Assessment of quality assurance systems for postgraduate programmes in Tanzania and Mozambique
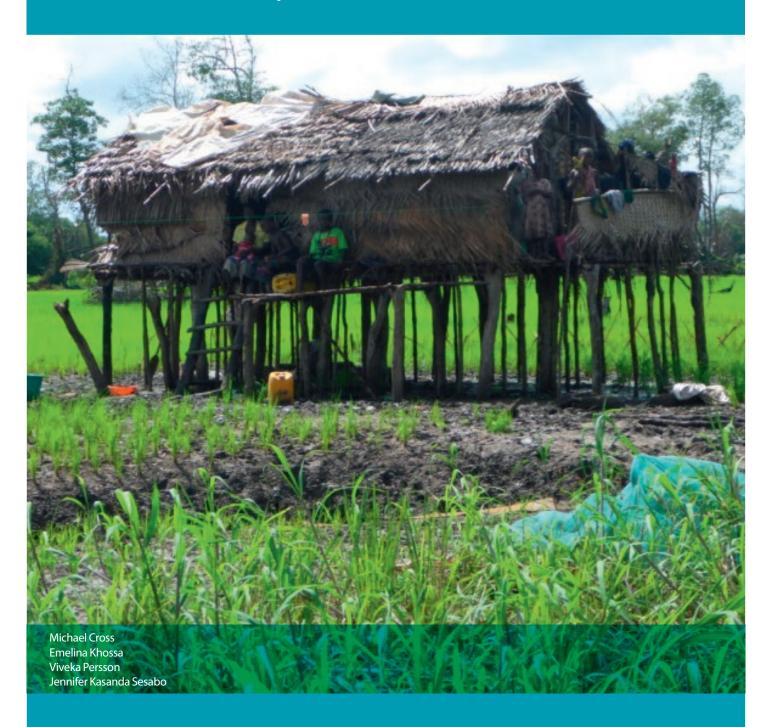
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Preface

This study was commissioned to Indevelop by the Embassies of Sweden in Tanzania and Mozambique through Sida's Framework Agreement for Skills Development and Education. The study was undertaken between March-October 2015 by a team consisting of:

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Acknowledgements

Abbreviations and Acronyms

Abbreviation/ Acronym	Explanation	Countries where used
AFRICAN	African Quality Assurance Network	Africa
AM	Academia Militar	Mozambique
ARU	Ardhi University	Tanzania
CNAQ	Conselho Nacional de Avaliação e Garantia de Qualidade do Ensino Superior	Mozambique
CENDE	Centro de Ensino a Distancia da Universidade Eduardo Mondlane	Mozambique
CHE-Kenya	Commission for Higher Education	Kenya
CHE-South Africa	Commission for Higher Education	South Africa
CHE	Council on Higher Education	South Africa
CHEPS	Centre for Higher Education Policy Studies	Netherlands
CHET	Centre for Higher Education Transformation	South Africa
CICIT	Centre for Information and Communication Technology	Tanzania
CIEDIMA	Central Impressora e Editora de Maputo	Mozambique
CNES	National Council on Higher Education (*Conselho Nacional do Ensino Superior*)	Mozambique
CoET	College of Engineering and Technology	Mozambique
COITC	College of Information and Communication Technology	Tanzania
CoNAS	College of Natural and Applied Science	Mozambique
CoSS	College of Social Science	Mozambique
COSTECH	Tanzania Commission for Science and Technology	Mozambique
COTUL	Consortium of Tanzania University and Research Libraries	Tanzania
CRM	Council of Rectors of Mozambique	Mozambique
CRMS	Commission Resolutions Management System	Tanzania
DAAD	German Academic Exchange Service (*Deutscher Akademischer Austausch Dienst*)	All

DAE	Direcção de Avaliação Externa	Mozambique
DAF	Direcção de Administração e Finanças	Mozambique
DANE	Direcção de Acreditação, Normação e Estatística	Mozambique
DMS	Document Management System	Tanzania
DICES	Direcção de Coordenação do Ensino Superior	Mozambique
DPS	Direcção de Promoção do SINAQES	Mozambique
DUCE	Dar es Salaam University Colleges of Education	Tanzania
EAC	East African Community	All
EGUM	General University Studies of Mozambique	Mozambique
EQAA	External Quality Assurance Agency	All
EUA	European University Association	All
FAAS	Foreign Awards Assessment System	Tanzania
FYDP	Five-Year Development Plan	All
GDP	Gross Domestic Product	All
GQA	Gabinete de Qualidade Académica da UEM	Mozambique
HE	Higher Education	All
HEI	Higher Education Institution	All
HEAC	Higher Education Accreditation Council	Tanzania
HRK	German Rectors' Conference	Germany
ICT	Information Communication Technology	All
IDS	Institute of Development Studies	Tanzania
MHRH	Hydraulics and Water Resources Management	Tanzania
IES	Instituições do Ensino Superior	Mozambique
IKS	Indigenous Knowledge System	All
IMF	International Monetary Fund	All
IMS	Institute of Marine Sciences	Tanzania
INQAAHE	International Network for Quality Assurance Agencies in Higher Education	55 countries
ISGECOF	Instituto Superior de Gestão, Economia e Finanças	Mozambique
ISPG	Instituto Superior Politécnico de Gaza	Mozambique
ISPM	Instituto Superior Politécnico de Manica	Mozambique

ISPT	Instituto Superior Politécnico de Tete	Mozambique
ITP	Institutional Transformation Programme	Tanzania
IUCEA	Inter-University Council for East Africa	Kenya, Tanzania, Uganda
KI	Karolinska Institutet, Stockholm	Sweden
KTH	Royal Institute of Technology, Stockholm	Sweden
M&E	Monitoring and Evaluation	All
MESCT	Ministério do Ensino Superior, Ciência e Technologia	Mozambique
MINEDH	Ministério da Educação e Desenvolvimento *Humano*	Mozambique
MKUKUTA	Swahili acronym for Tanzania's National Strategy for Growth and Poverty Reduction	Tanzania
MoCST	Ministry of Communication, Science and Technology	Tanzania
MUCE	Mkwawa University College of Education	Tanzania
MUCHS	Muhimbili University College of Health Sciences	Tanzania
MUHAS	Muhimbili University of Health and Allied Sciences	Tanzania
NCHE - Uganda	National Council for Higher Education	Uganda
NUFFIC	Netherlands University Foundation for International Cooperation	Netherlands
NFAST	National Fund for the Advancement of Science and Technology	Tanzania
NQF	National Qualifications Framework	All
PMS	Programme Management System	Tanzania
PEES	Plano Estratégico do Ensino Superior	Mozambique
OPRAS	Open Performance Review and Appraisal System	Tanzania
OSSREA	Organisation for Social Science Research in Eastern and Southern Africa	East and Southern Africa
OUT	Open University of Tanzania	Tanzania
QA	Quality Assurance	All
QUANQES	National Framework of Qualifications in Higher Education	Mozambique
R&D	Research and Development	All
SADC	Southern Africa Development Community	Southern Africa
SAP	Structural Adjustment Programme	Developing countries

SAREC /Sida	Swedish Agency for Research Cooperation	All
ASDI	Swedish International Development Cooperation	Mozambique
SINAQES	Sistema de Acreditação e Garantia de Qualidade do Ensino Superior	Mozambique
SNATCA	System of Accumulation and Transfer of Credits	Mozambique
SISQUAL	Sistema de Garantia de Qualidade Académica da Universidade Eduardo Mondlane	Mozambique
SJMC	School of Journalism and Mass Communication	Tanzania
SUA	Sokoine University of Agriculture	Tanzania
STI	Science, Technology and Innovation	All
SU	Stockholm University	Sweden
SUZA	State University of Zanzibar	Tanzania
TCU	Tanzania Commission for Universities	Tanzania
ToR	Terms of Reference	All
UCLAS	University College of Land and Architectural Studies	Tanzania
UDBS	University of Dar es Salaam Business School	Tanzania
UDSM	University of Dar es Salaam	Tanzania
UEM	Universidade Eduardo Mondlane	Mozambique
ULM	University of Lourenço Marques	Mozambique
UNDP	United Nations Development Programme	All
UNESCO	The United Nations Educational, Scientific and Cultural Organization	All
UNILURIO	Universidade do Lúrio	Mozambique
UNIZAMBEZE	Universidade do Zambeze	Mozambique
UQF	University Qualifications Framework	Tanzania
URAP	University Ranking in Academic Performance	Africa
URT	United Republic of Tanzania	Tanzania
UTAFITI	Tanzania's National Research Council (before COSTECH)	Tanzania
WTO	World Trade Organization	All

Executive Summary

Science, technology and innovation are considered key drivers for a country's economic growth and universities play a central role in promoting these fields. In many low-income countries, universities have not been able to shoulder this responsibility without external support. Support from Sweden has been instrumental in this regard. In the case of Mozambique and Tanzania, Swedish support entails strengthening both individual and institutional research capacity through doctoral training, both in those countries and overseas, as well as developing research infrastructure, research management and university reform strategies. Having focused for several years on 'sandwich' doctoral training with graduation only at Swedish universities, Swedish support has gradually shifted its focus to support the establishment of local doctoral training programmes in Mozambique and Tanzania.

Mechanisms to ensure quality and high standards are central to the success of these programmes, particularly when considering the constraining circumstances under which universities operate in these countries. While the cooperation programme has continuously been evaluated with regard to the building of institutional capacity, there has been little or no emphasis on assessing quality assurance systems and the quality of current postgraduate programmes. This report examines quality assurance systems and regulations at national and institutional levels and the extent to which they are being implemented effectively. It also investigates the quality of institutional units where postgraduate programmes are delivered, and the quality of the postgraduate programmes provided at the universities in Mozambique and Tanzania that are supported by Sweden.

The methodology used for this evaluation included firstly a document analysis of quality assurance policies, systems, guidelines and procedures, a review of institutional profiles, and a careful scrutiny of available reports on institutional and programme self- and external evaluations. Secondly, site visits were conducted at national and institutional levels. At the national level, visits were undertaken to the relevant ministerial directorates, the Mozambique National Council on Quality Assurance (CNAQ) and the Tanzania Commission for Universities (TCU). At institutional level, the team visited QA units, management structures and postgraduate programmes in the universities supported by the Swedish International Development Cooperation Agency (Sida), namely the University Eduardo Mondlane (UEM) in Mozambique, and the University of Dar es Salaam (UDSM), Muhimbili University of Health and Allied Sciences (MUHAS) and Ardhi University (ARU) in Tanzania.

Key Findings

Quality assurance at the national level

The picture emerging from this review is varied, multidimensional and generally positive. At the systemic level, the required vision, policies, instruments and guidelines have been put in place in both countries. Both CNAQ and the TCU have developed national QA policies, standards and guidelines and have triggered the QA process with relative success. There are, however, considerable differences, particularly regarding implementation processes.

National QA agencies (national councils or commissions) tend to display varying forms and status in different contexts depending on the prevailing mechanisms of higher education

governance and coordination. In most cases, they are incorporated into government structures (national QA agencies in Africa); in other cases, such as South Africa and Mauritius, they are constituted largely as professional agencies with relative autonomy from government. By comparison, the TCU displays a much greater degree of institutional autonomy than the Mozambique National Council on Quality Assurance (CNAQ), which reflects a long legacy of centralised governance in Mozambique. The TCU could well be described as a semi-autonomous national QA agency.

At the systemic level, the vision, policies, instruments and guidelines have been put in place in Tanzania. The TCU has developed national QA policies, standards and guidelines. It has also registered considerable achievements in its advisory, regulatory and supportive roles. Its regulatory role is manifested in the accreditation of over 51 institutions of higher education, with several undergoing the process of re-accreditation. Its supportive role is evident in training initiatives and advice provided to higher education institutions (HEIs). The TCU was instrumental in the institutionalisation of a coordinated fees structure in Tanzanian higher education. Similar efforts are emerging at institutional and unit levels where different kinds of student, course, lecture and lecturer assessments take place. As a country, Tanzania has a potentially strong national QA system in higher education that is relatively well synchronized with regional and international demands. Its collaboration with other professional bodies such as the Inter-University Council for East Africa (IUCEA) has been exemplary.

In contrast, the Mozambique CNAQ faces a multiplicity of challenges that have constrained its development. Its advisory role is constrained by multiple consultative and interest group structures, overlapping policy decisions and competing lines of accountability. The Council on Higher Education (CES), the National Council on Higher Education (CNES), and the Council of Rectors of Mozambique (CRM), have specific functions and mandates regarding higher education governance and regulation, with some of them overlapping or loosely interfacing with the functions of CNAQ. The lines of accountability between CNAQ and upper level structures are either undefined or interpreted in different or somewhat conflicting ways. Upper level structures include the prime minister (who appoints the president of CNAQ), the minister responsible for higher education (who appoints the other members of CNAQ's executive), and the National Directorate for the Coordination of Higher Education – *Direcção para a Coordenação do Ensino Superior* (DICES).

