since 1992, the sorry state of affairs at Makerere has been reversed. In less than ten years, Makerere University's student population has expanded almost fourfold, with the vast majority now paying fees. Academic programmes are being transformed, while power and authority are being decentralized and badly needed rehabilitation of the infrastructure has started to use funds generated from student fees.

Objectives & scope of the study

The key objective of this case study of Makerere University is to help the university acquire a broad frame of reference for strategic thinking and planning of institutional development. To do this, the study will outline factors behind Makerere's transition, detail consequences of the transition and assess its prospects for sustainable development.

The broader objectives include:



Makerere University in Transition

- identifying and documenting the causes, nature, process and consequences of reform in the university and its surrounding system;
- reinforcing and accelerating positive changes within the university;
- identifying opportunities for external assistance in the transformation process; and
- stimulating funding from donors, including external and internal (e.g. alumni), strategic investments and other financial sources for the university.

Research methodology

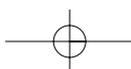
Information gathering consisted of quantitative and qualitative approaches, including documentary review of secondary data, key informant interviews with the university authorities, departmental heads and selected lecturers and an attitudinal survey of students. This was done in the following order.

National level

The process included reviewing documents on national policies related to higher education, with special reference to the transformation process at Makerere University. The main purpose was to assess the linkage between the dimensions of change in the university and those in the country as a whole.

The review focused on links between:

- macroeconomic reforms and transformational innovations in the university;
- democratization and decentralization initiatives at the centre and the institutional reform in the university;
- the national policy for higher education and institutional reform in the university.



Introduction

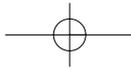
Sources of information included the Programme Implementation Unit (PIU) of the Ministry of Education and Sports and the Ministry of Local Government as well as the Planning Division of the Ministry of Finance Planning and Economic Development.

University administration

The team reviewed documents on economic, political and administrative aspects of the university's historical development. Included in the review were university mission statements, strategic plans, annual reports and other relevant documents, both current and historical.

Key informant interviews were held with leading members of the university administration including the Vice-Chancellor, the Academic Registrar, the University Secretary, the university bursar and past university administrators. These interviews served several functions, including:

- validating the information collected from the documentary review;
- capturing views on the impact of institutional reform;
- seeking views on strategies to reinforce and sustain positive changes and reverse negative changes;
- understanding external economic and political forces affecting university development;
- determining the relationship between the university mission statement, the strategic plan and the reform process;
- establishing the role of external forces in stimulating innovation;
- eliciting views on the university's capacity (material, financial and human resource) to deliver quality graduates, in view of rising enrolment;



Makerere University in Transition

- identifying areas of unfinished transformation and strategies to continue the process.

Departmental/institutional level

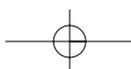
The team reviewed documents in key departments and institutes that have embarked on innovations. Key informant interviews were conducted with departmental heads and selected lecturers to:

- corroborate information collected at university level;
- seek views on strategies to reinforce and sustain positive changes and counter negative changes;
- seek views on the quality of teaching, given the high student–teacher ratio; and
- seek views on strategies to continue departmental transformation processes.

Students

The team designed an attitudinal questionnaire and administered it to a sample of students on a random basis to measure their attitudes towards institutional reform at the university. The survey instrument included attitudinal questions to obtain students' views on the following, with particular attention to increased enrolment:

- the quality of teaching;
- the availability and adequacy of reading material in the libraries;
- the availability and adequacy of books and supplies in the university bookshop;
- the semester system;



Introduction

- evening classes;
- access to university education for poor students under the private sponsorship programme;
- granting additional university entry points to female students; and
- the quality of life in student halls of residence.

Data collection instruments

For the key informant interviews the team used semi-structured checklists covering areas of change and indicators thereof. In addition, forms were used during the documentary review to capture data on quantifiable indicators resulting from interviews.

Organization of the study

The study comprises seven chapters.

- Chapter 1 introduces the study and presents its terms of reference, objectives, scope and research methodology.
- Chapter 2 briefly acquaints the reader with the historical context against which changes at Makerere University are to be understood and appreciated.
- Chapter 3 details the problems at Makerere during the period of political turmoil from 1970 to 1990 that gave rise to the need for reform.
- Chapter 4 documents the key ingredients of institutional reform at the university, paying particular attention to financial strategies, restructuring the university, the university's vision and beneficiaries of the reform process.
- Chapter 5 covers unfinished business – challenges that

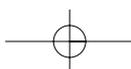
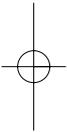
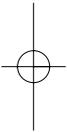


Makerere University in Transition

remain to be addressed to complete the reform.

- Chapter 6 makes some recommendations to chart the way forward in key areas.
- The concluding chapter looks at Makerere's strengths and weakness, opportunities and threats as it seeks to make its reform sustainable. The authors present their views on the determinants of success of the process.

The appendices give further information on the university's strategic plan, its organizational structure, staffing, enrolment and decision-making processes.



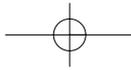
2 Historical Background

The British colonial administration

The British administration of Uganda established Makerere Technical School in 1922, stimulated by the need after the first world war to assure the world that it was concerned with the welfare of colonial peoples, by a need for a middle cadre of civil servants beyond clerks, messengers and interpreters, and by the American Phelps-Stokes Commission that found the educational policies of the missions and government inadequate (Nwauwa, 1996: 34–50). From carpentry, mechanics and building, the curriculum expanded to science and pre-clinical medicine, engineering and agriculture. Makerere's early graduates easily found jobs in missions or in the administration of the Kabaka, the traditional ruler of Buganda. Following pressures from the chiefly elite for education that went beyond the vocational and technical and from the academic lobby in Britain and Africa aware of the political and social dangers in the continued neglect of university education, the school was expanded in 1937 into a Higher College for East Africa, awarding diplomas and certificates (*ibid.*: 68–104). It took until 1949 for Makerere Higher College to attain the status of a university college for the whole of East Africa, awarding external degrees of the University of London and 'with an ambition to become the Oxford of Africa' (*ibid.*: 198).

Post-independence era

One year after Uganda's independence, in 1963 Makerere joined with universities in Kenya and Tanzania to form the University of East Africa (UEA). The late 1960s were the heyday of Makerere when it turned out noted professionals and leaders for all of East Africa and achieved an international reputation as a first-class institution. The UEA lasted until 1 July 1970, when an Act of Parliament declared Makerere an independent national university of the Republic of Uganda,



Makerere University in Transition

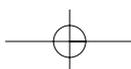
offering undergraduate and post-graduate courses. The end of the UEA also marked the termination of the special relationship between the University of London and Makerere.

Makerere University's strength lay in its reputation, its location in a vibrant and growing city, and its well-established infrastructure. The quality of its staff, the highly selective quality of its student body, sound and innovative management and external linkages and support were sources of great pride.

Starting with the coup that brought Idi Amin to power in 1971 through the brutal rule of Obote in the 1980s until Museveni came to power in 1986, Makerere experienced the most turbulent period in its existence. This period is detailed in the next chapter.¹ Beginning in 1992, the university embarked on a path of recovery and innovative change.

Note

- 1 The military takeover by Idi Amin, which lasted from 1971 to 1979, was marked by widespread government terror and murder, the expulsion of Asians, the declaration of 'economic war', drastic falls in productivity, the exodus of many nationals and virtually all expatriates, economic and political mismanagement, and civil unrest. Following rigged elections, Milton Obote returned to power as prime minister in 1980. Although there were elements of economic recovery during his period in power (1980–5), the time was marked by a high degree of political instability and civil unrest and the use of repressive means to maintain order. The bush war continued until 1986 when the leader of the National Resistance Army, Yoweri Museveni, took power. His regime has been marked by relative peace and good economic performance. Although a no-party system is in force, civil society has been active, and many opposition parties have been formed.



3 Problems of Makerere in the Context of Uganda's Political Climate 1970–90

Economic realities saw inflation eat into university budgets, especially salaries and other vital items in the recurrent budget, while the development budgets progressively declined. Staff and student welfare conditions worsened, experienced teaching staff deserted the institution for greener pastures elsewhere, the quality of teaching and learning dropped and student riots became the order of the day. In an era of political turmoil, the government frequently saw the university as a hotbed of discontent and political opposition.¹

Underfunding, poor management & academic inertia

Within a year of Makerere's independence from the University of East Africa, the nation plunged into the most violent years of its short existence. The army coup of 1971 that brought Idi Amin to power marked the beginning of Uganda's slide into political and economic disintegration. The crises of the 1970s and early 1980s left an indelible mark on the country's social services, economy, infrastructure and institutional base.² Between 1972 and 1985, the country's fiscal position and economic performance saw a major decline in GDP and a sharp fall of 35 per cent in real per capita income. Social sector spending was cut, leaving social service provision totally inadequate. The cutbacks in government spending hit education the hardest of any sector. Not only was the budget cut drastically, but more often than not the government released only a small fraction of the recurrent development budget as compared with what was proposed. The political and financial crises that paralysed every aspect of life in Uganda left Makerere impoverished and almost bankrupt (see Kajubi, 1998; Mwiria, 1999a).

The decline in government funding took place at a time when higher education was facing two other serious

Makerere University in Transition

challenges. The first was a policy shift in educational funding from tertiary education towards primary and secondary education. The second challenge was the growing demand for higher education as a result of increased enrolment at primary and secondary levels.

Makerere's financial resources from both public and external sources declined dramatically in the 1970s and 1980s. Influenced by arguments that 'public investment in Universities and Colleges brings meagre returns compared to the returns for primary and secondary education and higher education magnifies inequalities' (World Bank, 2000: 10), the government cut tertiary-level education funding in favour of funding primary and secondary levels. Donor support for the university also declined concomitantly. This decline in both public and external funding of Makerere came at the same time as the university was experiencing increasing pressure to expand enrolment. Makerere responded by admitting more students, but with fewer resources than it had had previously for smaller numbers.

The most obvious consequence of the fall in financial resources in the 1970s and 1980s was a sharp deterioration in the quality of teaching and learning. Makerere became a place of bare laboratories, empty library shelves, chronic shortages of scholastic materials and overcrowded halls of residence (Makerere University, 1991). The condition of the halls of residence perhaps best illustrates the extent of the financial crisis compounded by the increase in enrolment. Libraries and common rooms, toilets and washroom facilities were converted into additional student rooms, leaving students to make their own alternative toilet arrangements.

The financial crisis had a major impact on teaching staff. Lecturers were demoralized by salaries that were not only meagre but often came late. Holidays passed without any university staff receiving their wages.³ Many lecturers took other jobs, both within and outside Uganda. Those leaving the

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country contributed to the brain drain. The lecturers who remained moonlighted as tutors, taxi drivers or went into business in order to survive, using university facilities as their operating bases. Although many gave the odd weekly lecture, they had little time for seminars, tutorials or one-to-one student contact, let alone research or intellectual debate.

Given the near bankruptcy of the university, it is not surprising that there was virtually no application of information technology to either teaching and learning or institutional management during this period. The occasional grant provided a few computers here and there, and some faculty members managed to acquire their own machines and become early adaptors of the new technology. However, the students remained without exposure to advances in information technology, and the overall impact on the faculty was minimal. Administration and management processes remained almost totally manual.

Impact of the decline on research

The university's research infrastructure and output suffered substantially from the resource decline of the 1970s and 1980s. The university had built up a substantial research infrastructure, the outputs of which received international acclaim. In the first years after independence (1962–70), political stability and the hopes created by independence brought new research initiatives to the university. Of particular note were the East African Institute of Social Research, which became the Makerere Institute of Social Research (MISR); the University Farm at Kabanyoro; the Medical School research programme at Mulago Hospital; and the Faculty of Science, especially in Botany, Chemistry, Physics and Zoology. Under Amin, most expatriate scholars and researchers left the country, donor agencies and other

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external financiers disengaged themselves, and collaborative research projects between Uganda and regional or overseas institutions were terminated. During the rapid political change of the 1980s, the government's preoccupation with economic rehabilitation and the suppression of internal civil strife left research institutions and programmes running on a maintenance-only basis. By the mid-to-late 1980s, a few research programmes came to life with the sporadic return of external support, notably at the Veterinary Faculty, the Faculty of Social Sciences, the Faculty of Agriculture and Forestry and the Faculty of Education.⁴ However, this was funding for specific projects, generally in areas of the particular donor's interest, which did not improve the research situation of the university as a whole. Funding tended to be directed towards those departments donors perceived to be dynamic. Some faculties prospered with donor funding, while others received virtually none.

While external funding for research declined and then returned sporadically to selected faculties, Makerere also failed to receive what it deemed to be its fair share of public funding for research. From a very low national income figure allocated to research (0.18 per cent of GDP), only 4.5 per cent has been going to Makerere over the whole of the last 16 years, despite the concentration of the national research base at the university (Opuda-Asibo, 2000).

Small allocations for research resulted in poor facilities, limited access to publishing facilities, a limited research database, low output and the absence of a research culture. Other consequences of limited funding for research were lack of appreciation of the importance of research, lack of skills to undertake research, lack of experience in research, low priority given to research at the university and in other public institutions, lack of centrally initiated and managed research and emphasis on financial gain as a motive for undertaking research.

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Far-ranging overall impact

The net effect of the decline in financial resources impacted not only on the university but also on the country at large. Testifying before the Makerere University Visiting Committee of 1990–91, the Makerere University Academic Staff Association (MUASA) argued that the dire consequences of this 'under-funding secured a steady institutional regression with potential disastrous multiplier effects on national development' (Makerere University, 1991).

Governance issues

In addition to the financial crisis, governance issues, both within Makerere and between Makerere and the state, were a major feature of the decades of problems at the university. Financially unable to provide the minimum requirements to facilitate teaching and learning, the administration was rendered ineffectual, unable to demand or receive the cooperation of students, staff and faculty. Between 1972 and 1986, there were seven major student and staff protests. The entire university was closed in November 1989 (Makerere University, 1991).