Further, the QA system in Mozambique is largely government driven. The government introduced SINAQES, a system of QA standards, procedures and mechanisms regarding self-evaluation to be undertaken by individual institutions, external evaluation, and institutional and programme accreditation. These mechanisms include key evaluation indicators and guidelines for their implementation, which leaves CNAQ with the role of an implementing agency. This means that CNAQ's mandate is to ensure that the norms, standards, guidelines and procedures set by SINAQES are correctly interpreted, appropriated and institutionalised within higher education.

Under the circumstances, the team's assessment of the Mozambican experience remains positive. In a short period of time, CNAQ has registered considerable achievements. It has accredited 49 institutions of higher education following the recommendations of the CRM and endorsement by the ministry responsible for higher education. It has developed and piloted the necessary instruments for both self-evaluation and external evaluation, which are now being used by HEIs. Although the impact of the CNAQ at university level is still

embryonic, a potentially strong national QA system for higher education in Mozambique is emerging.

Regional collaboration in quality assurance

Given the human resource constraints, the need for regional collaboration in QA processes has already been recognised. The East African region offers one of the most convincing examples of regional collaboration as an effective mechanism for mutual assistance in expertise, knowledge sharing and capacity building. The review team acknowledges with satisfaction the leadership demonstrated by the IUCEA, which made the harmonisation of QA systems in the region part of its mandate. Supported by the German Academic Exchange Service (DAAD) and the German Rectors' Conference (HRK), the IUCEA undertook meetings and workshops with the Commission for Higher Education (CHE)-Kenya, the National Council for Higher Education (NCHE)-Uganda and the Tanzania Commission for Universities (TCU)-Tanzania that culminated in the production of a Quality Assurance Handbook - the 'Road Map to Quality'.[1] The handbook has been used as a guide towards developing quality assurance systems and culture in universities in the East African countries, including Tanzania.

In Mozambique, perhaps due to language barriers, there is little evidence of involvement of CNAQ in significant regional cooperation. A consultant who worked for several years for the South African CHE has been employed by CNAQ. He has been liaising with the CHE, but no institutional arrangements exist to support regional or international cooperation. Such collaboration is more visible within UEM, which has developed ties with the Southern African Development Community (SADC), the Commonwealth, the Association of African Universities (AAU), UNESCO and the International Association of Universities.

Promotion of regional collaboration represents an area that warrants more attention from national governments and development partners, in terms of funding, technical assistance and facilitation.

Main challenges and needs

Developing expertise and professional capacity are the most important challenges facing national QA agencies and institutional QA units. These manifest themselves in three ways: (i) insufficient numbers of qualified and professionally trained staff at the agencies to lead and manage QA processes with confidence and integrity across systems, institutions and programmes; (ii) rapid and destabilising staff turnover at national agencies; (iii) shortage of academic staff in HEIs with knowledge and experience in developing suitable instruments

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[1] The manual was published in five volumes:

- Volume 1: *Guidelines for self-assessment at program level* aims at the faculty/department to learn more about the quality of the programs by means of an effective self-assessment.
- Volume 2: *Guidelines for external assessment* explains the procedures and processes for an external evaluation at program level. The specific target group is the external expert team, but also the faculty/department to be assessed.
- Volume 3: *Guidelines for self-assessment at institutional level* aims especially at the central management of an institution and offers an instrument to discover more about the quality of the institution
- Volume 4: *The implementation of a quality assurance system* aims at all levels of an institution, but is especially useful for the QA coordinators for the development and installation of an Internal Quality Assurance (IQA) system.
- Volume 5: *External quality assurance in East Africa* provides the reader with background information about the state-of-the-art in external quality assurance systems in East Africa and discusses the role of the regulatory bodies in the light of international developments.

and conducting self-evaluations and peer review; and (iv) strain on the small pool of staff in institutional QA units who need to support both their own internal quality systems as well as external quality assurance processes required by their national agencies. These are common problem in both countries.

Quality assurance within higher education institutions

As a shared space of academic practice, a university requires clarity on rules and procedures that regulate how academics, students and other stakeholders fulfil the mission of the institution. The team commends the efforts undertaken by institutional QA units. Many QA units have responded to institutional requirements by piloting or implementing required quality assurance instruments (standards, indicators, rules, procedures and guidelines). While the target has been undergraduate courses, the effort will pay dividends once applied systematically to postgraduate programmes.

Development and implementation of QA guidelines and instruments

The four institutions (UEM, UDSM, MUHAS and ARU) have implemented a variety of regulations and guidelines for quality control and promotion through their QA units, in coordination with other relevant directorates (Postgraduate Studies, Research, Continuing Education and Professional Development directorates in Tanzania; and Scientific and Pedagogic directorates in Mozambique). They all have comprehensive guides on postgraduate studies. However, attention is required regarding the content and meaning of the various regulations and guidelines, and their dissemination, in order to enhance access, adequate interpretation and appropriation thereof by stakeholders. This remains an important task for the CNAQ, the TCU and institutional QA units.

Staffing challenges

One of the major achievements of Sida support to HEIs in Mozambique and Tanzania concerns staff development interventions, which have impacted positively at university level. However, CNAQ and the TCU and all institutional QA units remain highly understaffed and/or short of specialised staff. Records from the interviews also indicate a lack of clarity in roles and expectations, particularly in HEIs. If national QA agencies are expected to operate successfully in the coming years with their existing capacity, the only options to counteract staff shortages are the development of mechanisms for training QA professionals and enhancing the professionalisation and specialisation expertise of existing staff. Professionalisation requires a clear understanding of the roles that staff members are expected to play, namely that they are experts in QA criteria and procedures.

Programme reviews (for accreditation and re-accreditation)

The main challenges that confront both CNAQ and the TCU are the enforcement of regular programme reviews at the postgraduate level, as well as institutional and programme re-accreditation. So far, no postgraduate programmes have been subjected to re-accreditation in either country. Given the cost factor raised by both QA practitioners and the institutions themselves, the review team favours a targeted and selective approach to programme reviews (e.g. concentrating on the most strategic programmes or on those programmes facing major quality problems). This is the approach adopted by CNAQ in its pilot evaluation of undergraduate programmes.

Self-evaluation – a vehicle for effective self-regulation

What remains underexploited is the potential of self-evaluation and self-regulation in promoting the culture of quality assurance. A critical success factor in promoting a QA culture is the development of an analytical and self-reflective approach to quality assurance premised on continuous self-assessment/programme review, both at the HEIs and within the national QA bodies. In Mozambique, CNAQ's efforts have been translated into self-evaluation of a considerable number of undergraduate (UG) programmes at UEM. Similarly, in Tanzania, considerable efforts have been made to review undergraduate programmes in terms of curricula and quality assessment at UDSM, MUHAS and ARU. The challenge is to extend these efforts to the postgraduate level, particularly taking into account the commitment to become research-oriented universities and to introduce coursework master's and doctoral programmes.

Mentoring and academic citizenship activities – important factors in poorly resourced environments

While delivery practices in postgraduate programmes have improved continuously over the years, moving from the sandwich model to the inception of local PhD training, the challenge is to explore strategies that will compensate for the constraints imposed by a poorly resourced environment on students and supervisors. Institutions need to explore innovative modes of supervision beyond the traditional apprenticeship model to include a combination of individual and group supervision meetings, cohort supervision models, and participation in joint research projects including mentoring. They need also to maximise the potential of academic citizenship or academic enrichment activities such as seminars, writing retreats, postgraduate colloquia and conferences, peer reviews of individual work and reading groups. Maximising peer support and exposure to a wider faculty would help socialise students into sound academic scholarship.

Surprisingly, no reference was made to student mentoring during the interviews. Very few academic staff appeared to be familiar with the role of mentorship in postgraduate studies. The team is of the view that staff development, which is emphasised in the four institutions, could be considerably enhanced through integration of mentoring strategies geared at socialising postgraduate students into the academic community by learning the rules of the trade, the values, attitudes and practices that underpin academic work and support the development of strong academic identities among academic practitioners.

Student performance and completion rates

The challenge of postgraduate training is certainly more pressing at the UEM in Mozambique, where currently there are only three doctoral programmes, and the existing master's programmes are grappling with serious problems in student performance and completion rates. This is aggravated by the low research output of academic staff involved in postgraduate programmes. Anecdotal evidence points to the shortage of time and exhaustion of students who are predominantly part-time (*pós-laboral*) and can only attend classes after work, and many of them do not complete their dissertations or theses.

Tanzania also faces the problem of low completion rates. In Tanzania, both academic staff and students refer to the fact that most of their students are academic staff with full-time jobs through registered as full-time students. Most of them only make progress when they are

given the opportunity to spend some time overseas, in Sweden. Having probed several factors such as time constraints, selection criteria, student background, supervision experience, curriculum and learning environment, and taking into account similar situations in other countries, the team could not arrive at a convincing explanation of the low completion rates. This is certainly an issue that requires research and systematic monitoring.

Overall assessment

On the whole, the review team is impressed with the approach to QA in the two countries, and their systemic and institutional arrangements. Most recommendations in this report revolve around the promotion of self-assessment and self-regulatory practice at institutional and unit level, and professionalisation of staff along the core functions of the QA structures. These actions would yield dividends in minimising the burden imposed on QA structures, not only in terms of cost and expertise, but also in terms of promoting and solidifying the culture of quality assurance in institutions. This means turning QA structures into modest or simplified structures, but with strong leadership in the field. Continued Sida support will certainly be critical in helping the QA system to undergo or speed up such a paradigm shift.

Improvement of graduates as a function of QA systems

While several studies have been conducted on QA systems in Africa[2], very little understanding exists about the impact of quality assurance systems on the quality of graduates, i.e. whether implementation of a rigorous QA system actually improves the quality of graduates. What is evident from this review is the fact that the low research and publications output displayed by both students and their supervisors (with limited exceptions) may be reflected in the quality of graduates. While tracer studies undertaken in Tanzania and Mozambique point to increasing employer satisfaction with curriculum improvements and the spread of QA activities, limited information exists on the relationship between QA systems and the quality of graduates. This issue warrants considerable research or studies to be conducted within QA agencies and units.

Highlights of good practice

The review team commends the TCU on a number of achievements: (i) its comprehensive governance structure through specialised directorates as well as the incorporation of peers into those structures; (ii) the professionalism demonstrated in the creation of a strong code of rules and procedures for quality assurance of higher education in Tanzania; (iii) the development and implementation of the learning outcomes framework, focusing on curriculum reform, an appropriate focus for TCU work and an important intervention in the Tanzanian context; and (iv) the design and implementation of the Central Admissions System. The three institutions at the undergraduate level have embraced programme review and self-evaluation. Plans are being made to extend it to the postgraduate domain.

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[2] Materu, P. Higher Education Quality Assurance in Sub-Saharan Africa. *Status, Challenges, Opportunities, and Promising Practices*. World Bank Working Paper No. 124. Washington, DC: The International Bank for Reconstruction and Development/The World; Wangenge-Ouma G. and Langa P.V. (2010) 'Universities and the Mobilization of Claims of Excellence for Competitive Advantage'. *Higher Education*, 59 (6): 749–764; Langa, P. V. (2014). The role and functions of higher education councils and commissions in Africa: A case study of the Mozambique National Council on Quality Assurance in Higher Education (CNAQ). Cape Town: CHET/HERANA; Bailey T (2014) *The roles and functions of higher education councils and commissions in Africa: A synthesis of eight case study reports*. Cape Town: Centre for Higher Education Transformation.

The review team commends UDSM and MUHAS for putting in place the necessary instruments (policies, rules, procedures and guidelines) to regulate how academics, students and stakeholders conduct their work, particularly at the postgraduate level. Despite being a young university, ARU has also made some progress. It has established a quality assurance bureau (QAB), a clear policy and an action plan for QA practice. It has developed and put to use a number of QA monitoring systems and instruments, including comprehensive guidelines with information about all the critical aspects of postgraduate training. UEM is following the same pathway, with a considerable number of policy instruments and guidelines in place.

CNAQ has a written mission statement, clearly aligned with national priorities, which identifies QA as its major activity. It has the mandate and responsibility for quality and QA of higher education in Mozambique. A matter for concern is the lack of clarity about its governance and accountability lines in relation to higher level structures with related functions, which may constrain its ability to fully achieve its objectives. It also requires clearer definition of roles and expectations, as well as induction practices for new staff. The team is satisfied that UEM has produced evaluation documentation to enable it to introduce the first round of course evaluation at the undergraduate level and to develop evaluation manuals. The perception within CNAQ is that it has launched the idea of self-evaluation successfully: 'UEM has appropriated it and it is running away with it.' The team endorses this.

Options for capacity improvement

Both CNAQ and TCU face challenges that warrant some improvement in their practices. The following is a summary of possible options for quality improvement in the areas that need attention at national and institutional levels:

- *Promote institutional research on QA processes and dialogue with stakeholders.* Research can be used by national QA agencies for engagement and dialogue with quality assurance practitioners and academic peers to develop better understanding of the challenge of quality promotion in higher education in the context of country-specific and regional contextual complexities (constraints and limitations). Dialogue has been used with a great deal of success by some national QA agencies (e.g. South African Council on Higher Education) in the form of consultative forums with key institutional stakeholders. It enables QA practitioners to move beyond narrow technicist approaches to quality that have become entrenched in some QA processes (e.g. the checklist approach to quality assessment).

- *Clarify roles, responsibilities, requirements and procedures.* Intensify efforts towards clarifying the roles and responsibilities of national QA agencies, the different legal requirements, criteria and procedures that apply to quality control and compliance (largely manifested in programme accreditation and re-accreditation), accountability (largely manifested in programme reviews) and improvement (largely manifested in institutional programme self-evaluations). All QA practitioners and academic staff involved in postgraduate programmes should be made aware of and understand the content and significance of quality-related policy documents and guidelines concerning postgraduate training. In this regard, it is important to clarify functions, roles and responsibilities, the lines and mechanisms of accountability, and where necessary to streamline and simplify the processes for QA.

- *Professionalise staff in national QA agencies and institutional QA units*. Develop and implement strategies geared at professionalising and strengthening the capacity of staff in national agencies' QA and institutional QA units in alignment with their core functions. This requires a clear distinction between the roles of professional QA staff and those of expert academic peers, and full understanding of the intricacies entailed in QA promotion, audit of QA mechanisms of HEIs, programme accreditation, capacity building in the field of higher education QA, coordination activities, as well as control and accountability issues.

- *Adopt a targeted approach to external evaluation*. In collaboration with their respective institutional QA units, the TCU and CNAQ should steer and implement a programme review of postgraduate programmes. Given the cost factor, this could be done selectively in phases, by prioritising certain programmes to begin with.

- *Promote a development strategy geared at institutional and programme self-regulation*. Emphasis should be placed on promoting and implementing self-regulatory processes within institutions to enable them to assume full responsibility for quality issues and develop an institutional culture of self-regulation.

- *Maximise regional and international collaboration*. The work of TCU and IUCEA has demonstrated beyond doubt the benefits of both regional and international collaboration.

- *Promote transparency in institutional and programme evaluations*. Criteria need to be developed for the selection of evaluators of applications for new programmes (or programme reviews) to enhance transparency about their selection and prevent concerns about competition.

- *Make provision for an appeals system*. A system is needed to deal with appeals against disputed accreditation decisions and student grievances regarding student assessment.

- *Improve mechanisms for incentivising and monitoring productivity and quality in research and publications*. UEM, UDSM and MUHAS have declared their commitment to becoming universities anchored in research. However, for this mission to be fulfilled, they need to develop a comprehensive strategy, guidelines and evaluation instruments, to incentivise and monitor productivity in research and publications by staff and students. Such a strategy should be supported by staff development programmes aimed at increasing the number of staff with doctoral degrees. There is a need to explore more effective ways of disseminating rules governing research and publications among staff and students, including optimising the use of institutional and other relevant websites.

- *Develop and implement a menu of academic enrichment activities for postgraduate students*. Units which offer postgraduate programmes should consider developing a menu of academic enrichment activities to facilitate academic engagement of students with their peers, their supervisors and other academic staff, while improving their conceptual, analytical, writing and presentation skills (e.g. postgraduate seminars,

writing retreats, etc.). Mentoring could also be considered, particularly in those cases where postgraduate programmes are used for staff development.

- *Review national and institutional funding policy to make budget provision for quality improvement activities*. Cost is the most crippling factor inhibiting programme assessments and the interventions of QA units. Long-term commitment of development partners is also needed to provide technical assistance for training and research to national QA agencies and institutional QA units, as well as to promote regional collaboration.

CHAPTER ONE

INTRODUCTION AND RATIONALE

Background

For about four decades Sweden has been supporting research capacity in low-income countries, with Mozambique and Tanzania being major beneficiaries. The support has been grounded largely on the belief that enabling these countries to generate evidence-based knowledge would trigger more effective strategies for sustainable development. Geared at establishing sustainable research environments, this strategy required developing and strengthening the following: (i) individual and institutional research capacity through doctoral training both overseas and locally; (ii) research infrastructure (ICT, laboratory facilities, access to scientific journals, etc.); (iii) research management (research policies, research structures, research grants); and (iv) university reform (administration and finance).

The 'sandwich' model[3] was initially the primary strategy adopted by Sweden. However, as research capacity began to crystallise at home institutions, Swedish support shifted focus from sandwich doctoral training with graduation only at Swedish universities, to the establishment of home country doctoral training at collaborating institutions. The first step entailed the establishment of local master's programmes in parallel with sandwich modality. This has served the purpose of creating and expanding a critical mass of PhD graduates/researchers who can create, manage and sustain local postgraduate programmes. Central to the success of these programmes are necessary mechanisms to ensure quality and high standards, particularly when considering the constraining circumstances under which Mozambican and Tanzanian universities operate.[4]

It is against this background that the Swedish International Development Cooperation Agency (Sida) through the embassies of Sweden in Dar es Salaam and Maputo, decided to appoint a team of three reviewers to assess local QA systems and the quality of current postgraduate programmes in Mozambique and Tanzania.

Objective

In line with the *Terms of Reference* (see Annex 5), the review focused on the analysis of (i) the full set of QA regulations at national and institutional levels and the extent to which they are being implemented effectively; (ii) the quality of the units where postgraduate programmes are located; (iii) the quality of the postgraduate programmes provided at the universities supported by Sweden; (iv) how the QA systems in Mozambique and Tanzania

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[3] The 'sandwich' model refers to the arrangement that enables doctoral candidates to do their coursework in Swedish universities, including analysis and writing-up, while the empirical research is undertaken in the student's home country, which brings other benefits such as laboratory equipment, library and ICT facilities to support local research.

[4] The Council for University and Higher Education ensures the quality of higher education in Sweden.

compare at regional and international levels; and (v) how these QA systems can be developed further based on regional and/or international good practice.

At the national level, the team set out to review the mandated role and functions of the main QA bodies (the Mozambique National Council on Quality Assurance – CNAQ, and the Tanzania Commission for Universities – TCU), how these organisations were established, structured and resourced, their legal status and powers, funding sources and arrangements, their capacity to carry out their mandates, interaction with other key stakeholders, and their role as guardians of quality in HEIs in their respective countries.

Within Sida's general perspective, the review offered an opportunity to highlight the extent to which local QA strategies and practices in postgraduate training take into consideration issues of equity and social inclusion, particularly gender mainstreaming, and concerns about diversity – all elements which feature strongly in strategy for research cooperation and research in development cooperation 2015–2021.

Structure of the report

The report is divided into five chapters. After the Executive Summary, Chapter One provides the background and aim of the review, and the approach and the methodology adopted. Chapter Two focuses on the review of the main QA bodies at national level, namely the Mozambique National Council on Quality Assurance (CNAQ) and the TCU. Chapter Three provides the profile of the four institutions supported by Sweden/Sida and selected for QA review purposes: UEM, UDSM, MUHAS and ARU. Chapter Four deals with the assessment of the QA processes concerning postgraduate training in these universities. Chapter Five provides the conclusions and recommendations.

Methodology

Approach and conceptual framework

For the sake of clarity, the team adopted the concept of quality recommended by the IUCEA in its *Handbook for Quality Assurance in Higher Education*. Accordingly, quality is viewed as achieving our goals and aims in an efficient and effective way, assuming that the goals and aims reflect the requirements of all stakeholders in an adequate way.[5] The notion of quality is context bound, although an institution must meet at least the basic standards that are applied to HEIs globally.[6] Such a definition of quality characterises quality as fitness for purpose based on national goals, priorities and targets and international developments.

Within a higher education institution, quality is mainly the result of interaction between lecturers/professors, students and the institutional learning environment[7]. From this perspective, the term *quality assurance of postgraduate programmes* is used in this report to refer to the mechanism to ensure that HEIs and their environment effectively and efficiently

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[5] The Inter-University Council for East Africa/DAAD. (2010). A Road map to Quality: Handbook for Quality: Handbook for Quality Assurance in Higher Education. Volume 2**:** Guidelines for Self-Assessment at Program Level. *IUCEA/ CHE/ NCHE/ TCU/ DAAD, p.11*.

[6] The Inter-University Council for East Africa/DAAD (2010). A Road map to Quality…, p.12.

[7] European University Association (2014).Standards and Guidelines for Quality. Draft revised ESG endorsed by the Bologna Follow-Up Group on 19 September 2014. Subject to approval by the Ministerial Conference in Yerevan, on 14-15 May 2015. Assurance in the European Higher Education Area (ESG), p.5.

deliver research and training programmes and services of high quality that produce socially useful and enriching knowledge, as well as a relevant range of graduate skills and competencies necessary for social and economic progress.[8] The following elements are at the heart of QA: *accountability* (to show that the activities of the institution or programme are in line with the expectations of key stakeholders); *enhancement* (to show how the institution or programme might improve what it is doing); and 'the development of a *quality culture* that is embraced by all'.[9]

The task of the team was thus to ascertain whether QA strategies, systems and instruments that are in place in Tanzania and Mozambique, are being used effectively for quality assessment of academic practices in postgraduate programmes, and are leading to high quality outputs.

Data collection methods and instruments

In each country the team had a local expert/resource person (Ms Emelina Ana Khossa in Mozambique and Mrs Jennifer Kasanda Sesabo in Tanzania). Besides helping the team with general tasks, they assisted in compiling background information, scheduling the interviews, responding to specific queries, and drafting the case study sections of the report. The review drew primarily on desk research, site visits and interviews with key informants. The desk research entailed a systematic review of background information and the development of instruments for use during the site visits.

The team undertook five main steps to accomplish their assigned goals:

- First, the team members, individually and as a team, undertook an in-depth analysis of the *Terms of Reference* with the support of the programme managers of Indevelop. An important aspect to emphasise in this regard was the fact that this was not primarily a review of the postgraduate programmes, but a review of the QA systems and mechanisms associated with these programmes.

- At the same time, team members systematically reviewed background material on each country's higher education system, national and institutional QA bodies, relevant legislation, policies and guidelines, annual reports, evaluation reports, institutional profiles, relevant publications and websites, and other related documentation. Document analysis continued throughout the review process up to the report writing stage.

- The third step was the preparation of a detailed inception report which spelt out the review strategy and methodology, the target units for the site visits, the people to be interviewed, the review instruments including interview schedules, and the documentary evidence required for the review. The team also prepared a brief self-evaluation survey to be administered at programme level to capture additional data for the purposes of data validation and triangulation.

- The team then embarked on site visits. These took place at different levels: national, institutional, management, department and programme levels. For details of site visits see Annex 6.

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[8] Council on Higher Education (CHE) (2001). *Quality Assurance in Higher Education*. Pretoria: CHE, p.2.

[9] European University Association (2014). Standards and Guidelines for Quality…, p.5.

- The meetings took place according to the schedule of visits; however, the discussions took longer than expected. In addition to the interviews with heads and staff in the various offices and units, focus group sessions were held with selected students.

CHAPTER TWO

ASSESSING QA SYSTEMS FOR POSTGRADUATE EDUCATION IN TANZANIA AND MOZAMBIQUE

Several factors have been identified as being behind the recent wave of establishment of national QA bodies in many countries in Africa. These include *inter alia* (i) the realisation that higher education reform after independence often favoured access over quality; (ii) the increasing importance of higher education regarding competitiveness and economic development, particularly in the context of the transition to a knowledge economy which has created a demand for higher skill levels in some jobs;[10] (iii) the potential role of higher education in the implementation of Education for All (EFA) and the Millennium Development Goals (MDG) within the different levels of education; (v) demands for increased transparency and accountability to stakeholders; and (vi) the need for reforms in higher education to address new challenges (e.g. new curriculum demands, new modes of delivery, student throughput and retention issues, increasing competition/collaboration, increasing student mobility and the need for harmonising qualifications).