The government frequently exerted direct control over the university during this period, using the authority of the University Act of 1970, which gave it political control over the university administration. Although the Act states that the University Council is the supreme governing body and employer, Section 22 creates an independent Appointments Board as a parallel authority, effectively undercutting the authority of the Council. The Act empowers the board to make faculty appointments, promotions and removals and to discipline academic and administrative staff.⁵ Two additional sections of the Act further constrain independent action by the university. Section 25 forbids the university to dispose of its surplus funds on fixed accounts without the prior approval of the Minister of Education. Section 35 gives the Minister leeway to interfere in the university's administration:

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The Minister may, if in his opinion it is in the public interest, give directions on any matter to the University Authority as to the exercise of any powers and the performance of any functions under this Act and the Authority shall comply with such directions.⁶

Empowered by the University Act, consecutive governments during the 1970s and 1980s issued directives and formulated and implemented policies for Makerere without the involvement of key stakeholders, including the administration, staff, faculty and students.

The political space for participation and consultation at the university shrank dramatically during this period (Makerere University, 1991). The government banned MUASA in 1975 and abolished the Makerere University Students' Guild in 1978. The efforts to silence student and academic staff protest and discussion of the conditions affecting them on campus alienated academic staff, students and workers from the central administration, which became increasingly remote from reality. The Vice-Chancellor remained in the Main Buildings, surrounded by heads of departments but with almost no regular interaction with the academic staff and departments (*ibid.*). In its isolation, the administration was unable to assess correctly and respond effectively to emerging or long-standing problems. For example, the Central Executive's prognosis of the student boycott of lectures in 1989 was that it was a matter of indiscipline by 'spoilt youth' who required the firm hand of an experienced disciplinarian' (*ibid.*: 5). Illustrating how it dealt with academic and administrative problems during this time, the administration called in the police to maintain law and order.

Despite a more favourable political climate following the National Resistance Movement's rise to power in 1986, they continued to feel that their rights were limited. In 1989 students reacted negatively to the University Council's handing them what they regarded as an 'already-made' constitution. MUASA and the Students' Guild (after their

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banning was rescinded), the Makerere University Workers' Union and the Makerere Resistance Councils (RCs) became active centres of resistance to what they perceived as arbitrary actions on the part of the government and the university administration.

The effects on the university of the national political climate of the 1970s and 1980s, compounded by lack of resources, poor management and the demoralization of students, staff and faculty, seriously weakened Makerere as it tried to meet the challenges of the last decade of the twentieth century. Makerere was a university teetering on its last legs, an ivory tower that had virtually lost touch with its environment and at odds with national development needs. A move to reform and revitalization was desperately needed.

Notes

- 1 See Makerere University (1970) and the University Act of 1970, particularly its main objectives.
- 2 The period is well documented by Brett (1991) Kajubi (1998) and Semboja and Therkildsen (1995).
- 3 Submission of Mathais Ngobi to Visiting Committee (Makerere University, 1991: 6).
- 4 The Veterinary Faculty obtained financial support from the International Atomic Energy Agency and German Technical Assistance; the Faculty of Social Sciences received support from the International Development Research Centre (IDRC) of Canada, the Organization for Social Science Research in Eastern Africa, the World Health Organization and the SIDA Department for Research Cooperation, while the Faculty of Agriculture and Forestry was sponsored by the IDRC, the United States Agency for International Development and the Rockefeller Foundation. The Faculty of Education also received some funds from the IDRC.
- 5 Makerere University Act 1970. The Appointments Board consists of nine members appointed by the Head of State, who is the Chancellor.
- 6 University Act; see also Makerere University, 1991: 22.

4 'Back from the Brink': Change & Recovery through Institutional Reform

The reform process at Makerere

From the beginning of the 1990s a number of elements came together that resulted in a process of reform at Makerere University. Greater autonomy combined with leadership and vision allowed the university to adopt policies that facilitated its recovery from the dark days of the previous two decades. By 1990, the state was bankrupt, and the government's ability to finance higher education was severely limited. Following the government's adoption of liberalized fiscal policies to revive the economy, the university extended these policies to its own management. With the growth of political stability, the Head of State made it clear that he supported greater autonomy for the university. None of this would have taken root without leadership and commitment to reform at Makerere. As David Court (1999) put it, '[Reform] required [both] a supportive external environment and internal initiative to make it happen and, fortunately, both were present.'

Economic reform began in Uganda at the start of the 1990s. It included import liberalization, ending many state economic monopolies, liberalization of foreign exchange, privatization of public enterprises, financial sector reform and reduction in the size of the civil service. At the national level, it released entrepreneurial energy and innovation and led to growth in real income. The economic liberalization of Makerere had similar results.

The start of institutional reform at Makerere dates from 1992, with the recognition of greater autonomy and the adoption of a market orientation. In his 1992 commencement address at Makerere, President and Chancellor Museveni announced that he planned to step down as the university's chancellor and that the government was willing to respond positively to university demands for greater autonomy, provided that it took on some of the responsibility for raising funds for its programmes (Eisemon, 1992). Court (1999: 9) argues that this was inevitable because 'the impoverished state

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of the Uganda exchequer left the government with no alternative than to provide the university the latitude to seek diversified sources of revenue'. In the same year, for the first time the government allowed the university to charge fees to students in evening courses and other special programmes.

In 1993, a new Vice-Chancellor took the reins at Makerere: John Ssebuwufu, who had spent his entire academic career at the university (except for his graduate study at Queen's University in Northern Ireland). The vision, dedication and open management style of the top Makerere officials set the course of reform. According to Court (1999: 10):

Much of the reform accomplishment [at Makerere] can be ascribed to the commitment, energy and imagination of the university leadership ... The Vice Chancellor, Secretary and Development Officer ... had the wisdom to recognize that many of the changes could only take root through a consultative policy-making process and an inclusive and participatory system of governance.

Ingredients of institutional transformation

The major transformations at Makerere University came in the areas of:

- adoption of strategic planning;
- enlisting the university in support of national goals;
- implementation of alternative financial strategies;
- curriculum and academic restructuring;
- realizing the importance of ICT;
- emergence of a new management and governance style;
- increased student access and equity;
- improvements in the quality of student life; and
- improvements in staff development and welfare.

Remarkably, Makerere achieved all these changes in a context of declining financial support from the government

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(Mwiria, 1999a). The process of this recovery involved a number of strategic and multiple moves on the part of the university.

Key characteristics of restructuring the university

Adoption of strategic planning

The adoption of strategic planning was an essential element in the Makerere reform process. Since the colonial period, the Ministry of Education University Grants Committee (UGC) had been in charge of all higher education planning in Uganda. As early as 1987, the Donors' Conference for Makerere University recommended the establishment of a planning and development department at Makerere to create awareness of systematic planning (Makerere University, 1987).¹ The first systematic planning at the university took place from 1992 to 1995, with the formulation of a five-year development plan. However, this plan was regarded as too ambitious and unfocused and was never adopted. In the academic year 1996–7, the Planning and Development Department (PDD) developed a three-year Strategic Plan that the University Council adopted (Makerere University, 1997). It remained in force until June 2000.

This first strategic plan received a number of criticisms, particularly for the lack of stakeholder participation in its preparation. The PDD had developed the plan without consultation with the departments, institutes and faculties who subsequently felt it was not their plan. However, its approach to the issue of information and communication technologies was piecemeal rather than a systematic analysis of university-wide needs. It did, however, acknowledge the importance of the internet and computerization to the university. Despite its shortcomings, the plan marked the first time that Makerere University had engaged in strategic planning.

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Second Strategic Plan

In 1999, the University Council approved the formulation of the strategic plan for the academic years 2000/01–2004/05 and adopted a participatory planning process. The process began with the Strategic Planning Group of key stakeholders consisting of deans, directors, principals, the central executive, members of the University Council and student representatives who formulated the *Makerere Strategic Framework, March 2000*. The Strategic Framework defined strategic directions and broad parameters for unit plans.² The process included workshops for faculty planning groups on planning methodologies in accordance with the Strategic Framework. These workshops gave an opportunity to all key players, including students, to make an input into the unit plans. Each unit developed planning committees, called Committees of Five, to prepare unit plans. Representatives of the units took part in additional training in planning tools. The PDD also undertook training in Visualization in Participatory Programmes (VIPP) to augment its capacity for facilitating the planning process.³

The strategic planning process included several linked processes. In addition to the horizontal planning at faculty level, vertical planning processes to formulate strategies for cross-cutting programmes were incorporated into the process. These included:

- work in support of government policy promoting decentralization and private sector growth (see next section);
- formation of an Institutional Transformation Programme Steering Committee; and
- formulation of a strategic proposal incorporating gender concerns in the strategic plan by the Gender Mainstreaming Committee of the University Senate.

Principals, deans, directors and heads of administrative units presented the plans their unit planning committees had

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generated to the Planning and Development Committee (PDC) of the Council for discussion and approval. The university's Strategic Plan emerged from these plans (Makerere University, 2000a).

The work on the Strategic Plan 2000/01-2004/05 also led to the adoption of a vision and a mission statement, as follows.

The Makerere Vision

To be a centre of academic excellence, providing world class teaching, research and service relevant to sustainable development for Uganda.

Makerere Mission

Makerere University's principal goal is to provide high quality teaching; carry out relevant research and offer professional services to meet the changing needs of society. The aim is to utilize worldwide and internally generated information and technology to enhance the university's leading position in Uganda and beyond.

Enlisting the university in support of national goals: the new relationship with the government

Until recently, the government frequently viewed Makerere University as an adversary, with which it was locked in combat. The new view sees the university as an ally in meeting development challenges. An important part of the reform process has been the forging of a closer, mutually beneficial relationship between the university and the government. For Makerere University, the aim is to prove its relevance to public and private sector reform as well as to civil society. The new relationship has taken the form of support for government policies to strengthen governance at the district level and to promote the growth of the private sector. Makerere has worked to train students to meet the demand for appropriately skilled human resources from the districts as well as from the private sector.

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In 1993, the government adopted a policy of decentralization to give more autonomy to district government. Implementation of the policy fell into difficulty when the shortage of trained human resources at district levels, particularly in health, education, agriculture, policy planning, management and accounting, became apparent. In March 2000 Makerere's Vice-Chancellor established a joint university-government 'Committee of Fourteen' (C-14) consisting of seven deans and directors and seven members from the Ministries of Finance, Education and Local Government, as well as the Economic Policy Research Centre (EPRC). The decision-making authority within the C-14 rested with a group of deans and directors, which became known as 'C-7'.⁴ The mandate of the C-14 was threefold:

- to undertake research in the districts on the demand for trained human resources;
- to plan a Makerere University programme to meet the need for graduates at district level; and
- to develop a proposal for funding the programme, for presentation to the Rockefeller Foundation and the World Bank.

The C-14, also known as I@Mak.com (Innovations at Makerere Committee), worked to address these issues. Meeting in weekend retreats, participants used the VIPP methodology to facilitate consensus building and group ownership of decisions.

The first I@Mak.com-commissioned study, *Decentralization: Human Resource Demand Assessment from the Perspective of the District*, detailed the human resource needs of those operating at district level and the gaps in skills to meet the challenges of decentralization. The research identified a number of opportunities and challenges for the university in the area of human resource and capacity development. What emerged clearly was

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an overwhelming demand for changes in the curriculum at the university to provide graduates with practical skills and vision in line with national development policies.

The committee's work on decentralization has strengthened the institutional reform process in several ways:

- by helping to identify gaps and weaknesses at the university;
- by identifying ways for Makerere to be more relevant to stakeholders and society at large;
- by identifying additional sources of funding for areas not addressed in the Strategic Plan;
- by strengthening the Makerere outreach programme and highlighting alternative modes of service delivery; and
- by improving Makerere-government relations.

The university has made a concerted effort to restructure the curriculum to respond to the needs and demands of the private sector. As such, a number of new and innovative programmes, particularly in the service industry, have been added to the curriculum (see Appendix 6).

Implementation of alternative financial strategies

This area is one of the most innovative and successful aspects of institutional reform at Makerere.

Before these innovations, Makerere University was solely dependent on government subsidies. By 1999, over 60 per cent of its capital budget came from other than government sources.

Admission of fee-paying students

In the space of seven years (1992–9), Makerere moved from a situation where none of its students paid fees, to one where 80 per cent pay fees, accounting for more than half of the university's total revenue. In 1992, the Institute of Adult and Continuing Education inaugurated an external degree

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programme exclusively for fee-paying students. The faculties of Law and Commerce followed with evening courses for privately sponsored students in 1993. In 1994, the University Council decided that the faculties with places remaining after accepting government-sponsored students could fill them with private students. In 1995, the Council allowed all faculties to operate revenue-generating evening courses. Within three years, tuition-paying students grew to outnumber government-sponsored students (Court, 1999: 3). In 1999, the university insisted that the government guarantee the support of the students it sponsored, after its 1998 default on payment of scholarships for half the sponsored students (Kigotho, 1999: 14).

In 1999, the university admitted 10,000 new first-year students to various undergraduate courses and 1,900 students to postgraduate programmes. Of the 10,000 undergraduate admissions, only 20 per cent were government-sponsored, while the remaining 8,000 were fee-paying students. In addition to the money raised through the admission of private students, the admission of substantial numbers of foreign students has contributed to the university's resource base.

Commercial units/business enterprises

Institutional transformation at the university has encouraged the development of commercial and business enterprises through contracting formerly university-run enterprises to private management. The commercial units at Makerere University comprise the guest house, maize mill, bakery, building unit and the university press. The aim of establishing these various commercial units was to increase and diversify the university's revenue base and to rationalize the management structure.

While most of the enterprises have become profitable, their profits remain small. A summary of the operations of industrial and commercial units for the year 1997 (Table 1) shows

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a net profit of USh25 million (US\$16,700) for the press, the most profitable of the enterprises, while the others made before-tax profits of less than USh5 million (US\$3,330).

Table 1: Operations of industrial & commercial Units, 1997 (UShm/US\$'000)

Budget items	Guest house		University press		Maize mill		Bakery		Building unit	
	USh	US\$	USh	US\$	USh	US\$	USh	US\$	USh	US\$
Total sales revenue	190	12.7	235	156.7	192	128.0	93	62.0	47	31.3
Less cost of sales	78	52.0	110	73.3	166	110.7	67	44.7	41	27.3
Gross profit	112	74.7	124	82.7	26	17.3	26	17.3	6	4.0
Less operating costs	107	71.3	99	66.0	23	15.3	23	15.3	3	2.0
Profit before tax	5	3.3	25	16.7	3	2.0	3	2.0	3	2.0

Source: Department of Planning and Development, Makerere University.

Note: US\$1 = USh1,500.

Consultancy services

Makerere established the Makerere University Consultancy Bureau (MUCOBU) in 1997, in an effort to retain some of the profit from consultancies for the institution that houses the consultants and provides their overheads. Previously university staff undertook consultancy work and retained all the benefit themselves. MUCOBU offers research, training and consultancy services to both private and public institutions. Since 1997, it has successfully tendered for national training and research services, and in 1999, earned close to USh50 million (US\$33,333) before tax. Despite financial assistance from the European Union for capacity building and a measure of success in its operations, MUCOBU needs further nurturing to compete effectively in the market.

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Donor funding

Although not a new source of funding, funding from external sources, including bilateral collaboration and grants, contributed substantially to the university's financial resource base between 1993 and 1999. During these years, donor support to the university accounted for at least US\$5 million annually (Musisi, 2000).

In 1999, the university raised USh12 billion (US\$8 million) from its own resources (Makerere University, 1999a). The bulk of the money went into capital development including the construction of a new administration building (Senate House).

Curriculum & academic restructuring

Under the reform process, the university curriculum has been greatly expanded, diversified and modified. To ensure correspondence with private and public demand, new professional courses have been added to existing programmes. In 1999 alone, several demand-driven courses were established, including the Master of Agribusiness Management in the Faculty of Agriculture, Master in Ethics and Public Management in the Faculty of Arts, Bachelor of Community Forestry, Bachelor of Science in Wood Science and Technology, Master of Arts in International Relations and Diplomatic Studies in the Faculty of Social Sciences, and Diploma in Records and Archives Management in the East African School of Library and Information Science. These new programmes have made the university more responsive to its economic and social environment. In addition, the expansion and diversification of courses have expanded income-generating opportunities.

In addition, the Institute of Computer Science provides tailor-made courses, mainly in standard application packages, for individuals from government ministries, non-governmental organizations and others interested in using ICT. The duration

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of these courses ranges from four weeks to six months. All students in these courses pay fees.

Introduction of academic reforms

The university introduced the semester system in 1998, in place of the traditional term system based on quarters. The introduction of the semester system aimed at improving efficiency and reducing 'dead time' during long vacations. The university administration argued that the semester system was more flexible and efficient, a view that most students support.⁵ Students prefer semester examinations to those of the term system, finding them easier and more realistic. Under the semester system, they are examined on fresh material, with more comprehensive assessments than under the term system where exams were based on the whole year's work.

Another advantage cited is the cost efficiency of the semester system. By staggering fee payment, the semester system permits a more flexible system of payment. The university has also built flexibility into the scheduling of demand-driven courses by introducing evening, weekend, distance and short-term courses, in addition to regular day courses. Evening courses have given access to education to mature adults who otherwise could not have attended university, while at the same time enriching the skills of those already in the labour force.

Checks & balances for quality

Mindful that the changes in curriculum need to be supported by a tight rein on quality, the university administration has taken measures to maintain and improve teaching standards. An ad hoc Academic Quality Assurance Committee set up in 1997 became a standing committee of the University Senate. In addition, the long-established practice of external examiners

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auditing examination standards provides the university with important checks and balances for monitoring and evaluating quality.

Meeting public demand

The increase in private sponsorship has compelled the university to address the relevance of its curriculum to the needs of the wider civil society. Courses currently offered at Makerere, including vocational and professional courses, correspond more closely to public demand than previous offerings.

Among the adaptations of the university to civil society, Makerere University Business School (MUBS) attracts professionals seeking to upgrade their skills. The Faculty of Technology has established TECO as a successful consulting business. The firm has been involved in a wide range of multi-disciplinary work in civil engineering, mechanical engineering, land survey and architecture, telecommunications and computers, both at the university and in the broader society. The Faculty of Law is largely responsible for making the country's new constitution accessible to the public through its translation of the constitution into the country's indigenous languages. Through its Human Rights and Peace Centre, the Faculty of Law has promoted greater consciousness and awareness among Ugandans about individual and collective rights.

Realizing the importance of ICT

Initial awareness of ICT came to the university early in the 1990s. With the assistance of the IDRC, in 1991 Makerere University became one of the first universities in sub-Saharan Africa outside South Africa to begin the systematic use of e-mail. The MUKLA network, as it was called at Makerere University, used low-cost, store-and-forward software promoted by the Association for Progressive Communications. Although

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many faculty members and staff acquired accounts, MUKLA was an isolated project dependent on donor funding and, largely, the efforts of one individual. It was not part of a university-sponsored approach to connectivity. After the departure of the system operator, the network began to disintegrate. Scattered university staff and departments began to use the expensive private Internet Service Providers that were springing up in Kampala. Again, however, the approach was piecemeal and ad hoc.

Some faculties made their own efforts to adopt information technology. The Faculty of Law has been the campus leader in these efforts. In October 1998 it commissioned a consultant to write a 'Re-engineering Plan' to promote effective use of ICT in teaching, research and administration. With USAID funding, it created a well-stocked legal information centre. The faculty is now fully networked, with a computer lab for students and a wireless link to the internet. It has designed special courses to teach students about the intersections between ICT and the law, including the areas of document preparation, e-mail, online and CD-ROM legal information. It plans to develop a database for student records and databases of Ugandan legal materials (including case notes, texts and laws).

The Faculty of Forestry, created in 1999 with NORAD funding, is also fully networked, with an excellent computer lab for undergraduate students. Senior staff in the faculty all have their own computers while younger faculty members share PCs. However, only one of the lab computers is connected to the internet, and the faculty pays high monthly charges for dial-up access for this computer and for faculty access. The Faculty of Technology is well endowed with computers compared with most other faculties, with about 70 computers in two student labs and double that number expected shortly. However, its LAN covers only a small percentage of the offices in the faculty, and internet access remained dial-up through 2000.

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The above-mentioned progress reflects the efforts of individual faculties. Since 1999, the university as a whole has adopted ICT as an integral part of its rebuilding. The second strategic plan sees ICT as an important component of overall institutional reform and has identified critical roles for ICT in the following priority areas:

- transformation of teaching, learning and research;
- strengthening science and technology research and development;
- strengthening management and planning;
- modernizing the administrative system.

All departments, institutes, faculties and schools have included the acquisition of more computers, the setting up of LANs, technical assistance and training of staff in their strategic plans.

In late 2000, the university developed an ICT Policy and Master Plan, elements that were sorely missing in its strategic planning. Approved by the University Council, the policy and plan provide a framework for academic and administrative departments to increase their ICT capacity and utilization within a university-wide system. The Directorate for ICT Support was set up as a service unit, with a critical role in coordinating and supporting these efforts. The newly established ICT Implementation Committee, chaired by the Vice Chancellor, will monitor the implementation of the policy and plan (Makerere University, 2000b).

New management & governance style: an open-door policy

In contrast to the administrative isolation of the dark period at Makerere, since 1993 the administration has adopted an open-door policy in dealing with student and staff affairs. This policy has broken down barriers, making those in top positions more approachable and accountable. It has been an essential

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element in the success of institutional reform. The Office of the University Secretary (US) has managed to bring together deans, directors and heads of departments, staff and student leaders with the central administration in quarterly consultative meetings. At these meetings the Vice-Chancellor presents a situation analysis and provides updates on developments during the previous quarter. Key issues on the agenda include finance, management and inter-university cooperation. Deans and directors present their reports and respond to the Vice-Chancellor's presentation. In addition to cultivating a spirit of teamwork, these meetings have secured the cooperation of the academic staff and students with the central administration and have helped to reduce the pressure and suspicion between constituencies characteristic of earlier decades (Mwiria, 1999b).

The US also makes regular fact-finding and information-sharing visits to faculties, schools and institutes. These visits appear to give the administration an appreciation of the reality of the situation of their constituents (Tibarimbasa, 1998). Using this strategy, the US has been able to diffuse some potentially explosive situations. Communication channels between the government and Makerere have also opened up through the launching of a biweekly university newsletter, which covers such diverse topics as major department decisions, key policy issues being considered in the Senate or Council, admissions, appointments, new programmes, funding and international guests. According to Mwiria (1999b: 45), the newsletter has killed rumour mongering and promoted transparency and a spirit of togetherness. In 1995–6, the university revived the publication of its *Annual Report* that was last published in the 1970s. With this revival, the records of the university's innovations and contributions to national development become public knowledge.

The administration's changed attitude towards MUASA has been equally impressive. The central administration no longer

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views MUASA as an adversary but rather a body that can be engaged in constructive discussion for the good of the institution. Acknowledging MUASA's presence and legitimacy, the university's governing bodies have invited its members to attend meetings at different levels. MUASA is consulted on a regular basis on matters concerning staff welfare.

Likewise, relations between the administration and the student body have changed from antagonism to co-operation, support and recognition. The administration has also been responsible for organizing meetings between the student body and the Ministry of Education and Sports. At such meetings, government officials have been able to learn about students' conditions, their aspirations and issues affecting them. The university administration also includes students on major administrative organs. Student participation is guaranteed on critical committees that concern their campus living conditions. Students have also been given a chance to voice their concerns about teaching, examinations and other issues affecting their education. The result has been a resounding success, with the student body gaining better appreciation of government and university policy decisions. The university administration now holds regular dialogues with the leadership of the Students' Guild. Major changes have taken place without student unrest, as had been the case in the past, and Makerere University students have shown increased sensitivity to and appreciation of national economic problems.

The Vice-Chancellor: subtle but effective leadership

Interviews within the university community revealed an exceptionally high approval quotient for the current Vice-Chancellor. Among the student body, academic and non-academic staff, there is a general approval of the Vice-Chancellor, whose office is no longer seen as a mere conduit to pass on messages from the government. People said, 'He is our man,' and described him as 'an open-minded person', 'a man of peace' and a 'down

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to earth person'. When asked to assess his personal role in bringing about these changes, the Vice-Chancellor said:

My role is to facilitate change. The institution has to change, to grow and prosper, to be able to take up the challenges of the twenty-first century as a top leading university in the region. In my opinion, nothing and no one should stand in its way. I do my best to see that we all participate in achieving this great vision for our university ... To get where Makerere is currently at has not been a job of one person. We all have contributed in various ways.⁶

The quality and style of leadership embodied in this statement have been significant factors in bringing fundamental changes to Makerere.

Increased student access & equity

The university policies of admitting fee-paying students and expanding academic programmes have greatly improved access to university education in Uganda. In addition to quantitative increases, the university has made efforts to promote equity in admissions, especially of women and of students from under-represented regions of the country. While not a part of university outreach, the number of fee-paying foreign students has increased as well. Figure 1 and Table 2 below illustrate the increases in the university undergraduate admissions between 1993 and 2000.

Gender equity in admissions

The number of female students admitted to undergraduate courses increased by about 25 per cent over the period 1993–2000. While the number of women students remains below parity, it nonetheless represents a positive trend and a creditable situation at nearly 40 per cent.

The increase in female admissions was a deliberate outcome of university policy. Admissions have exhibited clear sensitivity to gender imbalance and a desire to address the disparities in

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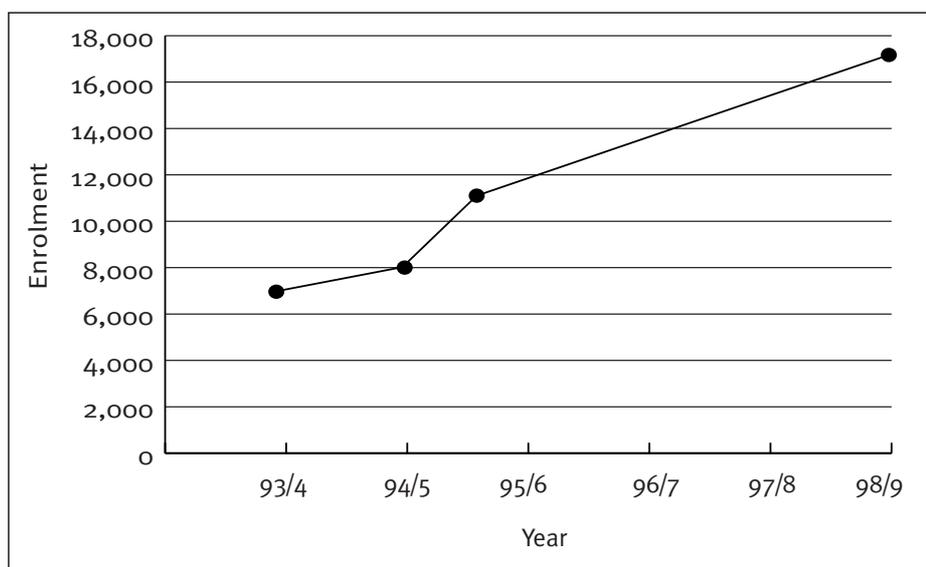


Figure 1: Total annual enrolment, 1993-9

Table 2: Undergraduate student admissions, 1993-9

Academic year	Government-sponsored	Private sponsorship	Total	% Female
1993/4	2,299	1,062	3,361	31.6
1994/5	2,146	1,106	3,252	31.0
1995/6	2,803	2,521	4,801	36.6
1996/7	2,273	5,631	7,904	29.9
1997/8	2,330	5,919	8,249	37.3
1998/9	2,042	7,348	9,390	38.5
1999/00	1,923	12,316	14,239	39.8

Source: Registrar's Office, Makerere University. For a list of postgraduate student numbers by faculty and year, see Appendix 6.

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access that exist throughout the educational system. In recognition of the importance attached to the education of women, the university favours the selection of female students. Before the implementation of affirmative action in 1989, only 12 per cent of the admissions at the undergraduate level were female. The introduction of a weighted points system in 1989, awarding female students on additional 1.5 points, enabled more female students to gain access to the university. Figure 2 shows the annual enrolment by gender.