The unprecedented expansion of tertiary education in Africa triggered considerable growth in tertiary enrolments, but without a matching increase in human and financial resources. Indeed, some studies have indicated that while the enrolment rate was rising in the 1980s and 1990s, average public expenditure per student in higher education fell significantly during most of this period, with resulting detrimental effects on quality.[11] The need for national QA systems became even more pressing in the context of higher education revitalisation in Africa.[12]

National QA organisations (national councils or commissions for higher education) assume varying forms and status in different higher education systems, depending on the prevailing models of higher education governance and coordination. In some instances, they form part of government structures; in other cases they are constituted as civil society or professional bodies.[13] They may position themselves as key drivers of QA systems with a central role in the conceptualisation, development and adoption of quality standards, criteria, indicators and guidelines, or they may be merely implementing agencies.

This chapter provides a detailed description of the establishment of the national QA institutions in the two countries, namely the Mozambique National Council on Quality Assurance (CNAQ) and the TCU, how these are structured, their primary functions, the challenges they face in carrying out their mandates, as well as the broader (national) context

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[10] Wangenge-Ouma G. and Langa P.V. (2010) 'Universities and the Mobilization of Claims of Excellence for Competitive Advantage'. *Higher Education*, 59 (6): 749–764

[11] Materu, P. (2007). Higher Education Quality Assurance in Sub-Saharan Africa..., p.17.

[12] Materu, P. (2007). Higher Education Quality Assurance in Sub-Saharan Africa. *Status, Challenges, Opportunities, and Promising Practices*. World Bank Working Paper No. 124. Washington, DC: The International Bank for Reconstruction and Development/The World Bank. Langa, P. V. (2014). The role and functions of higher education councils and commissions in Africa: A case study of the Mozambique National Council on Quality Assurance in Higher Education (CNAQ). Cape Town: CHET/HERANA.

[13] Bailey, T. (2014) *The roles and functions of higher education councils and commissions in Africa: A synthesis of eight case study reports*. Cape Town: Centre for Higher Education Transformation; Clark B (1983) *The Higher Education System: Academic organisation in cross-national perspective*. Berkeley: University of California Press; and Langa (2014).

within which they operate. More specifically, it reviews the functions of CNAQ and the TCU, and the roles they play in the governance of the higher education sector. This chapter also focuses on how the national QA bodies in Mozambique and Tanzania have discharged their mandates at organisational, system and implementation levels.

Criteria used for this review include appropriateness and relevance of their core functions and operational instruments (the extent to which the QA systems and their components are fit for purpose and respond to the specific contexts in which they operate); effectiveness (the extent to which the systems are able to achieve their objectives); and efficiency (the competence and economy with which the systems work).[14] In conducting the review, the team understands that the core function of the QA bodies is quality promotion, i.e. all those actions that lead to the embedding of quality in the activities of an institution.

This chapter also reviews the national QA bodies against the Guidelines of Good Practice developed by the International Network of Quality Assurance Agencies for Higher Education (INQAAHE). The key aspects of the guidelines include:

- Governance of the External Quality Assurance Agency (EQAA)
- Resources
- Quality assurance of the TCU
- Reporting public information
- The relationship between the EQAA and HEIs
- The EQAA requirements for institutional/programme performance
- The EQAA requirements for institutional self-evaluation and reporting to the EQAA
- The EQAA evaluation of the institution and/or programme
- Decisions
- Appeals
- Collaboration
- Transnational/cross-border higher education

Assessing QA systems for postgraduate education in Tanzania

As any other African country, Tanzania suffered extreme colonial deprivation that restricted access to higher education. For example, in 1947, there were only 25 Tanganyikan students at Makerere University, Uganda − a number that increased to 183 only in the 1959/60 academic year. There were only six Tanganyikan students at the Royal Technical College in Nairobi, Kenya, the only other higher learning institution in the region, until the establishment of the University of Dar es Salaam in 1961.[15] In 2012/13 UDSM enrolled 21,144 undergraduate and 1,535 postgraduate students. It offers a total of four certificates, two diplomas, 65 first degrees, 18 postgraduate diplomas and 79 master degrees, three taught PhD programmes, and several PhD programmes in various academic units. Two other public universities have since been established in Tanzania: Sokoine University of Agriculture (SUA) in 1984 and the Open

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[14] Functions refer to activities an individual or organisation engages in, in order to carry out their role in a particular context.

[15] The Tanzania Commission for Universities (TCU). (2005). TCU Strategic Plan for 2005/06 – 2009/2010. Dar es Salaam: HEAC, p.1.

University of Tanzania (OUT) in 1992/3. There are currently 37 fully-fledged universities under accreditation, 15 university colleges, and 21 centres and institutes in Tanzania. Student enrolment grew from 31,674 in 2003/4 to 82,529 students in 2007/2008, of whom 64,664 were from the public sector.[16]

A constituent college of the University of Dar es Salaam, Muhimbili University College of Health Sciences (MUCHS), was established in 1991 to become Muhimbili University of Health and Allied Sciences (MUHAS) in 2007. From a small unit with an enrolment of 10 students and a single programme, Doctor of Medicine (MD), MUHAS now has an enrolment of 3,214 students (2014/2015), and a total of 88 academic programmes, including 10 diploma programmes, 14 undergraduate programmes, 64 postgraduate programmes (58 masters and six PhD programmes).[17] Over 70% of specialised human resources for health care is currently produced at MUHAS.[18] At its birth in 2007, ARU had a total of 1,366 students (226 female and 1,140 male) enrolled in 39 academic programmes. In 2011/2012, the number of students had increased to 3,394. Of these, 146 were master's and 36 were PhD students. In 2012 there were 10 master's programmes and six PhD programmes.

As Materu correctly points out, programmes offered to these students need to be relevant and responsive to the socioeconomic needs of the society they serve: without a robust QA system 'a HE system lacks a mechanism to promote and monitor the accountability of HE institutions to their stakeholders (students, parents, governments, and other funders)'.[19] It is in this context that Tanzania established the Higher Education Accreditation Council (later the Tanzania Commission for Universities) in 1995 with the primary role of accrediting private universities.

Establishment of the Tanzania Commission for Universities

With increased expansion, liberalisation of higher education and involvement of the private sector in higher education, the Tanzanian government decided to establish a regulatory body to: (i) monitor the promotion of higher education objectives; (ii) grant permission and register new providers in higher education; (iii) ensure fair play in the selection and enrolment of students; and (iv) ensure alignment of academic programmes and awards with international standards. Section 64 of the Education (Amendment) Act No. 10 of 1995 established the Higher Education Accreditation Council (HEAC) as a government agency responsible to the Ministry of Science, Technology and Higher Education for the promotion and QA of HEIs, programmes, staff, students and awards.

The TCU, an independent statutory body set up in July 2005 under the Universities Act (Chapter 346 of the Laws of Tanzania) replaced the HEAC. The development of the TCU benefitted considerably from regional collaboration. After the collapse of the former East African Community in 1977, the universities of Makerere in Uganda, Nairobi in Kenya and Dar es Salaam in Tanzania continued to cooperate in a number of ways under the umbrella of the IUCEA. The IUCEA undertook a number of activities to support the establishment of the East African Quality Assurance System including: (i) dialogue events with top leadership of

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[16] The Tanzania Commission for Universities. (2009). Universities and University Colleges: Facts and Figures. Dar es Salaam: TCU.

[17] MUHAS Prospectus 2014-15; MUHAS. 2014. Concept note for planned five years research programmes for 2015-2010. Application for support from Sida. August, p.3.

[18] MUHAS. 2014. Five Year Rolling Strategic Plan 2014/2015 to 2018/2019, p.1.

[19] Materu, P. (2007). Higher Education Quality Assurance in Sub-Saharan Africa..., p.9.

East African universities, Ministries and Regulatory Bodies on national and international Quality Assurance systems in higher education; (ii) training of QA coordinators in the IUCEA member universities and officers of regulatory bodies; (iii) pilot self-evaluations and peer reviews for about 50 study programmes; (iv) subject-specific regional benchmark standards; and (v) supporting the establishment of the East Africa Quality Assurance Network (EAQAN). Most of these activities were spread between 2006 and 2011. For example, the project trained two cohorts of 22 and 25 QA officers in Germany in 2007 and 2008 respectively. A total of 57 peer reviewers participated in the peer review process: 52 from East Africa, 4 from Germany and 1 from South Africa.[20]

The effort to harmonise QA in higher education in the region was one of its primary mandates. In collaboration with the German Academic Exchange Service (DAAD) and the German Rectors' Conference (HRK), the IUCEA brought together the Commission for Higher Education (CHE) (Kenya), the National Council for Higher Education (NCHE) (Uganda) and the Tanzania Commission for Universities (TCU) (Tanzania) at a series of Quality Assurance meetings and workshops which culminated in the production of a Quality Assurance Handbook − the 'Road Map to Quality (2010)[21] − a guide towards developing QA systems and culture in universities in East African Partner States.[22] In Tanzania this is the TCU document entitled 'Quality Assurance and Accreditation System for Institutions and Programmes of Higher Education'.

Tanzania Commission for Universities: its mandate

Section 5(1) (f) of the Universities Act gives the TCU the mandate, among other things, to:

- Audit, on a regular basis, the QA mechanisms of universities;
- Provide guidance and monitor criteria for student admission to universities, proposals of outlines of academic programmes or syllabi, and general curriculum regulations;
- Standardise, recognise and equate degrees, diplomas and certificates conferred or awarded by foreign institutions and local institutions;
- Establish and maintain a qualifications framework for universities;
- Regulate and standardise promotion criteria, designation and titles of academic and senior administrative staff;
- Put in place a credit and transfer system that can be used for university students who wish to be transferred from one university to another and from one programme to another;

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[20] The Inter-University Council for East Africa (IUCEA). (2010). A *Road map to Quality. Hand book for Quality Assurance in Higher Education*. Volume 1: Guidelines for Self-Assessment at Program Level.

[21] The manual was published in five volumes:

Volume 1: *Guidelines for self- assessment at program level* aims at the faculty/ department to learn more about the quality of the programmes by means of an effective self-assessment.

Volume 2: *Guidelines for external assessment* explains the procedures and processes for an external evaluation at program level. The specific target group is the external expert team, but also the faculty/department to be assessed.

Volume 3: *Guidelines for self-assessment at institutional level* aims especially at the central management of an institution and offers an instrument to discover more about the quality of the institution

Volume 4: *The implementation of a Quality Assurance system* aims at all levels of an institution, but is especially useful for the Quality Assurance coordinators for the development and installation of an Internal Quality Assurance (IQA) system.

Volume 5: *External Quality Assurance in East Africa* provides the reader with background information about the state-of-the-art in external quality assurance systems in East Africa and discusses the role of the regulatory bodies in the light of international developments.

[22] The Inter-University Council for East Africa (IUCEA). (2010). A *Road map to Quality. Hand book for Quality Assurance in Higher Education*. Volume 1: Guidelines for Self-Assessment at Program Level, pp. ii-iv.

- Oversee the provision by universities of essential resources for the needs of their current academic programmes and related functions.

In this regard, the TCU has a full mandate comprising all key functions generally performed by any well-established QA body internationally. The team was informed that this mandate has been extended to cover additional functions such as student admissions and overseeing university budgets.

The question of institutional autonomy

The TCU can be described as a semi-autonomous body. Its statutory responsibilities provide for almost full responsibility, in three important domains.

- First, it has a regulatory role, which involves "conducting periodic evaluation of universities, their systems and programmes so as to oversee quality assurance systems at the universities and in the process leading to new institutions to be registered to operate in Tanzania, and the existing institutions to be accredited, and validation of university qualifications attained from local and foreign institutions for use in Tanzania".[23] Currently the TCU has accredited 37 fully-fledged universities, 15 university colleges and 21 centres and institutes.

- Second, it plays a supportive role which includes universities, (15 university colleges and 21 centres and institutes) in overseeing QA systems at the universities and in the process leading to new institutions to be registered, offering training and other sensitisation interventions in key areas like QA, university leadership and management, fund raising and resources mobilisation, gender aspects in university management and gender mainstreaming.[24]

- Third, it performs an advisory role that entails 'advising government and the general public on matters related to the higher education system in Tanzania, including programme and policy formulation on higher education, and the international issues pertaining to higher education'.[25]

The team has also established from the interviews that, in its relation to government, higher education institutions and other stakeholders, the TCU could well be described as a semi-autonomous organisation.