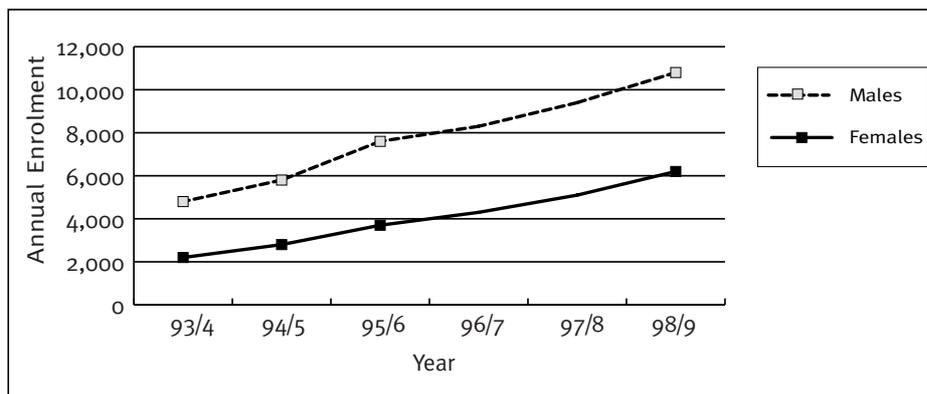


Figure 2: Total annual enrolment by gender, 1993–9

Source: Registrar's Office, Makerere University.

Regional imbalances

Another aspect of equity relates to regional imbalances in admissions. Due to several factors, including limited access to secondary education, political instability and war, the north and east regions of the country were grossly underrepresented. In recent years, regional distribution in admissions has improved. While admissions continue to be dominated by students from the south, centre and west, there are increasing

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numbers of students from the north and east. The north, however, remains the most disadvantaged region. Figure 3 reveals the positive trend in regional representation in admissions.

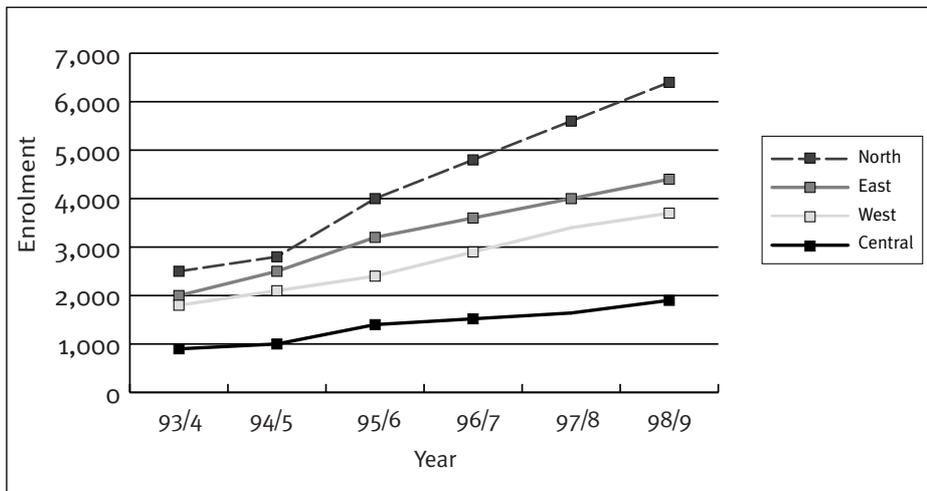


Figure 3: Annual enrolment at Makerere by region, 1993–9

Source: Registrar’s Office, Makerere University.

Increased numbers of foreign students

Over the period 1993–9, the number of foreign students admitted to Makerere University increased substantially. In 1993, only 41 foreign students were enrolled in courses at Makerere. In 1999, the number of foreign students admitted to courses ranging from Bachelor of Librarianship to Bachelor in Medicine and Surgery had risen to 188. The ability to attract foreign students is a positive indication of the confidence in the Makerere education. It also generates additional income for the university and foreign currency for the nation. The increase in foreign students also reflects the fact that Makerere costs less than the University of Dar es

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Table 3: Academic fees for Makerere University & University of Dar es Salaam, 1999–2000

Course	Makerere University		University of Dar es Salaam	
	USh	US\$	TSh	US\$
B.Sc.Eng.	1,650,000	1,100	1,200,000	1,500
M.B.Ch.B.	1,920,000	1,280	1,500,000	1,875
B.Sc.	1,080,000	720	950,000	1,188
LLB	1,200,000	800	1,000,000	1,250
B.Com	1,200,000	800	900,000	1,125
B.A./Ed.	810,000	540	900,000	1,125
B.A. (Arts)	810,000	540	900,000	1,125

Source: Academic Registrar, Makerere University.

Note: 1US\$ = USh1500; 1US\$ = TSh800.

Salaam, the primary competitor for students from Tanzania whence the bulk of these foreign students originate. Table 3 compares tuition costs at Makerere and Dar es Salaam.

Improvements in the quality of student life

Although much still remains to be done, steps have been taken to improve students' learning, living and boarding conditions on campus. Efforts have begun to upgrade equipment in the main university library and the departmental libraries. Through the book bank scheme, departments are encouraged to have their own libraries with textbooks in various areas of their specialization. All students can access these books through a loan scheme.

At departmental level, large classes have been split into smaller, more manageable groups. To mitigate the chronic shortage of teaching space, the university is using internally generated funds to erect new buildings in a number of faculties, including the Faculties of Social Sciences and of Law, the Department of Forestry and the Institute of Economics.

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Faculties are also encouraged to set aside funds for further expansion. Despite these efforts, the shortage of space remains a major problem on campus. The constituent college system under discussion may be a solution to ease the population density on the main campus.⁷

To lessen some of the problems students face, the university has put in place some corrective measures, such as reinstating the student tutor system, under which classes divide into smaller groups to allow for in-depth discussions. Student leaders are encouraged to collect students' concerns and communicate them directly to lecturers or heads of department. Student leaders are also invited to contribute to decisions that affect them directly. At the end of each semester students evaluate their teachers and courses. These evaluations are taken seriously in an effort to improve the quality of delivery and content. The evaluation of student performance has moved away from an exams-only approach. Students now undergo continuous evaluations on course work, attendance, tests and examinations. Plagiarism and examination cheating are discouraged, and culprits are severely punished (Mwiria, 1999b).

Improvements in staff development & welfare

The university has tried to bolster staff capacity to match the expansion of the student body. There are at present slightly more than 900 teaching staff at Makerere. While the number of teaching faculty falls below what the university regards as a desirable teacher–student ratio, plans are under way to hire more teaching staff.

Staff development

The university administration has used internally generated funds to ensure that the training of faculty members keeps

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Table 4: Academic faculty with doctorates, 1998–9

Faculty	Number
Faculty of Agriculture	36
Faculty of Arts	31
Business School	1
School of Education	20
Faculty of Law	8
Faculty of Medicine	13
Faculty of Science	47
Faculty of Social Sciences	18
Faculty of Technology	18
Faculty of Veterinary Medicine	14
Institute of Adult and Continuing Education	1
East African School of Library and Information Science	1
University Library	0 ^a
Institute of Statistics and Applied Economics	8
Margaret Trowel School of Industrial and Fine Arts	1
Makerere Institute of Social Research	4
Total	221

Source: Chairman, Makerere-NORAD Task Force, 1999.

Note: Since 1999, two library staff members have earned doctorates.

pace with the university's transformation. In line with the recommendations of the Mujaju Report, it is now a university requirement that all lecturers must hold a doctorate degree.⁸ Currently, only 25 per cent of the academic faculty holds a doctorate. Table 4 shows the distribution of doctorates by faculty. Funds available via the staff development committee can accommodate the retraining of a substantial number of lecturers wishing to undertake a Ph.D. In 1999, the university sponsored 82 faculty members working towards their doctorates at Makerere and abroad.

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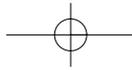
Salaries

While the academic salaries still do not meet staff demands for a living wage and remain low when compared with salaries at other government institutions, they increased substantially between 1993 and 2000. Basic salaries have increased, and top-up allowances have been added from the funds generated from fee-paying students. Before tax, a lecturer now earns about US\$440 monthly, while a professor earns about US\$722.⁹ With the top-up allowance, these figures can range between US\$1,060 and US\$1,600 per month, as compared with salaries of between US\$300 and US\$500 per month before the improvement began. In addition, staff can boost their income further by teaching evening classes. According to the World Bank, the university now offers the most competitive salaries for academic staff in the region (Kigotho, 2000: 11).

The reform process at Makerere has been gradual, phased and marked throughout by wide stakeholder participation. It has had enormous impact on the university. The result is a university with an updated mission, committed to the public good, less dependent on the state, more professionally managed, aware of market forces and investing in itself.

Notes

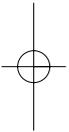
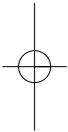
- 1 The Department was established in 1988.
- 2 Grants from the Norwegian Agency for Development Cooperation (NORAD), Carnegie Corporation of New York, the Rockefeller Foundation, and the University Council went to all 29 of the academic and administrative units preparing plans.
- 3 A NORAD consultant provided technical back-up in the development of unit plans.
- 4 Makerere C-7 members were also involved in the elaboration and revision of the Makerere Strategic Plan.
- 5 Responses to a questionnaire administered to a cross-section of students show that 70 per cent of students viewed the semester system as



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time-efficient.

- 6 Interview with Vice-Chancellor John Ssebuwufu, March 2000.
- 7 Under the constituent college system being discussed, it has been proposed to convert the Faculty of Medicine into the Makerere University College of Health Sciences. Other new colleges may follow.
- 8 In 1999, the university mandated that lecturers without a doctorate had to obtain one by 2002 or risk being fired (Makerere University, 1999b).
- 9 Bursar's Office, Salary Section.



5 Challenges & Unfinished Business

Emerging concerns about the innovations at Makerere University are their sustainability and, consequently, the university's capacity to contribute to national development. Frequently levelled criticisms include overcommercialization, linking the rapid and unplanned expansion of the university with a decline in standards, quality and equity, as well as a reduction in staff time available for research and publication.

Despite the impressive advances in institutional reform at Makerere, there are a number of areas that need substantially more progress to make the reform sustainable and meaningful. In addition, Makerere needs to confront the challenges from new, private universities and to adapt to the Universities Bill recently passed.

Among the areas that fall into the category of unfinished business are:

- building an adequate financial base;
- strengthening management capacity;
- completing the reform in governance;
- ensuring quality of academic programmes;
- strengthening research;
- extending ICT infrastructure and use;
- improving student welfare;
- ensuring equity in admissions and staffing;
- improving staff welfare.

The challenges in these areas are described below.

Building an adequate financial base

In spite of the numerous and innovative methods that have been introduced to generate additional income, the university's economic situation is still below requirements to sustain the gains made so far and to cope with increasing enrolment. In 1999–2000 Makerere had funds available of US\$38 billion (US\$25.3 million), of which US\$23 billion

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(US\$15.3 million) came from government sources and US\$15 billion (US\$10 million) from non-government sources, including donors and revenue generation. The average expenditure per student per year was US\$1.8 million (US\$1,200).

The amount of US\$1,200 falls below estimates of adequate expenditure per student to meet acceptable academic standards. According to a preliminary analysis of such costs:

The economic cost of achieving and maintaining an adequate academic standard is from US\$1,250 per student-year (achieving an adequate standard for the present student enrolment) to US\$1,370 per student-year (for an increase in student enrolment to 35,000 in five years). These figures are far above the US\$1,000 that is the average student fee level today. (Makerere University, 2000c: 9)

The current level of funding does not allow for adequate investment in infrastructure, basic equipment, ICT development or the additional staff needed to teach increasing numbers of students. The shortfall will have to be met by a combination of increased allocations from the government, donor funding and/or increased student fees, if the university's academic standards are to be upheld.

In the meantime, the Makerere administration has tabled a proposal to the Ministry of Finance and Economic Development for a tax break similar to that given to private investors and, more recently, to the Islamic University in Mbale. In addition to revenue now being generated, a tax break would help to rationalize the university's financing and enhance its capacity to initiate and plan future programmes strategically.

Strengthening management capacity

Planning capacity is still weak, and effective monitoring and evaluation systems are lacking.

Completing reforms in governance

The sustainability of the changes at Makerere will largely depend on the administration's relationship with its constituent

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bodies. While Makerere University has moved towards administrative decentralization, the process is incomplete, with financial decentralization lagging behind the devolution of authority. The governance system of the university has to be further decentralized to give individual departments and faculties the ability to make decisions with financial implications and determine outcomes.

Ensuring the quality of academic programmes

Despite the impressive rejuvenation of Makerere, there is growing concern from a cross-section of the university's stakeholders – including teaching staff, students, government officials and donor agencies – that increased enrolment may have jeopardized the quality of learning.

MUASA's report, *The Future of Makerere University*, points to the unprecedented expansion of the university as a major cause for concern. It notes that the phenomenal increase in student population at Makerere, from 867 in 1960–61 to 16,000 in 1997–8 and 22,000 in 2000–01 (an increase of 2,400 per cent over 40 years), has not been matched by corresponding increases in facilities, notably lecture halls, seminar rooms, and laboratories and equipment for science-based subjects. The report maintains that more than half the registered students in some courses do not attend lectures because of a lack of seats and poor audibility in the lecture halls. Such insufficient facilities and high student–lecturer ratios compromise academic quality (MUASA, 1999).

Similar concerns have become the subject of recent media attention. Newspaper reports have focused on the abolition of tutorials, a reduction in course work and the introduction of multiple-choice examinations in most departments (apart from Political Science), as indicative of a decline in standards at the 'Harvard of Africa'.¹

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Table 5 illustrates the lecturer–student ratio across faculties at Makerere University. The number of lecturers did not increase significantly over the period 1993–9 as against a more than tripling in the number of students.

Table 5: Lecturer–student ratio by faculty, 1999

Faculty	Number of lecturers	Students	Students per lecturer
Agriculture	87	539	6
Arts	107	4,233	40
MUBS	63	2,940	47
Forestry	22	157	7
Law	32	971	30
Medicine	243	665	3
Science	129	867	7
Social Sciences	95	2,991	31
Technology	88	727	8
Veterinary Medicine	82	211	3
School of Education	68	3,769	56
School of Fine Art	27	221	8
Librarianship	6	225	38
Continuing Education	22	183	8
Institute of Statistics	37	487	13

Source: *The New Vision*, 18 September 2000.