Legislation, regulations and guidelines on norms and standards for quality of higher education

In consultation with its key stakeholders, the TCU has developed general guidelines and minimum standards in order to: (i) harmonise and rationalise university governance units to operate in a cost-effective manner; (ii) standardise the criteria for academic staff recruitment, appointment, appraisal and promotion and workload distribution; (iii) standardise the criteria for harmonisation of various programmes and awards offered by university institutions in

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[23] TCU. Universities Act (Chapter 346 of the Laws of Tanzania). Roles of TCU.
http://www.tcu.go.tz/index.php/about-us
[24] Ibidem.
[25] Ibidem.

Tanzania; (iv) standardise the criteria for postgraduate training to ensure that the learning outcomes of programmes are harmonised and the graduates are competitive; and (v) standardise the criteria and procedures to facilitate the mobility of students across institutions and programmes within and outside Tanzania.[26] Concerning postgraduate training, minimum standards have been set for key qualifications (postgraduate diploma, academic master's degrees, professional master's degree, professional doctoral degrees, and academic doctoral degrees), supervision, training resources and human resources, including acceptable staff/student ratios[27].

The TCU has thus put in place a comprehensive set of guidelines on norms and standards for monitoring quality in higher education.

Resources, management and implementation capacity

The TCU operates with three directorates under the Executive and Deputy Executive Secretaries. These include the Directorate of Accreditation and Quality Assurance (with an Accreditation and QA Unit), Directorate of Grants, Finance, Human Resources and Administration (with a Grants and Finance, and Human Resources and Administration Unit), and Directorate of Admissions and Documentation (with an Admissions and Documentation Unit). A Legal Unit, an Internal Audit Unit and a Procurement Management Unit are attached to the office of the Executive Secretary.

A Planning Unit, Gender Unit, Research Unit, ICT Unit, and University Services Coordinating Unit are attached to the office of the Deputy Executive Secretary. Unfortunately this impressive structure faces serious staffing problems that constrain the TCU's ability to fully perform its roles and responsibilities. As far as the QA of postgraduate programmes is concerned, the TCU exercises its executive responsibilities through the Directorate of Quality Assurance and Accreditation (in liaison with the Directorate of Admissions and Documentation). This directorate comprises seven staff members (the director, plus QA and accreditation officers), of whom three staff members are undertaking their doctoral studies.

Organizational efficiency is highly dependent on the human resources capacity and its ability to implement institutional mission and functions. Availability of well qualified staff with a clear vision of the institutional goals play an important role. The team has observed that out of the 23 positions envisaged in its establishment several of these have remained vacant for a long time, which has impacted negatively on its performance. The TCU has also found it difficult to retain some of its specialized staff.

Funding

The TCU receives 40% of its funding from government, 50% from fees charged for services and student admissions and 10% from grants for special projects from development partners. The TCU coordinates university student admissions through a central admissions system. Another source of income is the fees for registration of HEIs for institutional accreditation,

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[26] Tanzania Commission for Universities (TCU). 2014. Quality Assurance – General Guidelines and Minimum Standards for Provision of University Education in Tanzania. 2nd Edition. Dar es Salaam : TCU.

[27] Tanzania Commission for Universities (TCU). 2014. 'Minimum Standards for Postgraduate Training'. In Quality Assurance – General Guidelines and Minimum Standards for Provision of University Education in Tanzania. 2nd Edition. Dar es Salaam : TCU.

programme accreditation and quality audit. The World Bank, Carnegie Corporation, the Netherlands University Foundation for International Cooperation (NUFFIC) and the United Nations Educational, Scientific and Cultural Organization (UNESCO) have provided external funding for improving science and technology, capacity building and harmonisation of programmes. The TCU acknowledges that this is an area that remains unexplored.

Implementation processes and activities

The progress made by the TCU can be identified at different levels. In this regard, the TCU has developed four new management systems.

1. A document management system (DMS), an electronic system for tracking, managing and storing documents to be used internally by TCU staff, which will improve considerably its administrative work.
2. An online Programme Management System (PMS) facilitating the application and review processes. PMS is to replace the manual system previously in use in submission of proposed programmes for validation and approval by the TCU. It enables universities to upload their new programmes online, using user names and passwords to access the system. Through PMC, the TCU, universities, experts and professional bodies will be able to share views and get suggestions or comments from each other in programme assessments.
3. A Commission Resolutions Management System (CRMS) conveying resolutions and decisions made by the TCU Commission (final decision-making organ) to all registered universities. For this purpose, registered universities have been given user names and passwords to access the system.
4. The Foreign Awards Assessment System (FAAS) used by TCU staff to assess foreign awards submitted online. The applicant has to submit certified copies of certificates and relevant attachments online. When the assessment is ready the applicant is notified through e-mail. [28]

The progress made by the TCU can also be measured against the development of QA tools. These include:

- Minimum Guidelines and Norms for Governance Units;
- Minimum Guidelines for the Harmonisation of Awards offered in Tanzania;
- Credit Accumulation and Transfer General Guidelines;
- Employment, Staff Performance Review and Career Development;
- Minimum Standards for Postgraduate Training;
- Practical Training Framework; and
- University Qualifications Framework (UQF).

It is worth noting the development of the National Qualifications Framework (NQF) as well as the UQF to facilitate the processes of vertical and horizontal articulation of qualifications. The UQF has a structure based on learning outcomes and on a consistent nomenclature, qualification descriptors and credit levels and qualifications. It is anticipated that this will

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[28] Setta, M. (2013). Some new developments at Tanzania Commission for Universities. Presentation at MUHAS-OHCEA quality assurance workshop. Millennium Sea Breeze Hotel, Bagamoyo 8th August 2013.

facilitate the mobility of students across institutions and programmes in Tanzania and the whole of East Africa. In practice, the team was able to establish that efforts have been undertaken at UDSM, MUHAS and ARU to align their programmes with the UQF, particularly with reference to new ones. The challenge remains to extend these developments to all existing postgraduate programmes.[29]

The TCU has also engaged universities in the regulation of the fees structure to promote equity and access in higher education through the implementation of the Student Unit Cost Framework introduced in 2013. It was aimed to prevent institutions from increasing their fees on the pretext that the running cost was high, or from charging different fees for similar degree programmes as well as to deal with rocketing fees from private institutions.[30] The team was considerably impressed by the benefits of this commendable measure for university students in Tanzania. However, during the interview with TCU staff it was revealed that the implementation of this framework is still incipient.

At the programme level, the TCU has made its mark through presence in Senate meetings, training of academic staff for institutional and programme evaluations, induction of staff into its competence-based curriculum framework. Unfortunately the team was unable to establish the exact numbers of academic staff who participated in these activities. There seems to be a need to make the process of recruitment of academic staff from the universities transparent and based on explicit and agreed upon selection criteria. The contribution of the TCU to QA and accreditation in Tanzania can be seen in the following domains:

- Programme accreditation that minimises quality discrepancies between programmes offered locally and those offered abroad;
- Institutional assessments that draw attention to the importance of benchmarking in all aspects concerning the universities' academic projects;
- Regulation of admission procedures to ensure equity and to avoid the potential for lowering of standards and criteria in admissions;
- Regulation of staff recruitment, promotion procedures and employment of part-time staff to prevent employment of unqualified and incompetent senior staff and neglect of research;
- Evaluation and validation of credentials obtained outside the country to reduce discrepancies between local and internationally recognised qualifications; and
- Regulation of teaching resources by setting minimum standards for human and other resources for an institution to run higher education courses.

Tanzania Commission for Universities' views about its mission, capacity and contribution

Having developed most of the envisaged QA instruments and relatively healthy relations with government and HEIs, there is an expression of confidence and a display of positivity among TCU staff about future prospects, although there is some concern about the availability of resources, given the scope of work at TCU. As already indicated, the TCU is currently performing functions beyond its QA mandate such as overseeing the implementation of

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[29] See the chapter on Assessment of Postgraduate Programmes.

[30] Terms of Reference (tor) for review and up-dating of student unit cost for academic programmes in higher education in Tanzania.

equity and gender policy, research, capacity building for university management, budget coordination, and the implementation of the Student Unit Cost Framework.

Regional cooperation

Nationally, the TCU works closely with several government and private agencies whose activities have close connection to its activities, namely Tanzania Education Authority (TEA), Higher Education Students Loan Board (HESLB), the National Council for Technical Education (NACTE), Tanzania Commission for Science and Technology (COSTECH), and Tanzania National Business Council (TNBC). The TCU also draws on the support provided by its regional body, the IUCEA, which as already indicated has played an important role in the development of the TCU's QA tools, the training of staff and promotion of regional collaboration. Given its demonstrated significance to the development and implementation of country-specific QA systems, regional collaboration can only be consolidated in the East African region. It is worth mentioning that the TCU has also strong ties with other QA networks in Africa and internationally, including the Association of African Universities (AAU), International Network for Quality Assurance Agencies in Higher Education (INQAAHE), and the Inter-University Council for East Africa (IUCEA). It has also managed to establish networks with funding agencies such as the Commonwealth of Learning and the Carnegie Corporation of New York.
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Assessing the Tanzania Commission for Universities against the International Network for Quality Assurance Agencies in Higher Education Guidelines of Good Practice

The INQAAHE has set Guidelines of Good Practice for external QA agencies. The guidelines are meant to promote good practice and to assist an agency to improve its performance on the basis of its own experience. The review team decided to establish whether the TCU complies fully, substantially, partially, or fail, to meet the INQAAHE's guidelines[31] with reference to two critical dimensions analysed in the table below.

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[31] See details in the compliance assessment tables

Table 1: TCU compliance with INQAAHE Guidelines of Good QA Practice

TCU - TANZANIA			
	GUIDELINE	**ASSESSMENT**	**COMMENT**
1. Governance of the TCU	The EQAA has a written mission statement or set of objectives that takes into account the cultural and historical context of the EQAA. The statement explicitly provides that external QA is a major activity of the EQAA, and it requires a systematic approach to achieving the mission or objectives of the EQAA. There is evidence that the statement of objectives is implemented pursuant to a practical management plan that is linked to EQAA resources. The ownership and governance structure is appropriate for the objectives of the agency.	The TCU complies fully with this guideline	It has a written mission statement, clearly aligned with national priorities, which identifies QA as its major activity. It has the mandated with the responsibility of quality and of QA for higher education in Tanzania. It governance and organisational structure make is well suited for it to achieve its objectives. It requires however more qualified staff.
2. Resources	The EQAA has adequate and accessible human and financial resources to conduct external evaluation effectively and efficiently in accordance with its mission statement and its methodological approach. The EQAA's resources are also adequate for the appropriate development of the agency.	It meets minimum requirements in terms of budget and staff	It has experienced a high turnover and some difficulties in recruiting qualified staff. In spite of this, it manages to minimally meet its objectives to the satisfaction of stakeholders. It also requires a clearer definition of roles and expectations, as well as induction practices for new staff.
3. QA of the TCU	The EQAA has a system of continuous QA of its own activities that emphasises flexibility in response to the changing nature of higher education, the effectiveness of its operations, and its contribution towards the achievement of its objectives. The EQAA conducts internal self-review of its own activities, including consideration of its own effects and value. The review includes data and analysis. The EQAA is subject to external reviews at regular intervals. There is evidence that any required actions are implemented and disclosed.	This aspect requires considerable attention	From a developmental perspective, the TCU requires a continuous mechanism for internal QA: feedback from institutions, surveys, commissioned research studies. It produces annual reports and its basic documentation is well organised. One possibility for external reviews at regular intervals to be discussed at the regional level could be for IUCEA to play a role in this regard, similar to ENQA in Europe. Another mechanism would be to regularly apply for a review against the INQAAHE Guidelines of Good Practice.