Although the overall university lecturer–student ratio is well within acceptable international standards at 1:19, the reality is quite different when differences in staffing levels among the various faculties are taken into consideration. The average number of students per class in Business Administration is approximately 500, while Arts and Social Sciences may have

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800 students in introductory classes. Students perceive a qualitative decline in teaching standards, which they attribute to more than deficiencies in infrastructure. Many view the decline in standards as linked to the broader issues of student welfare, including living and studying conditions that have worsened as a result of the huge numbers.²

Large student numbers, particularly in the humanities and management, also put admissions under strain. Despite the enormous increase in student numbers, there has been little increase in physical infrastructure. Building space has not grown significantly, and the university regards the physical plant as insufficient given the unprecedented increase in student numbers. According to the Strategic Plan for 2000/01–2004/05, a one-third increase is needed in laboratory-based units and 150 per cent for other academic units. If the problem is not addressed, the large number of students and the resulting decline in standards pose a real danger to the quantitative achievements and innovations in admissions and programming made by Makerere since the early 1990s.

Pockets of underdevelopment: uneven revenue generation across faculties

Another aspect of the perceived decline in academic quality is the concern about critical faculties and departments that have been labelled as underachieving in generating income. Under the reforms of the 1990s, faculties that generate extra income obtain benefits in terms of facilities and financial initiatives for lecturers. The generation of income has not been uniform across the board. For example, in 1998/9 the Faculty of Medicine and Surgery generated less than one-tenth of the income produced by the Faculty of Arts (US\$154,667 compared with \$1,632,000). Laboratory-based and facility-intensive faculties such as Science and Medicine do not generate as much income as the humanities because there are

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absolute limits on the number of students that they can accommodate. They do not have the facilities to expand student enrolment or mount evening courses in order to increase income generation. At the same time, the higher tuition fees charged for science as compared with art courses prevent some students from enrolling in this area. Without externally generated revenue, however, faculties critical to development do not have sufficient income to upgrade their facilities to keep pace with national needs. The university already has a precedent of providing funds to cover basic costs and upgrade facilities to departments that do not generate income themselves. It allocates 5 per cent of each fee-paying student's tuition fee to the library. A similar arrangement could be made for vital but low income-generating faculties.

Lastly, concerns about weaknesses in academic programmes point to duplication in the courses and programmes offered at Makerere as well as a lack of relevance of some courses.

Strengthening research

Research enhances the teaching capacity of academic staff and the learning experience of students. If Makerere University is to continue to be a public research and teaching university, its research and research capacity need strengthening. By linking teaching to research, academic programmes and faculties will be bolstered to meet the country's development challenges in the twenty-first century. In addition, if Makerere University is to live up to its vision of becoming a centre of excellence in teaching and research, then research infrastructure and management need to be set centre stage in its short- and medium-term strategic plans as well as in funding considerations.

The university has a pronounced shortage of researchers needed to undertake research in critical fields and to revitalize



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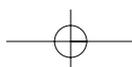
important research institutes such as MISR and the Institute of Biomedical Research, centres such as the Centre for Biotechnology, Centre for Theoretical Physics, Centre for Biomedical Engineering and the Centre for Environmental Studies, and field-based research institutes such as Makerere University Agricultural Research Institute at Kabanyoro, Kibale and others. Some current researchers may also need retraining.

Research remains seriously underfunded at the university. Although the university has set an annual target of US\$670,000 for the funding of research, the government has generally granted and released only one-tenth of that sum. Additional funds are needed to attract good research students and scholars. In 2000–01 the University Council decided to charge both undergraduates and post-graduates US\$7 and \$US13 a year per student, respectively, in order to underwrite research. At the time of writing, however, that decision had not yet been implemented. There is no central source of information at the university on what research is being done or what private funds for research have been received. The university also lacks a central facility for the administration of research and to provide support for researchers.

Extending ICT infrastructure & use

One of the biggest challenges remaining at Makerere University is in the area of ICT. For the university to realize its vision, this area requires systematic and urgent action. Although the university went far in the 1990s with its adoption of ICT as a priority area, integrating it into planning for reform and acquiring an equipment base, many areas remain as unfinished business.

The university still needs an institution-wide network with full connectivity to the internet. While some faculties have their own LANs, they vary widely in coverage. Others have



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none. Those that exist are not yet connected to each other. Both students and teaching staff will benefit greatly from having access to internal and external e-mail and the internet at all workplaces, providing easy and fast access to local and international sources of information. Computerized administration and management systems are needed, particularly in academic records. The lack of a comprehensive and reliable student database is a major constraint to institutional planning. The university still processes student data manually, making the production of reports, transcripts and degree certificates slow and prone to error. Another crucial area for attention is the development of a financial information system. The manual financial systems currently in use lead to poor financial management, processing delays and voluminous paper records. They are also easily open to abuse and fraud.

The library badly needs a library information system. Manual processes of acquisition, cataloguing and borrowing are slow and inefficient. Research done at Makerere needs to be documented and made more accessible. Applying ICT to teaching and research would help the university overcome some of its problems associated with high enrolments and would bring it in line with educational approaches commonly used in other parts of the world. This would involve the introduction of interactive learning methods using online resources and simulation tools. Such methods would help to individualize instruction in the areas where huge class size prevents students from having direct contact with instructors. (See Appendix 2 for detailed elaboration of the benefits that could be realized from the installation of these systems.) In addition, there are still not enough computers to serve the needs of students, faculty and staff even in the comparatively well-endowed departments.

Since the onset of institutional reform, a number of donors have shown willingness to assist Makerere in building its ICT infrastructure. These are in addition to those donors who have

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assisted individual faculties and institutes in the area of information technology, whether by grants for that purpose or as components of other grants. After failing to materialize for nearly a decade, African Development Bank funding will assist in networking the main campus. The ADB grant would be limited to one network point for each faculty and unit, which would then be responsible for creating their own LANs to connect to the backbone. The Leland Initiative of the United States Agency for International Development is funding a complementary project to instal a wireless backbone at the university, starting with the installation of a satellite to connect the Institute of Computer Science to the internet. Once completed, every point on campus will have direct internet access. As part of its Institutional Development Programme, the Norwegian Agency for Development is providing about US\$11 million for ICT-related activities over a five-year period. NORAD's support is expected to assist general ICT planning, an ICT support centre, the development of administrative and management information systems and strengthening the university's instructional capacity in ICT. Discussions were also under way with SIDA/SAREC to fund ICT system development. The university is also expected to contribute a substantial amount from its investment programme for ICT infrastructure.

Improving student welfare

Given the importance of students to the existence of the university, it is remarkable how little attention has been paid to their welfare compared with that devoted to their capacity to pay and provide the university with income. In addition to the insufficiency of learning facilities (in particular, of classrooms, laboratories and libraries), student living conditions are particularly notorious.

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There are currently 12 residence halls on campus with 5,878 rooms. Most students, however, sleep three or four to a room designed for one or two. Even with these cramped living quarters, the halls are not sufficient to absorb all students. Many have to make private arrangements, including renting rooms off campus, living in neighbouring or in-town hostels, or living at home. Seventy-two per cent of the respondents to the student questionnaire regarded their living conditions on campus as urgently in need of improvement.

The poor living conditions are particularly pronounced among female students. There are only two residence halls for women and one mixed residence hall, with a combined capacity of 1,727 students. The space available is insufficient to house all women students on campus. Living off campus and attending evening classes or staying late at the library present security problems for female students. Incidents of assaults and rape on campus have increased in recent years, raising serious concern over the safety of female students.

Making private living arrangements raises the cost to Ugandan parents of an already expensive university education. On average, a student spends approximately USh840,000 (US\$560) per semester (minus accommodation) for food and upkeep. With accommodation averaging USh350,000–450,000 (US\$230–300), a student can expect to pay upward of USh1,200,000 (US\$800) per semester on accommodation and living expenses alone. Compared with the average monthly income of a civil servant of approximately USh250,000 (US\$167), these costs make university education unaffordable to all but a very few parents.

The media have featured sensational stories on the immoral activities of a few female students to defray these costs as a reflection of moral decay among Makerere students. The issue, however, is not whether or not students (male and female) engage in immoral activities to support themselves, but the high cost of university education relative to national income

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standards, and the poor conditions under which they live and learn.

Ensuring equity in admissions & staffing

An often-cited danger from the introduction of fees at Makerere is an increase in the gap between the 'haves' and 'have-nots' in access to higher education. Larger numbers have been admitted, but access has not broadened. The view that access to Makerere is the preserve of the elite still prevails despite the reforms. The fact that secondary education remains largely dominated by private schools means that the majority of those admitted to Makerere are the children of parents able to pay for university education. Mayanja's research shows that the majority of students not only come from higher-income regions and families, but they also profit from public support, such as performance-based subsidies, as well as privately sponsored places and programmes. According to Mayanja, the interaction of the social and school system acts to reinforce inequalities at all stages, starting from family background through primary and secondary school to university under the present performance-based system of admission (Mayanja, 1998).

Students and the wider public perceive the social inequity at the university. Responding to the questionnaire, 65 per cent of the students said that the introduction of fees at Makerere had had an adverse impact on equity, in particular along social lines. A sample of newspaper headlines in the local press provides some indication of the growing concern over the issue of equity: 'Makerere Suspends Needy Students' (*The New Vision*, 30/10/93); 'Makerere Goes Commercial' (*The Monitor*, 12/07/94); 'Damned if you are smart but poor: forget Makerere' (*The Monitor*, 12-14/08/96); 'Makerere University Unfair to Peasants' (*The Monitor*, 27/08/97); 'MUK-Mpigi Students Appeal for Bursaries' (*The Monitor*, 17/08/99).

In addition to the social equity gap, the gender gap persists

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among both students and academic staff. Despite improvements in female admissions from 2,755 in 1996–7 to 6,265 in 1998–9, the number of women students has reached a plateau at about 40 per cent. With respect to the academic staff, the number of female staff lags behind that of their male counterparts, particularly in the higher ranks. Fewer than 20 per cent of faculty members are women, as shown in Table 6, with insignificant increases over the three years shown. However, the existence of substantial numbers of unfilled faculty positions provides the leeway to use affirmative action to increase the number of women on the teaching staff in the coming years. Women tend to be concentrated in the lower ranks as assistant lecturers and lecturers, with very few at the level of associate professor and professor. While the figures may reflect the fact that most women were recruited recently and that multiple roles and responsibilities constrain their ability to undertake research and publish, the percentage of women in the upper ranks is nevertheless very low. Women comprise only 6 per cent of associate professors and 5 per cent of professors.

Despite the national and international emphasis on the importance of female education and the significance of female

Table 6: Makerere University faculty by gender, 1996–9

Year	Established posts	Filled positions		Total	% filled
		Male	Female		
1996/7	1,164	702 (81.4%)	160 (18.6%)	862	74.1
1997/8	1,177	709 (80.8%)	168 (19.1%)	877	74.5
1998/9	1,208	736 (80.8%)	175 (19.2%)	911	75.4

Source: Registrar's Office, Makerere University.

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role models in positions of responsibility, there are few female faculty members in decision-making positions and bodies within the university. Currently, there is only one dean, three directors of institutes and 15 heads of departments out of 88 such positions. There are only four women on the University Council of 22 members.

Table 7: Makerere University faculty positions, 1996-9

Years	Professors		Associate Professors		Senior Lecturers		Lecturers		Assistant Lecturers		Total by sex		
	M	F	M	F	M	F	M	F	M	F	M	F	
1996/7	39	2	47	2	159	21	334	108	123	27	702	160	862
1997/8	41	2	52	3	148	48	342	112	126	28	707	168	877
1998/9	45	2	51	3	153	49	337	104	150	3	736	175	911

Source: Registrar's Office, Makerere University.

By comparison with their numbers in the general population, people with disabilities are underrepresented at the university, although the academic registrar states that 'all' qualified disabled students are admitted. There are currently 110 government-supported disabled students at the university and an estimated additional 100 who are self-supporting, according to the dean of students. As there are no wheelchair ramps to the main halls of residence, lecture halls or libraries, access to these facilities is very difficult for students and staff with certain disabilities. The necessary infrastructure needs to be put in place so that students with disabilities can function at the university.

The creation of a vibrant institution capable of taking a lead in political, economic and social reforms means that it must reflect the interests of all categories of society – including

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women, men, the disabled and those from all regions of the country.

Improving staff welfare

Despite the tremendous changes at Makerere University over the past decade, the terms of service for university staff have not changed correspondingly. Several recent cases involving widows of staff have brought to light inadequacies in the university's insurance system, employment security and retirement benefits. In addition to investment by the university in the training and retraining of its staff, there is a need to review the faculty's terms of employment.

Challenges: emergence of private universities

Prior to 1970, Makerere's position within higher education in Uganda was unquestioned. Today it faces a serious, albeit nascent, challenge from private universities in Uganda. According to evaluations, the Islamic University and Uganda Martyrs' University at Nkozi do better than Makerere in the quality of the education they provide (Innovations at Makerere Committee, 2000). The Islamic University offers practical courses with internships and on-the-job training, while the Martyrs' University has excellent ICT facilities that complement its specialized programmes in ethics and integrity. Furthermore, while these universities have small enrolments compared with those of Makerere, they have demonstrated a capacity to attract high percentages of women students. The tuition levels at the new universities are more or less comparable with those at Makerere.

The Universities & Other Tertiary Institutions Bill

The Tertiary Education Bill passed by parliament in 2000 is expected to streamline the establishment, administration and

Challenges & Unfinished Business

standards of universities and other institutions of higher education in Uganda. The bill became law on 6 April 2001 and was expected to be in full effect by April 2002, when it would repeal the University Act of 1970 and provide Makerere University and other tertiary institutions with greater autonomy over the choice of Chancellor and Vice-Chancellor. As the legal framework within which Makerere University operates, it was expected to consolidate the university's autonomy over appointments by minimizing government representation on the University Council and the Appointments Board, with the government no longer involved in the appointment of deans, heads of departments or professors.

Notes

- 1 *The New Vision*, 18 September 2000. In tutorials students met in groups of 20–25 instead of classes as large as 1,000 in first-year courses. The reduction in course work meant lecturers decreasing the number of written assignments that had to be corrected as student numbers rose.
- 2 Results of questionnaire administered to Makerere students.