4.Reporting public information	The EQAA informs and responds to the public in accordance with applicable legislation and the cultural context of the EQAA. This includes full and clear disclosures of its relevant documentation such as policies, procedures and criteria. The EQAA also demonstrates public accountability by reporting its decisions about HEIs and programmes. The content and extent of reporting may vary with cultural context and applicable legal and other requirements. If the external evaluation leads to a decision about the higher education institution or programme, the procedures applied and the criteria for decision-making are public, and the criteria for review are transparent, public, and ensure equality of treatment. The EQAA also discloses to the public the decisions about the EQAA resulting from any external review of its own performance.	It has also made progress towards meeting this guideline	It makes full and clear disclosure of relevant documentation, criteria and procedures through publications and its website. It should consider however making all decisions about accreditation and programme review public. For example institutions are not always fully aware of the criteria for the selection of evaluators, and it would be helpful to develop some sort of protocol that clearly spells out the commitments and obligations of both parties (the TCU and the institutions).
5. The Relationship Between the EQAA and HEIs	The EQAA: • Recognises that institutional and programmatic quality and quality assurance are primarily the responsibility of the HEIs themselves; • Respects the academic autonomy, identity and integrity of the institutions or programmes; • Applies standards or criteria that have been subject to reasonable consultation with stakeholders; • Applies standards or criteria that have been subject to reasonable consultation with stakeholders; and • The relationship between the TCU and the institutions is healthy but the opportunities it offers have not been fully explored	It explicitly recognises that implementing quality is the responsibility of the institutions and respects their autonomy. However, there is no evidence that criteria were developed with ample consultation with representatives from all types of HEIs.	Given the constraints and the challenges faced by both the TCU and the institutions, its approach could put also strong emphasis on quality improvement, accountability as well as steering towards self-regulation and self-accreditation.
6. The EQAA's Requirements for Institutional/Programme Performance	The EQAA has documents that indicate clearly what the EQAA expects of the institution. Those expectations (which may for example be called standards or factors or precepts) are appropriate for the core activities of an institution of higher education or programme. The standards should explicitly address all areas of institutional activity that fall within the EQAA's scope, such as teaching, learning, and research. Community work, etc. and necessary resources such as finances, staff/faculty, and learning resources. Standards may refer to specific areas, levels of achievement, relative benchmarking and types of measures, and may provide general guidelines. They may also include specific learning goals.	The TCU has dealt with this issue with a great deal of hesitance that requires review	Programme reviews and re-accreditation as required by the Act have not been complied with. TCU must ensure that the requirements, criteria and procedures in this regard are clear and properly considered by institutions.

7. The EQAA's Requirements Institutional Self-Evaluation and Reporting to the EQAA	The documentation concerning self-evaluation explains to the institutions of higher education the purposes, procedures, process and expectations in the self-evaluation process. The documents also include the standards used, the decision criteria, the reporting format, and other information needed by the higher education institution. Typically, an EQAA review process includes a self-evaluation through self-study by the institution or programme, external peer review, and a follow-up procedure. As necessary and appropriate, the EQAA guides the institution or programme in the application of the procedures of the QA process, such as self-evaluation, external review, or solicitation of assessment/feedback from the public, students, and other constituents.	Very limited activity (in self-evaluation) compared to programme accreditation	There is a clear manual, which provides institutions with the necessary information to prepare their self-evaluation including the criteria that will be applied, and the need for supporting documentation. However, beyond a number tracer studies undertaken in some institutions, no programme reviews take place on a regular basis in the three universities.
8. The EQAA's Evaluation of the Institution and/or Programme	The EQAA has clear documentation concerning the external evaluation that states the standards used, assessment methods and processes, decision criteria, and other information necessary for external review. The EQAA also has specifications on the characteristics, selection and training of reviewers. The EQAA's system must ensure that each institution or programme will be evaluated in an equivalent way, even if the external panels, teams, or committees (together, the "external panels") are different. The system ensures that: • The external reviewers meet the EQAA specifications, and the external reviewers are adequate to the tasks to be accomplished. • External reviewers have no conflicts of interest. • External reviewers receive necessary training • External reviewers' reports are evidence-based and clear, with precisely stated conclusions. When practicable, the EQAA should include at least one external reviewer from another country or jurisdiction in the external panel.	Very limited for evaluation of programmes but not for the evaluation of institution	Taking its capacity into consideration, the TCU should pay more attention to institutional and programme self-evaluation as instruments for quality improvement. Programme reviews should also be implemented at the end of the programme cycle at least on selective manner as a requirement of the re-accreditation process.

9. Decisions	The EQAA evaluations address both the higher education institution's own self-assessment and external reference points, such as judgements by knowledgeable peers or relevant legislation. An EQAA must be independent, i.e. it has autonomous responsibility for its operations, and third parties cannot influence its judgements. The EQAA's decisions must be impartial, rigorous, thorough, fair, and consistent, even if different panels make the judgements. Consistency in decision-making includes consistency and transparency in processes and actions for imposing recommendations for follow-up action. The EQAA's reported decisions are clear and precise. When the EQAA advises the government or other public bodies, the decisions made by each agency should be made as independently as practicable.	The TCU does not appear to be firm in its decisions particularly when they concern regulated programme review requirements	There is certain degree of dissatisfaction with the way in which decisions are communicated, particularly concerning the change to competence-based curriculum.
10. Appeals	The EQAA has appropriate methods and policies for appeals. Appeals should be conducted by reviewers who were not responsible for the original decision and who have no conflict of interest, but appeals need not necessarily be conducted outside the EQAA.	Although the TCU appeared open to any dispute through conflict resolution mechanisms, there was not evidence of a clear methods and policies for appeals	A transparent code of rules and procedures for appeals could enhance the TCU image vis-à-vis higher education institutions
11. Collaboration	The EQAA collaborates with other EQAAs, if possible, in areas such as exchange of good practices, capacity building, review of decisions, provision of transnational education, joint projects, and staff exchanges.	Considerable experience but could be further enhanced.	The TCU's experience in international collaboration and integration of demonstrated standards of practice is highly commendable
12. Transnational /Cross-Border Higher Education	The EQAA has policies relating to both imported and exported higher education. These policies may be the same as those for domestic providers and domestic provision. In formulating its policies and practices, the EQAA should consider relevant guidelines issued by international agencies and other associations. All EQAAs should consult with appropriate local agencies in the exporting or importing countries, although this might not be possible or appropriate in situations such as those involving distance learning or small enrolment.	The TCU has demonstrated experience and commitment to integration of relevant guidelines promoted by international agencies and associations (e.g. the International Network for Quality Assurance Agencies in Higher Education - INQAAHE, and the Inter-University Council for East Africa - IUCEA)	International collaboration is a particularly commendable aspect in the experience of the TCU. This is encapsulated in its vision, which is "To be a world-class higher education regulatory agency for the systematic growth and excellence of university education in Tanzania." Or its mission, which is The TCU Mission is "To promote accessible, equitable and harmonized quality university education systems that produce nationally and globally competitive outputs".

Review team's analysis and conclusions: key issues

With regard to the advisory and regulatory roles, the TCU has generally been successful. It has influenced government to implement strategies that have benefitted the higher education system such as the provision of scholarships for staff development and the harmonisation of the fees structure. It has developed a credible system of quality assurance and QA guidelines for higher education. It has been urging institutions to develop their own QA mechanisms, especially concerning postgraduate training and research. In terms of its supportive role to HEIs, its presence is felt in Senate meetings, in the training of academic staff on QA guidelines, in the registration of programmes, the implementation of University Qualifications Framework as well as curriculum restructuring. It is however at this level that a more strategic and coordinated efforts are required for effective quality promotion in postgraduate training. The TCU has played active role in regional collaboration with positive national repercussions.

Critical governance challenges

The TCU has developed a governance structure that can adequately be described as semi-autonomous with demonstrated performance in its advisory role to government, and regulatory and supportive roles to HEIs. An aspect worth highlighting in this regard is the fact that good governance can have *generative effects*. It is what seems to have enabled the TCU to add additional functions to its initial agenda:

- The responsibility for ensuring equitable access and admissions to HEIs irrespective of gender, race, religion or economic status;
- Student admissions;
- Harmonisation of the fees structure;
- Capacity building for senior university management (from heads of department to Vice-Chancellors);
- The responsibility for overseeing transfers between institutions;
- Public universities' budgets coordination in coordination with the ministry responsible for higher education; and
- Provision of scholarships through the Ministry of Education and Vocational Training (such as the DAAD scholarship for PhD programmes)

However, such developments pose serious challenges. Its physical infrastructure is increasingly becoming too congested, particularly considering that it runs a central admissions unit.

Gender and equity issues

Explicit in the TCU's mandate is the need to ensure that 'there are specific measures for each programme to broaden access and ensure equity in order to promote gender balance where one gender appears to be under represented in a particular discipline', to address educational challenges of people with special needs, and to address other educational challenges associated with socioeconomic factors. (Universities Act 2005: p.16, p.25). As indicated in the previous section, its role in this regard has been significant. In its Rolling Strategic Plan 2009/10-2013/14, the TCU set as its goals to increase higher education participation rate from 3% in 2008/2009 to 12% by 2014, and female students enrolment from 31.8% in 2007/2008 to at least 40% by the year 2014, through its improved equitable access and

coordination of student admission.[32] Throughout the interviews, the TCU management was adamant that these targets have been achieved: "there are measurable outcomes in institutional student profiles. However, the team's assessment is that the TCU's approach to gender and equity issues seems to be confined to statistical representation of female and male participants with no reference whatsoever to the higher education content.

External evaluation and self-evaluation

The TCU is entrusted by the Universities Act with the power to require a 'university to conduct a self-study and academic audit covering the institution in general and the programmes and awards of the institution in particular and prepare and submit the report in the manner as may be prescribed'.[33] The institutions are also required by the Act 'to conduct self-assessment for the purposes of reaccreditation after every five years; conduct programme review after the completion of the programme cycle, normally within three, four or five years depending on the duration of the programmes; and comply with any other requirements as may be issued by the Commission from time to time'.[34] While there is compliance concerning the accreditation requirement of new institutions and programmes, expectations for re-accreditation are varied:

- The majority have remained silent on external programme review or do not see it as a regulatory requirement.
- Some university departments expect a more participatory and less prescriptive process.
- Where the departments recognise the necessity of programme review for re-accreditation, cost appears to be the main stumbling block.

The team's assessment from the interviews is that TCU itself needs mechanisms of self-assessment, which do not seem to exist. The question also remains on who should assess the assessor.

Promotion of institutional QA culture

Quality promotion can be defined 'as a set of advocacy, dissemination and research activities that have as their main goal the infusion of an ethos of quality in the three core functions of higher education, namely teaching and learning, research, and community engagement, including the development of a greater understanding of the different elements of quality among higher education stakeholders' (HEQC 2008, 37-38). Thus quality promotion in the core functions of institutions can include:

- Developing good practice guides on various issues;
- Promoting programmes to improve teaching and learning;
- Promoting discussion and awareness of QA issues among those who are formally responsible for this function at their institutions;
- Training in QA in institutions (self-evaluation, institutional audits, report writing, etc.);

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[32] Tanzania Commission for Universities (TCU). Rolling Strategic Plan 2009/10-2013/14. October 2009.

[33] Universities Act (Chapter 346 of the Laws of Tanzania), p.9.

[34] Ibidem.

- Promoting student involvement in quality issues; and
- Promoting networking opportunities in QA.

While there have been several quality promotion activities with university staff (e.g. workshops on the curriculum framework), it does not appear that these have been strategically coordinated. There does not appear to be a clear plan and programme from the TCU for how institutional quality should be promoted. The team acknowledges, however, that some coordinating practices are in place (regular meetings, training support, seats on each other's boards, presence in Senate) and that the relationship between the QA agencies and the universities is collegial.

Clarity in communication and directives

Concerns were raised during the interviews with university stakeholders about lack of clarity and vagueness in some of the guidelines. This is particularly highlighted with regard to the implementation of the competence-based curriculum, where some academic staff appear underprepared and require more guidance from the TCU. As already indicated, clarity is also required around the question of roles and responsibilities of the TCU, and the legal responsibilities of the institutions in so far as postgraduate programme reviews and self-evaluations are concerned. Perhaps more firm approach is required beyond: "we make them knowledgeable about what they are going to do, and we give them tools and criteria"; we make them understand the value of evaluation, but not through coercive measures".

Regional cooperation

The TCU also offers an exemplary case of how regional collaboration can contribute to institutional affirmation in terms of capacity building, knowledge sharing and quality enhancement. The TCU has historically inherited a rich legacy of collaboration with other QA agencies particularly in the context of the East Africa Inter-University Council. However, there is scope for enhanced collaboration between the QA national agencies in East Africa given the similar challenges related to the rapid expansion of higher education. It can be extended to other QA agencies in other African countries and other regional networks for Africa (AFRIQAN), as well as the INQAAHE. The team is of the view that the TCU should strengthen its facilitative role in this regard.

Assessing QA systems for postgraduate education in Mozambique

Mozambique went through three stages in its history, all with some bearing on how the QA system was established. University education in Mozambique was only established towards the end of the *colonial period* in the 1960s under the name General University Studies of Mozambique (EGUM), which offered academic programmes in Education, Medicine, Agronomy, Veterinary Sciences as well as Civil, Electrical and Chemical Engineering. Around 1968, EGUM became the University of Lourenço Marques (ULM). Its programmes were expanded to include Applied Mathematics, Physics, Chemistry, Biology and Geology, as well as Roman Philosophy, History, Geography, Economics and Metallurgical Engineering. At the time of independence in 1975[35], only 40 black Mozambicans students

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[35] Langa, P. V. (2014). The role and functions of higher education councils and commissions in Africa: A case study of the Mozambique National Council on Quality Assurance in Higher Education (CNAQ). Cape Town: CHET/HERANA

(representing less than 2% of the overall number of students) attended the ULM.[36] In 1976, ULM was renamed University Eduardo Mondlane (UEM).[37] In 2013, UEM had reached a total of 34,497 students of which 11,546 were female.[38]

The *socialist period* from independence in 1975 to 1986 was marked by experiments in socialism which inaugurated a politically, ideologically and administratively highly centralised higher education system.[39] It was followed by the *multi-party democracy and free market phase* covering the period from 1986 to date, which represents a fundamental socio-political and economic re-orientation with profound implications for the Mozambican higher education system. The liberalisation of the higher education sector provided an opportunity for expansion, diversification and differentiation, opening doors to private or non-governmental participation in the provision of higher education, and introduced the principles of autonomy and academic freedom in higher education. From 1999 to 2008, 14 new public HEIs were established, increasing the overall number of public institutions from three to 17. There are currently over 49 HEIs in Mozambique comprising universities (of which four are public), polytechnic institutes, academies (military and police), colleges (tourism, marine sciences, nautical and nursing) and institutes.[40] The largest institution is the Pedagogic University with over 50,000 students. Student enrolment grew from less than 5,000 to more than 110,000 students by 2012.[41]

The establishment of the National Council on Quality Assurance in Higher Education

In Mozambique the government had to deal urgently with a multiplicity of challenges affecting higher education while simultaneously dealing with entrenched centralised governance traditions. This manifested itself in at least two ways in terms of QA processes: (i) overlapping coordination and regulatory bodies; and (ii) central legislation for a QA system, which left limited space for the newly established National Council on Quality Assurance in Higher Education (CNAQ) to take action. In 2007, Mozambique introduced the National System of Accreditation Evaluation and Quality Assurance of higher education (SINAQES) as a system of standards, procedures and mechanisms to regulate higher education quality and ensure the delivery of quality services from all actors and stakeholders.[42] SINAQES covers three main domains referred to as 'sub-systems', namely the *sub-system of self-evaluation* to be undertaken by individual institutions, the *sub-system of external evaluation* and the *sub-system of institutional and programme accreditation* under the responsibility of CNAQ.[43]

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[36] Langa. (2014). The role and functions…,p.6.

[37] Langa (2014). The role and functions…, p.6.; Mário M, Fry P, Lisbeth L and Chilundo A (2003) *Higher Education in Mozambique*. Oxford: James Curry

[38] UEM. (2014). Relatório de Actividades e Finançeiro de 2013. Maputo: CIEDIMA, p.18.

[39] See M. Cross, *Unfulfilled Promise – Changing Schools in Mozambique*. Organization for Social Science Research in Eastern and Southern Africa (OSSREA). 2011.

[40] Ministry of Education statistics.

[41] WEF (2012) *The Global Competitiveness Report 2012–2013*. Geneva: World Economic Forum

[42] UEM. (2013). Manual da Auto-Avaliação dos cursos. Maputo: UEM: Gabinete para a Qualidade Académica, p.8.

[43] Wangenge-Ouma G. and Langa P.V. (2010) 'Universities and the Mobilization of Claims of Excellence for Competitive Advantage'. *Higher Education*, 59 (6): 749–764.

SINAQES goals are:

i.   to develop and promote the principles and culture of consistent quality of services provided by institutions of higher education;
ii.   to identify, develop and implement standards and quality indicators;
iii.   to inform society about the quality of teaching in HEIs;
iv.   to assist in identifying problems in higher education and to outline mechanisms and policy proposals for their resolution; and
v.   to contribute to the integration of Mozambican higher education with the region and the world.

SINAQES offers standards, mechanisms and procedures to be used by tertiary institutions for self-evaluation, and for external review, with a view to accreditation or re-accreditation. It provides general guidelines for the execution of these tasks, including key evaluation indicators as well as principles for self-assessment, namely participation of stakeholders, transparency, regularity, dissemination, and commitment from the institutional management, reliable and valid information and effective utilisation of the results. It makes programme evaluation a legal requirement.

The National Council on Quality Assurance in Higher Education: its mandate.

The National Council on Quality Assurance in Higher Education (CNAQ) was established in 2007 as SINAQES' implementing agency with the following mandate:

- To approve the regulations for assessment and accreditation and to submit them to the higher education minister for approval;
- To approve the technical standards, guidelines, instructions, procedures and mechanisms of evaluation and accreditation in consultation with HEIs and other stakeholders;
- To carry out external evaluations and accredit programmes in higher education;
- To define and approve SINAQES strategies, programmes and operational plans;
- To submit its own procedures and rules of operation to the higher education minister for approval; and
- To promote quality in higher education in collaboration with similar institutions in the world.

CNAQ is thus the body responsible for the interpretation and implementation of SINAQES and as such accountable to the minister responsible for higher education. It has been entrusted with the task of ensuring the harmonisation, cohesion and credibility of the National Accreditation and Quality Assurance System.[44]

The question of institutional autonomy

Currently, higher education in Mozambique falls under DICES, under the Ministry of Education. The establishing Decree characterises CNAQ as an institution with legal *administrative and technical autonomy*, under the responsibility of the minister who

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[44] Council of Minister's Decree Nr. 63/2007 of the 31st of December 2007.

supervises the area of higher education [*Our emphasis*]. Besides CNAQ, Mozambique has a number of statutory bodies with considerable influence on quality issues in higher education, namely the Council on Higher Education (CES), the National Council on Higher Education (CNES), the Council of Rectors of Mozambique (CRM) and the National Council on Quality Assurance in Higher Education (CNAQ).

CES, CNES and CNAQ have specific functions and mandates as higher education governing and regulatory bodies, some of which tend to overlap. The CES's mandate includes (i) regularly reviewing the development, opportunities and constraints of the sector; (ii) proposing the basis for an academic credit system; and (iii) analysing issues related to academic mobility.[45] CNES is a much larger body comprising representatives from various sections of government, CES, research institutes and other HEIs, business associations and civil society. It evaluates policy implementation progress, and makes recommendations to the Council of Ministers on the establishment of new HEIs, and the review of the titles and degrees of academic staff. To a large extent, CNES mediates the accreditation role of CNAQ. CRM operates as a buffer organisation between HEIs and government.

Our interviews with CNAQ and the national directorate pointed to the complex and relatively undefined interface of CNAQ with these other bodies. It emerged from the interviews that there is no consensus about the interpretation of the lines of accountability linking CNAQ to these upper structures, nor any definition of its role in relation to them. This limits the role of CNAQ particularly in decisions concerning the establishment of new HEIs. CNAQ is highly dependent on government in its governance, management, financing and decision making.

Legislation, regulations and guidelines on norms and standards for quality of higher education

Besides the National System of Education Act No. 6/92 and the Higher Education Act of 1993, higher education in Mozambique is driven by the government's Five-Year Programme (2015–2019) and the Strategic Plan for Higher Education (2010-2020), replaced in 2015 by a New Five-Year Plan (*Plano Quinquenal do Governo* – PQG). These plans define access increments, quality improvement of education and strengthening of institutional capacity as the main vectors of action. The same can be said about the following legislation:

- *Decree 48/2010* regulates the licensing and operation of HEIs and sets minimum requirements to be met before these are allowed to operate (regarding material, human resources, finances and quality provision capacity, health and public security issues);
- *Decree 27/2011* regulates the inspection of HEIs;
- *Decree 29/2009* defines the strategy for the training of academic staff for higher education, covering such issues as: staff development; training plans of university lecturers; mechanisms to ensure the quality of graduates; harmony between the long-term development programmes and postgraduate training; graduate funding in specific areas (with emphasis on natural and technical sciences) and its allocation for special groups such as women and socially and economically vulnerable; and diversification of funding sources;
- *Decree 30/2010* approves and ensures the implementation of the regulations of the national framework of qualifications in higher education (QUANQES);

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[45] Law No. 27/2009 of September, Art. 11. See also *Regulamento do Conselho Nacional do Ensino Superior*. Boletim da República Numero 32, 13 de Agosto de 2010.

- *Decree 32/2010* sets the System of Accumulation and Transfer of Credits (SNATCA); and
- *Decree No. 64/2007* creates the National Council on Higher Education Quality Assessment, abbreviated as CNAQ, an "Implementing agency of the National System of Evaluation, Accreditation and Quality Assurance of Higher Education".

In Mozambique, the government prescribes in detail the norms, standards, criteria and principles that should guide self- and external evaluations as well as the accreditation processes. From the interviews, it appears that the primary task of CNAQ as the main implementing agency of SINAQES is to interpret and translate these into a workable QA framework. Thus these have been translated into several important documents, namely Guidelines for the Assessor of CNAQ (*Guião de conduta do avaliador do CNAQ*), Guidelines for self-evaluation (*Guião de auto-avaliação*) and Guidelines for Reporting (*Guião do relatório CAE*). Guidelines and minimum standards for postgraduate training are still to be developed, though UEM has developed its own guidelines.

Resources, management and implementation capacity

According to its legal statutes, CNAQ's executive leadership comprises a president, three directors with executive functions and five non-executive members. The prime minister appoints the president of CNAQ. The minister responsible for higher education appoints the three executive directors and the five non-executive members. Demonstrated management and leadership experience, and a doctoral degree, are required for appointments at the executive level.[46] In total there are meant to be 53 staff members including the board of executive and non-executive directors, experts and different levels of support staff, functioning as the organisation's secretariat. Currently CNAQ has 36 staff appointed of which 10 occupy management and administrative positions and 25 specialist and technical positions. CNAQ is still to appoint three executives directors out of five.

CNAQ operates with four organic directorates: Directorate of External Evaluation responsible for coordination of external evaluation; Directorate of Accreditation, Licensing and Statistics, which documents the evaluation processes, including relevant statistics as well as the issuing of accreditation certificates; Directorate of Promotion of SINAQUES that supports HEIs in the development of evaluation capacity and in activities related to quality promotion; and Administrative and Finance Department, which provides administrative, secretarial and technical support.

Funding

CNAQ depends mainly on government funding for its operations. The World Bank and the Dutch higher education aid agency Nuffic, through its Netherlands Initiative, have funded CNAQ under the Capacity Development in Higher Education (NICHE) project associated to the Centre for Higher Education Policy Studies (CHEPS) at the University of Twente in the Netherlands. CNAQ does not charge any fees to HEIs, but these will be required by law to contribute towards its budget in the future by paying for institutional and programme accreditation.

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[46] CNAQ statutes, Decree No. 64/2007 of 31 December.

Table 2: CNAQ's Budget

Sources	2010	2011	2012	2013
State budget	USD6 974	USD76 726	USD789 432	USD983 071
World Bank	-	USD150 000	USD350 000	USD200 000
Nuffic-NICHE	USD55 529	USD65 302	USD765 978	USD251 423

Source: Langa 2014

While external funding has played a significant role in CNAQ's experience, the important aspect is that government funding has increased considerably and government, which demonstrates firm national commitment to higher education quality assurance, now largely funds CNAQ.

Implementation processes and activities

CNAQ has completed the recruitment of the required personnel, has drafted the rules and procedures for the implementation of the National Accreditation and Quality Assurance system and various other documents/manuals for technical guidance on the implementation of criteria for evaluation and accreditation of HEIs and programmes. So far CNAQ has already identified a pool of 15 academics of high reputation from which eight were selected to drive the intervention of this institution within the higher education sub-sector. It has also completed the development of applicable norms and standards and minimal requirements. These include mission, management, curricula, faculty staff, students, technical and administrative staff, research and extension, infrastructure as well as institutional mechanisms used to collect and process information and to assess adherence to prescribed norms and standards, to ensure quality of higher education. It is still considering specific norms and standards for postgraduate studies.

Throughout 2010, CNAQ conducted a series of training seminars of internal evaluators in all 38 HEIs operating in the country. It has encouraged and monitored the establishment of internal QA units within HEIs. The training of internal evaluators, between April and October 2010, provided relevant information on the state of QA limitations within these institutions; and, the findings will be the basis of future CNAQ's interventions. As in the case of Tanzania, no figures concerning trainees were made available to the team.

So far CNAQ has completed a pilot study of 10 HEIs where 10 courses were evaluated. It has completed a comprehensive analyses of the data obtained and developed recommendations. In 2013, several training workshops were undertaken at national level to steer the self-evaluation processes. About 20 self-evaluation reports have been received from various institutions. However, no further evidence was obtained about the scope and the nature of these reports as the interviewees were reluctant to make them available to the team without permission of senior management, though DICES intervened on behalf of the team.