6 Recommendations

Following its analysis of areas of unfinished business in the institutional reform of Makerere, this study offers recommendations to chart the way forward. It is hoped that these may provide a practical road map and identify areas for further research and strategic intervention by Makerere University, the government, the private sector and funding partners.

Building an adequate financial base

In order to build an adequate financial base to meet academic standards, the university should:

- identify alternate sources of funding, particularly for underfunded but critical areas;
- organize an annual donor's conference;
- build and maintain a donor database; and
- improve coordination among its donors.

Strengthening management capacity

The university's financial and management capacities need to be overhauled, streamlined and strengthened. In addition to the decentralization of financial and management systems, efforts are needed to strengthen the planning capacity of the university management and to establish effective monitoring and evaluation systems, both for the transparency and accountability of the administration, as well as to provide systemic checks and balances for quality.

In order to do this the university should be assisted to:

- computerize its budgetary and accounting system, personnel, salaries, procurement, student services, course scheduling and academic planning;
- computerize its present manual records of students and staff for greater efficiency in the management of information, record keeping, communication and accessibility; and
- strengthen the Planning and Development Department.

Recommendations

Completing the reform in governance

The university should be assisted to:

- complete the decentralization of financial and political power to departments and faculties to achieve greater transparency and accountability.

Ensuring the quality of academic programmes

In order to deal with problems of high student numbers, unequal funding across departments and faculties, duplication of courses and programmes and the need to update academic programmes, the following measures are recommended, with the assistance of government and funding partners:

- promoting interdisciplinary teaching to enable individual departments to apportion teaching responsibilities among a greater number of teaching staff and to ensure smaller classes;
- reinstating tutorials;
- making equalization grants to departments and faculties that have not benefited from income generation, particularly to those that are science-based; and
- rationalizing teaching programmes to avoid duplication and increase the relevance of courses.

Strengthening research

This area is treated at length because of its importance to the university and because it is believed not to have received its due regard in institutional reform to date. Research at the university would benefit from external intervention in the areas of financing, research management and infrastructure

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development and staffing. External assistance is needed in all these areas.

The problem of boosting, reinforcing and sustaining the research agenda and research capacity at Makerere University needs to be approached on a number of fronts.

As possible alternative funding for research, the university's Director of Research has suggested that:

- Negotiations could be established to enable the university to invest some of the taxable proceeds it receives into 'Human Resource Development and National Priority-based Research Agenda ... on behalf of the Government' (Opuda-Asibo, 2000).

In addition,

- the decision of the University Council to levy an annual research costs charge on all students should be implemented;
- the university should actively raise funds for research;
- negotiations for bilateral cooperation should focus on research or research components in grants.

This could be achieved by:

- establishing a university research office to provide physical space, including a well-equipped library with computers, for the administration of research and a base for researchers, scholars and postgraduate students. The office would also spearhead the development of research policy at the university and convene national and intra-university conferences, seminars and workshops on research management and research results. The mandate and infrastructure of the Makerere Institute of Social Research could be enlarged to fulfil this role or part of it;

Recommendations

- registering all research at the university with the National Council of Science and Technology;
- reporting, documenting and supervising all university research at a central point, such as a university research office, with delegated result-oriented decentralization to the various faculties;
- strengthening research committees at various levels of the university.

Research staffing

- More researchers need to be recruited to strengthen and, in some cases, revitalize university research institutes and centres.
- Retraining opportunities should be found for present research staff.
- Retired professors could be recruited as consultants or adjunct staff in order to take advantage of their capacity to mobilize research funding as well as to transmit their expertise to younger researchers.
- A university-wide assessment of research capacity needs and demands should be carried out.
- Postgraduate training in research should be strengthened through research seminars, workshops, laboratories, libraries and funding for fieldwork research.
- Mechanisms to disseminate research findings should be accessible to university researchers. This will involve improving and expanding the capacity of the university press.

Extending ICT infrastructure & use

A major recommendation of this study is rapid implementation of the newly formulated ICT policy and master plan. Setting up LANs for all faculties and units on the campus is critical. In addition, faculties need to think through their computer

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needs and how to maximize ICT utilization, using the new Strategic Plan. The university might benefit from the experiences of the University of Dar es Salaam, Delft University (Netherlands) and the University of Uppsala (Sweden), all of which have considerable expertise in this area.

Inclusion of ICT in teaching & learning

As Makerere builds its ICT infrastructure, users will need training not just in using the technology but also in information retrieval skills. A CD-ROM or internet search can pull up thousands of useless citations if the searcher has not phrased his/her search question properly. Learning how to evaluate internet search results is another important skill. The library needs to begin thinking about subscriptions to materials that are available online. Faculties need to incorporate new information technologies into their teaching techniques: syllabi can be posted, as well as lecture notes and assignments. Students can send in papers and homework and pose questions by e-mail. Teaching staff need to consider using ICT to improve the way courses are taught. Planning and exploration should begin now while the infrastructure is being put in place. Adequate resource allocation to ICT must be an ongoing strategy because of the rapidity of technological change.

Improving student welfare

To address the challenges emanating from poor student welfare conditions, it is recommended that the university:

- establish a student welfare office, backstopped with an appropriate information system, to monitor the welfare of students and communicate on these issues with university authorities;

Recommendations

- establish an ombudsperson office to deal with student welfare complaints, including harassment by fellow students and/or teachers;
- examine the feasibility of initiating a student loan scheme;
- initiate equalization grants for needy students; and
- give preferential access to university accommodation to disadvantaged groups (female, out of region and disabled students).

Ensuring equity in admissions and staffing

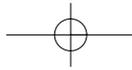
To address discrepancies in representation, particularly those related to gender, regional imbalances and disabilities in university admissions and staff recruitment, the university should consider:

- investigating ways of making the university infrastructure more accessible to the disabled;
- instituting affirmative action in the admission of female students and disabled students and those from under-represented regions;
- investigating the viability of a scholarship programme for female students, students with disabilities (particularly in professional and science-based courses) and students from underrepresented regions;¹ and
- reviewing recruitment and terms of service with a view to making them more sensitive to gender and disabilities.

Improving staff welfare

To improve the terms of service for university staff, it is recommended that the university:

- should review the existing terms of employment, with the assistance of local and/or international consultants;

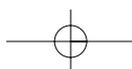
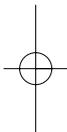
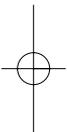


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- should institute a more comprehensive system of health insurance, pensions, social security funds, housing allowances and other benefits; and
- should consider new approaches, such as cost-sharing arrangements, for educating the children of its staff.

Note

- 1 The recent grant from Carnegie Corporation of New York to encourage women students in science will go a long way to address this problem.



7 Conclusion

A bumpy past & the road to recovery

From its establishment as a colonial university, through the first years of independence and then the enormous economic hardships, political instability and mismanagement that began in 1970, Makerere University has shown tremendous resilience. It is now embarked on an impressive road to recovery.

Strengths, Weaknesses, Opportunities & Threats (SWOT)

In coming to a conclusion on the success to date of institutional reform at the university, and the chances of its sustainability, a recently conducted Strength, Weaknesses, Opportunities & Threats (SWOT) analysis provides the elements of a balance sheet.¹

Strengths

- Government support, as the university continues to draw a large percentage of its funding from the government.
- Makerere's good reputation built up over decades continues to attract good students, academics and administrative staff.
- Committed and high-quality staff.
- Wide variety of high-quality academic/professional programmes.
- Location in the capital city facilitates networking with other institutions and organizations in and outside Uganda and gives the public easy access to evening programmes.

Weaknesses

- Outdated, centralized organizational structure, bureaucratic processes and some overstuffed administrative units (see Appendices 5 and 9).
- Persistent and entrenched elements of conservatism.

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- Student expansion has not been matched by administrative and coordinating mechanisms.
- Uncompetitive terms of service (though improved recently) result in inadequate motivation and poor retention of staff.
- Inadequate and poorly maintained infrastructure leads to overcrowding and an unsatisfactory academic and living environment.
- Inadequate access to and use of ICT, especially for administration and management, teaching and learning.
- Uneven generation of income, leading to some units becoming stronger than others.
- Inadequate finances, despite internally generated funds.
- Uncoordinated compartmentalization of resources, leading to duplication and waste.
- Lack of an institutionalized mechanism to monitor graduates' performance in the job market.

Opportunities

- Rising demand for university education because of population growth and the national Universal Primary Education (UPE) policy.
- The Progressive policy environment and increasing liberalization of the economy open up opportunities for innovation in the university's management, financing and academic and service programmes.
- The growing economy offers expanded or new markets for university services.
- Goodwill from development partners and the international community towards Uganda, and Makerere University in particular.
- Global technological advances and new information technology.
- The government's vision of transforming Uganda into a training hub for the region.

Conclusion

Threats

- Lack of autonomy under 1970 University Act.²
- New universities in Uganda and the region increase competition for Makerere, with potential loss of market share.
- Low incomes, especially in the rural areas, constrain the university from levying fees based on actual costs.
- The pandemic HIV/AIDS may severely reduce both staff and students.
- Some aspects of globalization are a threat to Makerere. With a global labour market, it is more difficult to attract and retain well-trained staff.

Final word

While the official attitude to the reforms at Makerere University is cautiously optimistic, the reality is that the reforms have gained an almost independent momentum. The issue no longer is whether the changes embarked upon should continue, but how they can be harnessed, sustained, improved upon and consolidated.

The consensus of external observers is that the sustainability of the reforms at Makerere will depend on a clear assessment of needs and marketing strategy. An assessment that corresponds to national development needs and the demonstrated relevance of particular areas of study will guide strategic interventions by donors and other funding partners.

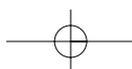
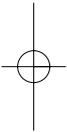
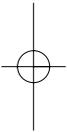
In the final analysis, the sustainability of the remarkable changes at Makerere will be determined by the degree of responsiveness on the part of its administration to the voices and interests of the university's stakeholders and its response to both internal and external challenges.

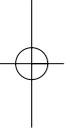
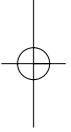


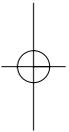
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Notes

- 1 The SWOT analysis was carried out using participatory planning methods at the Retreat to Formulate the Makerere University Strategic Framework, Mukono, 13–17 February 2000, which involved all university stakeholders in developing a framework for the 2000/01–2004/05 Strategic Plan.
- 2 The new Act was expected to be in force by April 2002.







Appendix 1

Excerpts from the Makerere University Strategic Plan 2000/01–2004/05

In its new Strategic Plan 2000/01–2004/05 and in a number of other important documents the university earmarked the following main strategic aspects as vital for the continuation of the transformation.¹

ICT priorities

Five ICT priority areas for development have been identified, as follows:

- Setting up university-wide internet and e-mail facilities for all academic and administrative units;
- implementing a computerized academic records information system;
- implementing a computerized library information system;
- implementing a computerized financial information system; and
- implementing specific ICT-based applications for education and research.

Increasing physical and teaching capacity

University training capacity involves many factors, including quality aspects such as performance of lecturers and quality of programmes. The main capacity indicators that can be quantified are physical space (m²/student) and teaching capacity (student/lecturer).

Teaching capacity seems to be too low; the indicators are oversized classes and inadequate contact between students and lecturers. According to the plans presented by the units, there is generally a requirement to fill existing established posts (about 70 per cent are now filled) and to enlarge the establishment to meet expected future demand.

Consolidating the gains of expansion: controlling numbers

The university emphasizes the importance of controlled expansion, with due regard to academic standards and the working environment, and will take the following actions:

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- Within the first year of the implementation of the Strategic Plan [the university will] carry out a comprehensive analysis of the cost implications of expanding student enrolment while maintaining a satisfactory academic standard, including necessary investments in building space and facilities, lecturers and ICT. The analysis should cover the options of financing expansion and give the necessary basis for future decisions on the expansion of the university's student enrolment.
- Restructure the budgeting system of the university to define total costs for each planning unit. This means breaking down the government allocation to each planning unit and distribution of the pool fund to the units which benefit from this fund.
- Faculties and other units planning to expand will prepare for the university's approval adequate justification of the consequences, in terms of academic and environmental standards, of the costs involved including necessary investments in capacity increase and funding.

Gender mainstreaming

Gender mainstreaming is one of the main goals of the university's 2000/01–2004/05 strategic plan. The aim is to make women's as well as men's concerns and experiences integral to the university, ensuring that inequalities are not perpetuated. This calls for the integration of gender equality concerns into teaching and learning, research, governance and administration, outreach, student and staff welfare, public space, data management and the organizational culture. In this connection, the gender mainstreaming strategy for Makerere University means that resources, opportunities and benefits from the university's functions shall be distributed equitably.

The participation of women as decision-makers in determining the priorities of the university is a key strategy in the

Excerpts from the Strategic Plan 2000/01–2004/05

mainstreaming process. It will ultimately call for changes in the systems and structures of the university to allow for the increased visibility of women in all areas. In this noble cause, Makerere will require external assistance to support its different initiatives. Carnegie Corporation and NORAD have already shown interest in this plan.

Note

- 1 In addition to the *Makerere University Strategic Plan 2000/01–2004/05*, other documents containing priorities include the strategic plans of the various faculties, schools and institutes, Makerere University NORAD Institutional Development Programme, Makerere University Carnegie Corporation Institutional Development Program, and Republic of Uganda, *Uganda Vision 2025: 'Prosperous People, Harmonious Nation, Beautiful Country': A Strategic Framework for National Development*.

Appendix 2

Strategic Benefits of ICT Priority Areas

Makerere University's second Strategic Plan identifies five priority areas for the application of information and communication technologies. The strategic benefits of these areas are detailed below.

ICT priorities

Five ICT priority areas for development have been identified, as follows:

- setting up university-wide internet and e-mail facilities;
- implementing a computerized academic records information system;
- implementing a computerized financial information system;
- implementing a computerized library information system;
- implementing specific ICT-based applications for education and research.

Transformation of the university delivery system

Setting up university-wide internet and e-mail facilities will enhance and facilitate the university's realization of its vision in the following ways:

- efficient internal and external communication;
- faster decision-making through the elimination of communication lags;
- better implementation, monitoring and control;
- increased efficiency in management, administration, planning and coordination of donor support;
- improved management information systems;
- cost and time savings in accessing information;
- cheaper communication and document circulation (reduction in paper, postage and fax costs);
- reduced human resource needs (at messenger, clerical and typist grades);
- exposure to university management best practices from

Strategic Benefits of ICT Priority Areas

other parts of the world; and

- creating awareness of the benefits of ICT among administrative decision-makers, with consequent receptiveness to ICT budgets.

It will also have the following impacts on education and research:

- access to external databases, online journals and publications;
- increased efficiency and effectiveness of collaborative research and publications;
- decreased time needed for literature searches;
- better quality of research through access to a wider database of current research and publications; and
- long-term national impact as future managers and leaders in all sectors of the national economy will be ICT enabled.

Computerized academic records information system

The following benefits are expected to follow from installation of a computerized academic records information system:

- rapid access to accurate management information for decision-making;
- rapid production of management reports;
- easier records management;
- easier information-sharing;
- presentation of records in uniform format;
- increased student satisfaction and confidence in university systems;
- rapid processing of results, certificates and transcripts;
- minimization of errors;

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- easy access by lecturers to student information for monitoring and counselling purposes; and
- internal restructuring that would increase operational efficiency and reduce manpower.

ICT-based education & research techniques

Expected benefits from having a computerized financial information system would include:

- rapid access to correct and current financial information for management and planning;
- increased transparency in the university's financial transactions;
- reduction of opportunities for corruption and fraud;
- linkage of fees information to the academic register;
- reduced space needed for records storage;
- reductions in staffing;
- a more user-friendly and less congested Bursar's department; and
- easier university-wide access to financial information for academic and administrative managers.

Library information system

Expected benefits emerging from the establishment of a library information system will include:

- efficient and rapid access to information;
- efficient and rapid processes in acquisition, cataloguing and management of library resources;
- decrease in time needed for students and teaching staff to do literature searches;
- better circulation management;
- reduced borrowing and demand for space as users rely on remote access;
- more efficient utilization of available space and reduced

Strategic Benefits of ICT Priority Areas

- demand for costly expansion;
- reduced loss of books;
- easier access to online libraries and online journals to which the central library would subscribe;
- international access to the work of Makerere researchers and better academic visibility for the university;
- better record keeping and more efficient library management; and
- enhancement of academic programmes and research.

ICT-based education & research techniques

The expected benefits from instituting ICT-based education and research techniques are expected to be:

- more efficient and effective instruction through interactive learning using online resources;
- more efficient conduct of research using methods compatible with the current approaches in other parts of the world;
- overcoming limitations on equipment by using simulation tools; and
- enhancement of student-centred instruction.

Appendix 3

Makerere University

Organizational Structure:

Management, Administration & Service Support¹

The University Council

The University Council is the supreme policy and management organ of the university. The University Act of 1970 vests it with the governance, control and administration of the university. Article 10 (sections 1–15) stipulates the powers and functions of the University Council, most of which it executes through ten committees. These are:

- Board of Commercial Units
- Planning and Development Committee
- Establishment and Administration Committee
- Finance Committee
- Students' Affairs Committee
- Students' Disciplinary Committee
- University Tender Board
- Board of Management of the University Hospital
- University Security Committee
- Estates and Works Committee

These committees process business from the input brought by the different interest groups. Their recommendations are forwarded to the Council for debate, modification and final approval. In doing so, these decisions become policy.

Senate

The Senate is the principal academic organ of the university. It has many standing committees through which specific matters are addressed and referred to the Council for approval. In some areas, such as examination results, the Senate is empowered to take final decisions. Ad hoc committees are set up according to need.

The University's Organizational Structure

Central Executive

This body is not provided for under the Act, but, for ease of decision making, the Vice-Chancellor created an advisory board consisting of all heads of department in the central administration. Their business involves appraisal of the general state of the university and an executive position on pressing issues determined for ease of policy formulation. The board acts as a sieve before business reaches Council.

Institutes, faculties & schools

The Senate determines the nature of academic departments and connected institutions offering both undergraduate and postgraduate degrees, with their admissions requirements. These structures also have decision centres such as faculty boards and departmental committees, which widen the process of consensual policy formulation. Once ideas come from individuals, they pass through departments, faculties and the Senate up to the Council.

The diffused decision-making approach adopted to spread consensus in management has meant that the generation and flow of decisions start from the bottom and move upwards. From department committees, proposals are channelled upwards for formal approval at the Council. (See Appendix 8: Decision-Making Flow Chart).

Appointments Board

The Appointments Board handles recruitment, appraisal, promotion and disciplining of staff.

Day-to-day administration

The task of the day-to-day management of the university falls on the shoulders of the Vice-Chancellor who, according to the 1970 Act, Article 7(1):

- shall be the chief academic and administrative officer of the

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university; and

- shall exercise such powers and perform such duties as may be conferred on him by the statutes.

Sub-section (4) of this article details how the functions of this office can be delegated to any other member of staff by the Minister of Education, in the event of incapacity.

It is equally provided in Article 8(1) that 'In administration of the university the Vice-Chancellor shall be assisted by:

- the Deputy Vice-Chancellor
- the Secretary who shall be responsible for the general administration of the university including the administration of the funds and other assets thereof;
- the Secretary of the Council who shall provide secretarial services to all of the committees of the Council;
- the Registrar who shall be the Chief Coordinator for all academic matters pertaining to the academic organization of the university, examinations, research, postgraduate studies and syllabus.'

Note

- 1 The source of Appendices 3–9 is: 'Quick Scan Survey. Part A: institutional data', presented to SIDA, July 2000. Available at: http://www.makerere.ac.ug/makict/documents/sida/quickscan/part_a.doc

Appendix 4

Makerere University Organizational Structure: Education & Research

Constituent colleges

Makerere University Business School

Faculties

- 1 Faculty of Agriculture
- 2 Faculty of Arts
- 3 Faculty of Forestry and Nature Conservation
- 4 Faculty of Law
- 5 Faculty of Medicine
- 6 Faculty of Science
- 7 Faculty of Social Sciences
- 8 Faculty of Technology
- 9 Faculty of Veterinary Medicine

Institutes¹

- 1 Institute of Adult and Continuing Education
- 2 Institute of Computer Science
- 3 Institute of Economics
- 4 Institute of Languages
- 5 Institute of Psychology
- 6 Institute of Public Health
- 7 Institute of Statistics and Applied Economics

Schools

- 1 East African School of Library and Information Science
- 2 Margaret Trowell School of Industrial and Fine Arts (MTSIFA)
- 3 School of Education
- 4 Makerere School of Postgraduate Studies (does not deliver courses or award degrees, but manages and coordinates research and postgraduate studies)

Research institutes

- 1 Buyana Stock Farm
- 2 Makerere University Agricultural Research Institute at

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- Kabanyolo (MUARIK)
- 3 Makerere University Biological Field Station at Kibaale (MUBFS)
- 4 Makerere University Institute of Social Research (MISR)

Institutions with academic connections to Makerere

(These institutions have some of their programmes and examination results approved by the Makerere University Senate)

- 1 Institute of Teacher Education, at Kyambogo in Kampala District
- 2 National Seminary, at Alokolum in Gulu District
- 3 National Seminary, at Ggaba in Kampala District
- 4 National Seminary, at Katigondo in Masaka District

Note

- 1 Some other institutes operate as departments under different faculties. These are not included.

Appendix 5

University Staffing

Table 8: Academic staff, by faculties

Faculty/school/Institute	Professor		Assistant professor		Senior lecturer		Lecturer		Assistant lecturer		Teaching assistant		Total	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F
Faculty of Arts	5	1	5	0	20	4	44	14	15	4	3	2	92	25
Faculty of Science	11	1	12	0	28	2	48	11	7	4	4	0	110	18
Faculty of Social Science	1	0	4	0	10	5	26	10	13	3	0	0	54	18
Faculty of Medicine	9	0	11	1	32	6	51	18	21	5	8	4	132	34
Faculty of Veterinary Medicine	6	0	3	0	11	2	29	5	12	1	3	1	64	9
Faculty of Agriculture	8	0	2	0	13	4	42	13	10	5	4	2	79	24
Faculty of Forestry and Nature Conservation	1	0	0	0	5	1	8	4	3	0	4	1	21	6
Faculty of Technology	0	0	3	0	12	0	32	3	19	7	6	1	72	11
Institute of Statistics and Economics	2	0	1	0	4	1	21	6	5	0	2	0	35	7
Institute of Economics	0	0	1	1	2	0	14	4	2	1	0	0	19	6
Makerere Institute of Social Research (MISR)	0	1	0	0	1	0	4	5	0	0	0	0	5	6
Makerere University Business School (MUBS)	0	0	1	0	1	0	13	1	14	9	0	0	29	10
Faculty of Law	1	0	3	0	6	2	15	4	1	0	0	0	26	6
School of Education	2	0	4	1	10	2	22	15	3	1	2	1	43	20
Institute of Psychology	2	0	0	0	3	1	1	2	1	2	4	1	11	6
School of Industrial and Fine Art	1	0	1	0	5	1	9	6	4	1	0	1	20	9
East African School of Librarianship	0	0	1	0	2	0	2	0	1	1	0	0	6	1
Institute of Adult and Continuing Education	0	0	0	0	4	2	8	4	1	0	1	2	14	8
Total	49	3	52	3	169	33	389	125	132	44	41	16	832	67

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Administrative department staff

Table 9: Senior non-academic staff of administrative departments by job titles & number, February 2000

Job title	Number
Vice-Chancellor	1
Deputy Vice-Chancellor	1
Principal	1
University Secretary, Academic Registrar, Bursar, Dean of Students	1
Director of Planning (Professor equivalent)	5
Deputy Secretary/Registrar (Associate Professor equivalent)	18
Senior Assistant Secretary/Registrar (Senior Lecturer equivalent)	33
Assistant Registrar/Secretary (Lecturer equivalent)	44
Administrative Assistant (Teaching Assistant equivalent)	52
Total	155

Service support sector staff

Table 10: Support staff on senior terms of service, February 2000

Job title	Number
Chief Technician and equivalent	46
Principal Technician/Senior Personal Secretary and equivalent	39
Total	85

University Staffing

Table 11: Intermediate-level support employees, September 1999

Job title	Number
Senior Technician, Personal Secretary, Senior Executive Officer and equivalent	64
Technician I, Stenographer, Secretary, Assistant Librarian, Higher Executive Officer, Domestic Bursar and equivalent	121
Technician II, Pool Stenographer, Principal Copy Typist, Executive Officer, Assistant Domestic Bursar and equivalent	178
Laboratory Assistant I, Senior Copy Typist, Chief Custodian, Senior Library Assistant, Senior Clerical Officer and equivalent	227
Laboratory Assistant II, Copy Typist, Custodian, Library Assistant, Clerical Officer and equivalent	434
Total	1,024

Table 12: Group employees, July 1999

Total	1,996
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Some of the job titles for Group Employees are: Security Guard, Driver, Machine Operator, Laboratory Attendant, Weather Recorder, Nursery Man, Cook, Sanitary Cleaner, Messenger, Waiter, Waitress, Unskilled and Gardener.

Grand total non-academic staff = 3,260

Appendix 6

Enrolment in Makerere University: Academic Programmes, 1999–2000

Duration (years)	Programmes	Number of students		
		Male	Female	Total
Undergraduate programmes				
FACULTY OF MEDICINE				
5	Bachelor of Medicine and Bachelor of Surgery	362	170	532
5	Bachelor of Dental Surgery	51	18	69
4	Bachelor of Science in Nursing	25	30	55
4	Bachelor of Pharmacy	44	20	64
FACULTY OF VETERINARY MEDICINE				
5	Bachelor of Veterinary Medicine	186	25	211
FACULTY OF AGRICULTURE				
4	Bachelor of Science in Agriculture	274	56	330
4	Bachelor of Science in Food Science and Technology	70	42	112
4	Bachelor of Science in Agricultural Engineering	60	4	64
3	Bachelor of Agricultural Ext. Education	20	13	33
FACULTY OF FORESTRY AND NATURE CONSERVATION				
4	Bachelor of Science in Forestry	130	27	157
FACULTY OF TECHNOLOGY				
4	Bachelor of Science in Civil Engineering	134	33	167
4	Bachelor of Science in Electrical Engineering	111	27	138
4	Bachelor of Science in Mechanical Engineering	101	16	117
4	Bachelor of Science in Surveying	34	9	43
5	Bachelor of Architecture	58	29	87
INSTITUTE OF STATISTICS AND APPLIED ECONOMICS				
3	Bachelor of Statistics	130	62	192
3	Bachelor of Science in Quantitative Economics	85	28	113

Academic Programmes, 1999–2000

Duration (years)	Programmes	Number of students		
		Male	Female	Total
Undergraduate programmes				
MAKERERE UNIVERSITY BUSINESS SCHOOL				
3	Bachelor of Commerce	207	111	318
FACULTY OF SOCIAL SCIENCES				
3	Bachelor of Social Work and Social Administration	70	102	172
3	Bachelor of Arts in Social Sciences	848	667	1,515
FACULTY OF LAW				
3	Bachelor of Laws	184	234	418
EAST AFRICAN SCHOOL OF LIBRARY AND INFORMATION SCIENCE				
3	Bachelor of Library and Information Science	51	104	155
FACULTY OF ARTS				
3	Bachelor of Arts with Education	339	425	764
3	Bachelor of Mass Communication	29	38	67
3	Bachelor of Arts in Environmental Management	137	137	274
3	Bachelor of Arts in Economics	39	8	47
3	Bachelor of Arts in Music	11	2	13
3	Bachelor of Arts in Drama	11	11	22
3	Bachelor of Development Studies	85	122	207
3	Bachelor of Urban Planning	100	79	179
3	Bachelor of Tourism	127	131	258
3	Bachelor of Arts	657	532	1,189
INSTITUTE OF ADULT AND CONTINUING EDUCATION				
3	Bachelor of Adult and Continuing Education	91	65	156
FACULTY OF SCIENCE				
3	Bachelor of Science in Ethnobotany	5	3	8
3	Bachelor of Science with Education	217	47	264
3	Bachelor of Science	685	182	867

Makerere University in Transition

Duration (years)	Programmes	Number of students		
		Male	Female	Total
Undergraduate programmes (afternoon)				
MARGARET TROWELL SCHOOL OF INDUSTRIAL AND FINE ARTS				
3	Bachelor of Industrial and Fine Art	123	98	221
Undergraduate Diploma programmes (day)				
2	Music, Dance and Drama	25	34	59
2	Ordinary Diploma in Transport Management	8	4	12
2	ODFB (Financial and Business Computing)	77	65	142
2	ODSI (Secretarial and Information Management)	10	26	36
2	ODCH (Catering and Hotel Management)	13	16	29
Undergraduate programmes (afternoon)				
4	Bachelor of Science in Civil Engineering	99	10	109
4	Bachelor of Science in Electrical Engineering	50	10	60
4	Bachelor of Science in Mechanical Engineering	5	1	6
Undergraduate programmes (evening)				
3	Bachelor of Business Administration	751	460	1,211
4	Bachelor of Laws	305	267	572
3	Bachelor of Arts in Art	164	170	334
3	Bachelor of Arts in Education	540	620	1,160
3	Bachelor of Arts in Environment Management	122	106	228
3	Bachelor of Arts in Social Sciences	681	623	1,304
3	Bachelor of Arts in Quantitative Economics	130	52	182
3	Bachelor of Tourism	143	229	372
3	Bachelor of Urban Planning	171	82	253
3	Bachelor of Development Studies	146	150	296
2	Bachelor of Arts in Drama	2	4	6
3	Bachelor of Catering and Hotel Management	14	34	48
3	Mass Communications	116	130	246
3	Bachelor of Secretarial Studies	8	96	104
3	Bachelor of Biomedical Laboratory Technology	77	22	99

Academic Programmes, 1999–2000

Duration (years)	Programmes	Number of students		
		Male	Female	Total
Undergraduate programmes (evenings) (cont.)				
3	Bachelor of Library and Information Science	25	45	70
3	Bachelor of Arts in Economics	5	0	5
3	Bachelor of Adult and Continuing Education	14	13	27
Undergraduate Diploma programmes (evening)				
2	Diploma in Library and Information Science	17	27	44
2	Diploma in Transport Management	2	0	2
2	Diploma in Leisure and Hospitality	1	0	1
2	Diploma in Finance and Business Computing	48	35	83
2	Diploma in Secretarial and Information Management	11	17	28
2	Diploma in Records and Archives Management	3	1	4
1	Diploma in Catering and Hotel Management	6	6	12
1	Diploma in Project Planning and Management	14	7	21
Certificate programmes				
1	Certificate in Library and Information Science	3	19	22
1	Certificate in Project Planning and Management	1	5	6
External degree programmes				
4	Bachelor of Commerce (Ext.)	1,007	360	1367
4	Bachelor of Education (Ext.)	1,553	657	2,210
Programmes at connected institutions				
3	Bachelor of Social and Philosophical Studies	167	0	167
3	Bachelor of Divinity	57	4	61
2	Bachelor of Education	471	181	652
2	Bachelor of Special Needs Education	42	30	72

Makerere University in Transition

	Number of students		
	Male	Female	Total
Summary			
First year	5,330	3,551	8,881
Second year	3,686	2,586	6,272
Third year	2,766	1,842	4,608
Fourth year	345	92	437
Fifth year	135	35	170
Totals			
Makerere University	12,999	8,321	21,320
Connected institutions	737	215	952
Overall undergraduate total	13,736	8,536	22,272

Academic Programmes, 1999–2000

Duration (years)	Programmes	Number of students		
		Male	Female	Total
Postgraduate programmes				
1	Education	127	62	189
1	Computer Science	42	9	49
1	Anaesthesia	2	0	2
1	PGD Counselling	1	0	1
1	Demography	3	6	9
1	Statistics	2	1	3
1	Wildlife Health and Management			
1	Librarianship			
1	Public Health			
1	Gynaecology			
1	Community-based Rehabilitation			
1	Environmental Information Management			
Masters programmes				
FACULTY OF ARTS				
2	MA in Land Use and Regional Development	6	0	6
2	MA Religious Studies	3	2	5
2	MA Philosophy	1	0	1
2	MA Literature	6	2	8
2	MA History	1	2	3
2	MA Geography	3	2	5
2	MA Languages	2	1	3
2	MA Human Rights	13	2	15
2	MA Ethics and Public Management	11	6	17
2	MA Music, Dance and Drama			
SCHOOL OF INDUSTRIAL AND FINE ARTS				
2	MA (Fine Arts)	2	0	2

Makerere University in Transition

Duration (years)	Programmes	Number of students		
		Male	Female	Total
Masters programmes (cont.)				
FACULTY OF SOCIAL SCIENCES				
2	MA Sociology	6	6	12
2	MA Gender Studies	3	15	18
2	MA Community-based Rehabilitation	2	1	3
2	MA Social Sector Planning and Management	14	19	33
2	MA Economic Policy Planning	53	13	66
2	MA Public Administration and Management	18	16	34
2	MA Economic Policy Management	23	6	29
2	MA International Relations	2	0	2
FACULTY OF LAW				
2	LLM	11	5	16
SCHOOL OF EDUCATION				
2	MA Education Management	45	34	79
2	M.Ed. Social and Arts Education	14	4	18
2	M.Ed. Curriculum Studies	6	4	10
2	M.Ed. – Educational Foundation	31	27	107
2	Education – Languages and Literature	2	8	10
2	M.Ed. Science and Technical Education	18	1	19
2	M.Ed.	21	8	29
MAKERERE UNIVERSITY BUSINESS SCHOOL				
2	Master of Business Administration (MBA)	104	43	147
2	M.Sc. Marketing	2	1	3
2	M.Sc. Finance and Accounting	5	0	5
FACULTY OF AGRICULTURE				
2	M.Sc. Agricultural Economics	4	4	8
2	M.Sc. Agricultural Extension Education	2	4	6
2	M.Sc. Crop Science	5	8	13
2	M.Sc. Animal Science	1	0	1

Academic Programmes, 1999–2000

Duration (years)	Programmes	Number of students		
		Male	Female	Total
Masters programmes (cont.)				
FACULTY OF AGRICULTURE (cont.)				
2	M.Sc. Soil Science	2	1	3
2	M.Sc. Agricultural Engineering	0	0	0
2	M.Sc. Food Science and Technology	4	1	5
2	Master of Agricultural Business Management	4	3	7
FACULTY OF FORESTRY AND NATURE CONSERVATION				
2	M.Sc. Forestry	3	3	6
EAST AFRICAN SCHOOL OF LIBRARY AND INFORMATION SCIENCES				
2	M.Sc. Information Science	5	4	9
FACULTY OF TECHNOLOGY				
2	M. Engineering (Civil)	12	0	12
2	M. Engineering (Mechanical)	5	0	5
2	M. Engineering (Electrical)	2	0	2
2	M.Sc. (Engineering)			
INSTITUTE OF STATISTICS AND APPLIED ECONOMICS				
2	MA Demography	7	3	10
2	MA Statistics	11	2	13
FACULTY OF MEDICINE				
2	M.Med. Surgery			
2	M.Med. Obs/Gyn			
2	M.Med. Internal Medicine	2	3	15
2	M.Med. Radiology 1 2 3			
2	M.Sc. Human Anatomy	0	0	0
2	M.Med. Community Practice	1	1	2
2	M.Med. Psychiatry	1	3	4
2	M.Med. Pediatrics	5	5	10

Makerere University in Transition

Duration (years)	Programmes	Number of students		
		Male	Female	Total
Masters programmes (cont.)				
FACULTY OF MEDICINE (cont.)				
2	M.Med. Anaesthesia	3	0	3
2	M.Med. Orthopaedics	4	0	4
2	M.Med. Ophthalmology	2	4	6
2	M.Med. Medical Illustration	0	0	0
2	M.Med. Pathology	0	0	0
2	M.Med. Pharmacology	0	0	0
2	M.Med. E.N.T.	4	0	4
2	Master Public Health	18	3	21
2	M. Med. Microbiology		1	1
INSTITUTE OF PSYCHOLOGY				
2	MA Counseling and Guidance	3	7	10
2	M.Ed. Psychology	6	3	9
2	M. Organizational Psychology	2	3	5
2	M.Sc. Clinical Psychology	1	2	3
FACULTY OF SCIENCE				
2	M.Sc. Mathematics	1	1	2
2	M.Sc. Physics	1	0	1
2	M.Sc. Chemistry	5	1	6
2	M.Sc. Zoology	5	3	8
2	M.Sc. Geology		0	0
2	M.Sc. Environmental Science	13	7	20
2	M.Sc. Botany	0	1	1
FACULTY OF VETERINARY MEDICINE				
2	M.Sc. Vet Pathology	1	0	1
2	M.Sc. Vet Medicine	0	0	0

Academic Programmes, 1999–2000

Duration (years)	Programmes	Number of students		
		Male	Female	Total
Ph.D. programmes				
3–5	Arts	1	0	1
3–5	Agriculture	5	1	6
3–5	Fine Art	1	0	1
3–5	Education	3	1	4
3–5	Medicine	1	0	1
3–5	Science	5	1	6
3–5	Veterinary Medicine	2	1	3
Total postgraduate programmes		776	438	1,214

Appendix 7

Numbers of Postgraduate Students by Faculty and Year 1995-9¹

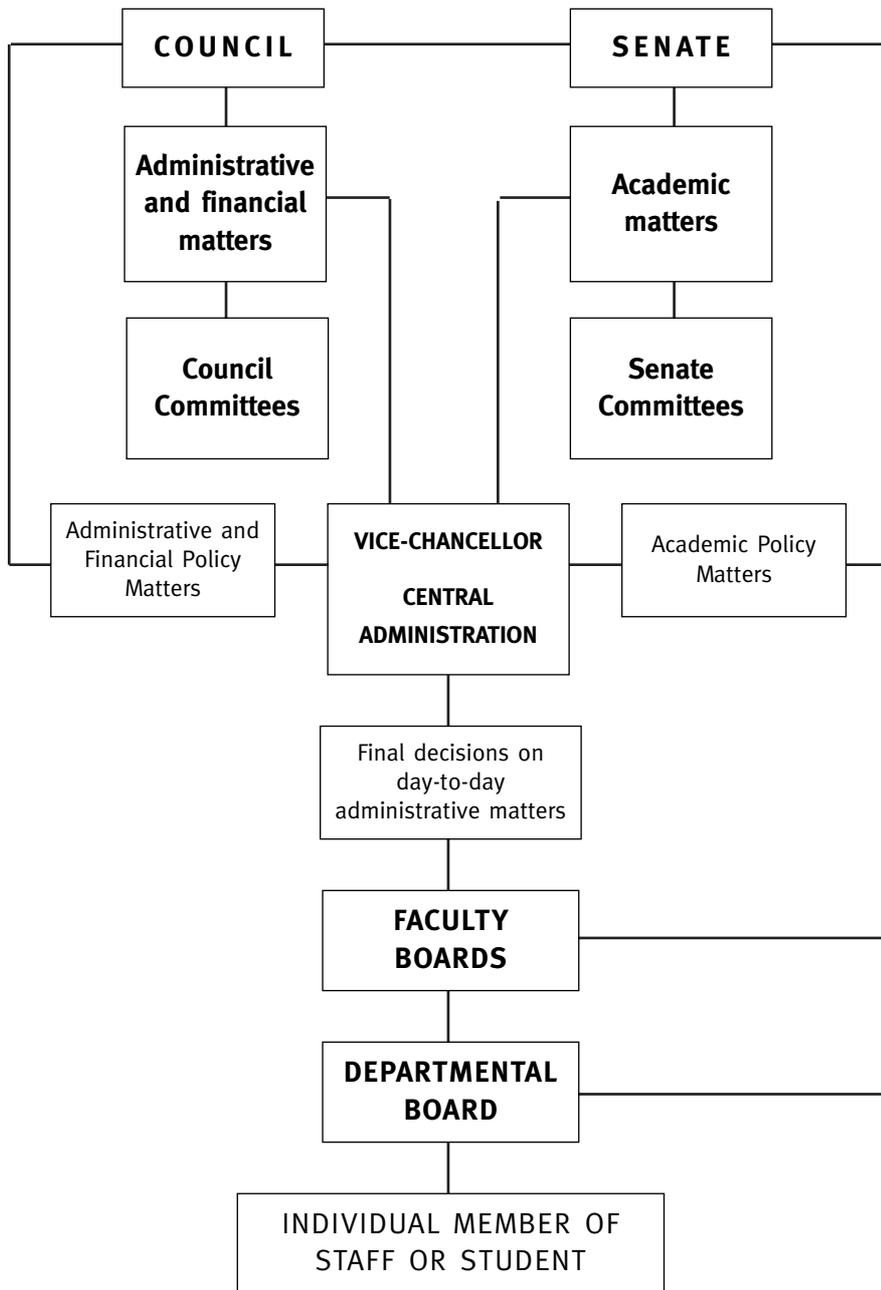
Faculty	1995-6	1996-7	1997-8	1998-9
Agriculture and Forestry	61	53	75	72
Arts	-	121	82	81
MUBS	53	47	108	182
School of Education	382	360	295	470
MTSIFA	10	24	15	6
Law	16	24	20	17
School of Medicine	42	103	75	127
Science	83	138	69	53
Social Science	72	161	253	338
Technology	-	9	15	35
Veterinary Medicine	-	4	-	13
Institute of Adult and Continuing Education	-	-	-	-
East African School of Library and Information Science	-	2	18	22
Institute of Statistics and Applied Economics	25	71	39	42
Institute of Computer Science	-	27	94	82
Total	748	1,144	1,641	1,540

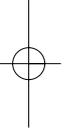
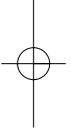
Note

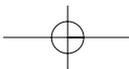
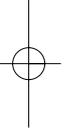
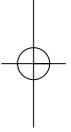
- 1 Empty cells for student numbers indicate that the programme is still recognized, but no students are enrolled.

Appendix 8

Makerere University Decision-Making Flow Chart







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