At UEM, CNAQ targeted three key areas: Medicine, Engineering and Education. The initiative triggered the process leading to the development of UEM's institutional QA system. In the words of an interviewee from CNAQ: "it was a matter of connecting the wagon to the train and proceeding safely with their journey; insofar as self-evaluation is concerned they seem to be on their own". It means that UEM appropriated the concept from CNAQ and

made it its own. CNAQ is also conducting a study to identify the needs and the problems encountered in matters concerning quality assessment. The exercise offers a unique opportunity for CNAQ to improve its self-evaluation guides with guidelines for both institutional and programme self-evaluation and external evaluation. These guides define the standards and criteria to be used in QA in higher education in Mozambique (CNAQ, 2013).[47]

QA agencies' views about their mission, capacity and contribution

Four important observations emerged for the interviews at CNAQ and DICES. DICES emphasised the fact that CNAQ is a very young organisation that, though established in 2007, it has been operating for only three years. Its experience must be interpreted against this background. Second, there is certainly in the directorate the assumption that CNAQ is an independent, autonomous institution from government, a status derived from the fact that the prime minister appoints its president. Such an assumption was not entirely shared by the staff interviewed at CNAQ. Third, both DICES and CNAQ share the view that CNAQ's role should not be confused with punishment but promotion and maintenance of quality in higher education. Fourth, the consensus among CNAQ's members is that UEM has appropriated the vision of CNAQ and seem to be running away with it without CNAQ. In their view, poor capacity within CNAQ contributes towards this attitude. Their declared attention is, however, more focused on the development of QA instruments and issues of quality in newly established HEIs.

Regional cooperation

In Mozambique, CNAQ has made no institutional arrangements to participate in regional collaboration with other QA agencies, except sporadic contacts with the CHE in South Africa. This can be explained by the fact that its main consultant worked for the CHE. The team's assessment is that CNAQ needs to pay more attention to the benefits of international collaboration. At the regional level, there is certainly a need to expand the work initiated by the Technical Committee on Certification and Accreditation in the development of the SADC Qualifications Framework.

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[47] UEM. (2013). Manual da Auto-Avaliação dos cursos. Maputo: UEM: Gabinete para a Qualidade Académica, Version 1; and 2014. Manual da Auto-Avaliação dos cursos. Maputo: UEM: Gabinete para a Qualidade Académica, Version 2.

Assessing CNAQ against the INQAAHE Guidelines of Good Practice

Table 3: CNAQ - Compliance with INQAAHE Guidelines of Good QA Practice

CNAQ - MOZAMBIQUE			
	GUIDELINE	**ASSESSMENT**	**COMMENT**
1. Governance of the CNAQ	The EQAA has a written mission statement or set of objectives that takes into account the cultural and historical context of the EQAA. The statement explicitly provides that external QA is a major activity of the EQAA, and it requires a systematic approach to achieving the mission or objectives of the EQAA. There is evidence that the statement of objectives is implemented pursuant to a practical management plan that is linked to EQAA resources. The ownership and governance structure is appropriate for the objectives of the agency.	CNAQ as an implementing agency of SINAQUES complies with this guideline.	It has a written mission statement, clearly aligned with national priorities, which identifies QA as its major activity. It has the mandate with the responsibility of quality and of QA for higher education in Mozambique. A matter of concern is the fact that lack of clarity about its governance and accountability lines in relation to the upper overlay of structures with related functions may constrain its ability to fully achieve its objectives. It also requires a clearer definition of roles and expectations, as well as induction practices for new staff.
2. Resources	The EQAA has adequate and accessible human and financial resources to conduct external evaluation effectively and efficiently in accordance with its mission statement and its methodological approach. The EQAA's resources are also adequate for the appropriate development of the agency.	CNAQ meets acceptable requirements in terms of budget and staff.	More than the TCU, CNAQ has experienced a high turnover and some difficulties in recruiting qualified staff. In spite of this, it manages to minimally meet its objectives. CNAQ needs to elevate the level of professional confidence of its specialist staff through dedicated professional development and professionalisation around its core functions.
3. QA of the CNAQ	The EQAA has a system of continuous QA of its own activities that emphasises flexibility in response to the changing nature of higher education, the effectiveness of its operations, and its contribution towards the achievement of its objectives. The EQAA conducts internal self-review of its own activities, including consideration of its own effects and value. The review includes data and analysis. The EQAA is subject to external reviews at regular intervals. There is evidence that any required actions are implemented and disclosed.	This aspect requires considerable attention.	From a developmental perspective, CNAQ requires a continuous mechanism for internal QA: mechanisms for assuring the assurer. This requires access to feedback from institutions, surveys, or commissioned research studies into its practices. Regional collaboration offers strong possibilities for external reviews at regular intervals. Another mechanism can be to regularly apply for a review against the INQAAHE Guidelines of Good Practice.

4.Reporting public information	The EQAA informs and responds to the public in accordance with applicable legislation and the cultural context of the EQAA. This includes full and clear disclosures of its relevant documentation such as policies, procedures and criteria. The EQAA also demonstrates public accountability by reporting its decisions about HEIs and programmes. The content and extent of reporting may vary with cultural context and applicable legal and other requirements. If the external evaluation leads to a decision about the higher education institution or programme, the procedures applied and the criteria for decision-making are public, and the criteria for review are transparent, public, and ensure equality of treatment. The EQAA also discloses to the public the decisions about the EQAA resulting from any external review of its own performance.	There seems to be institutionalised legacies that militate against effective compliance with this guideline	A highly entrenched practice entails the principle that disclosure of any form of information requires authorisation or consent from the upper echelons of the institutional hierarchy. The team is of the view that CNAQ would improve its image and engagement with stakeholders by making full and clear disclosure of relevant documentation, criteria and procedures through publications and its website (the website is well conceptualised and designed but unfortunately it remains empty). Decisions concerning accreditation and programme review could be made public. CNAQ could also anticipate the challenges to be faced with programme reviews by developing and disclosing the criteria for the selection of evaluators, and the protocol that clearly spells out the commitments and obligations of CNAQ vis-à-vis the institutions.
5. The Relationship Between the EQAA and HEIs	The EQAA: • Recognises that institutional and programmatic quality and QA are primarily the responsibility of the HEIs themselves; • Respects the academic autonomy, identity and integrity of the institutions or programmes; • Applies standards or criteria that have been subject to reasonable consultation with stakeholders; and • Aims to contribute to both quality improvement and accountability of the institution.	The relationship between CNAQ and the UEM is healthy but the opportunities it offers have not been fully explored.	There is evidence that UEM used CNAQ's evaluation documentation to introduce its first round of course evaluations at the undergraduate level and develop its own self-evaluation manual. The perception within CNAQ is that they (UEM) appropriated the idea; they are running away with it, and CNAQ feels left behind. CNAQ explicitly recognises that implementing quality is the responsibility of UEM and respects its autonomy, it remains however constrained for lack of clarity about its role as SINAQUES implementing agency at institutional level. This is an area that must be explored for future collaboration and for enhancing its leadership.
6. The EQAA's Requirements for Institutional/Programme Performance	The EQAA has documents that indicate clearly what the EQAA expects of the institution. Those expectations (which may for example be called standards or factors or precepts) are appropriate for the core activities of an institution of higher education or programme. The standards should explicitly address all areas of institutional activity that fall within the EQAA's scope, such as teaching, learning, and research. Community work, etc. and necessary resources such as finances, staff/faculty, and learning resources. Standards may refer to specific areas, levels of achievement, relative benchmarking and types of measures, and may provide general guidelines. They may also include specific learning goals.	As indicated in the previous section, CNAQ has dealt with this issue with a great deal of hesitance that requires review.	Programme reviews at the postgraduate level as required by the Regulamento have not been complied with. There is however a plan from GA to start with programme reviews at this level. This offers an opportunity to CNAQ to ensure that criteria and procedures in this regard are clear and considered by UEM.

7. The EQAA's Requirements Institutional Self-Evaluation and Reporting to the EQAA	The documentation concerning self-evaluation explains to the institutions of higher education the purposes, procedures, process and expectations in the self-evaluation process. The documents also include the standards used, the decision criteria, the reporting format, and other information needed by the higher education institution. Typically, an EQAA review process includes a self-evaluation through self-study by the institution or programme, external peer review, and a follow-up procedure. As necessary and appropriate, the EQAA guides the institution or programme in the application of the procedures of the QA process, such as self-evaluation, external review, or solicitation of assessment/feedback from the public, students, and other constituents.	Very limited activity (in self-evaluation) compared to programme accreditation.	There is a clear manual, which provides UEM with the necessary information to prepare their self-evaluation including the criteria that will be applied, and the need for supporting documentation. On this basis, UEM has already developed its self-evaluation manual and there are ongoing discussions on how this should be used in the different programmes.
8. The EQAA's Evaluation of the Institution and/or Programme	The EQAA has clear documentation concerning the external evaluation that states the standards used, assessment methods and processes, decision criteria, and other information necessary for external review. The EQAA also has specifications on the characteristics, selection and training of reviewers. The EQAA's system must ensure that each institution or programme will be evaluated in an equivalent way, even if the external panels, teams, or committees (together, the "external panels") are different. The system ensures that: • The external reviewers meet the EQAA specifications, and the external reviewers are adequate to the tasks to be accomplished. • External reviewers have no conflicts of interest. • External reviewers receive necessary training • External reviewers' reports are evidence-based and clear, with precisely stated conclusions. When practicable, the EQAA should include at least one external reviewer from another country or jurisdiction in the external panel.	Very limited for evaluation of programmes but not for the evaluation of the institution	Taking its capacity into consideration, CNAQ should pay more attention to institutional and programme self-evaluation as instruments for quality improvement. At programme level, this could be implemented on selective manner to minimise the cost factor

9. Decisions	The EQAA evaluations address both the higher education institution's own self-assessment and external reference points, such as judgements by knowledgeable peers or relevant legislation. An EQAA must be independent, i.e. it has autonomous responsibility for its operations, and third parties cannot influence its judgements. The EQAA's decisions must be impartial, rigorous, thorough, fair, and consistent, even if different panels make the judgements. Consistency in decision-making includes consistency and transparency in processes and actions for imposing recommendations for follow-up action. The EQAA's reported decisions are clear and precise. When the EQAA advises the government or other public bodies, the decisions made by each agency should be made as independently as practicable.	The role of CNAQ in decision making remains a point of contention that warrants review	The question of autonomy has been embraced in the existing legislation, but remains a matter of contention due to the competing lines of accountability and lack of clarity about the interpretation of the functions and competencies of the different regulatory bodies. There is certain degree of dissatisfaction within CNAQ with its in upper echelons of decision making, particularly in what concerns the establishment and accreditation of new providers.
10. Appeals	The EQAA has appropriate methods and policies for appeals. Appeals should be conducted by reviewers who were not responsible for the original decision and who have no conflict of interest, but appeals need not necessarily be conducted outside the EQAA.	The team was unable to establish whether any conflict of interest has occurred warranting appeals	As it expands its work, CNAQ needs to develop a transparent mechanism for appeals.
11. Collaboration	The EQAA collaborates with other EQAAs, if possible, in areas such as exchange of good practices, capacity building, review of decisions, provision of transnational education, joint projects, and staff exchanges.	Considerable experience but could be further enhanced.	There is considerable scope for collaboration at regional level, which can be extended other QA agencies in other African countries and other regional networks for Africa (AFRIQAN), as well as the INQAAHE. Unfortunately this domain remains unexplored.
12. Transnational/Cross-Border Higher Education	The EQAA has policies relating to both imported and exported higher education. These policies may be the same as those for domestic providers and domestic provision. In formulating its policies and practices, the EQAA should consider relevant guidelines issued by international agencies and other associations. All EQAAs should consult with appropriate local agencies in the exporting or importing countries, although this might not be possible or appropriate in situations such as those involving distance learning or small enrolment.	The national credit accumulation and transfer system (SNATCA), establishes the principles, norms and procedures that regulate the award, accumulation and transfer of academic credits as well as student mobility. However decisions on these matters are under the discretion of individual institutions.	No evidence that CNAQ has played a role at this level.

Review team's analysis and conclusions: key issues

The team maintains that it is at advisory and regulatory levels that CNAQ has been largely constrained. As already indicated an overlay of structures with an overlap of responsibilities and the existence of government legislation that prescribes most activities assigned to QA agencies in other contexts leaves CNAQ with a limited role – that of a mere implementing agency as stated in the founding Decree. Another consequence of this overlay is the blurring of the lines of accountability to the different government departments that interface with CNAQ. CNAQ has nonetheless made considerable strides in the implementation of the National System of Accreditation Evaluation and Quality Assurance of higher education (SINAQES). It has developed credible self-evaluation guides for institutional use and it has engaged institutions in the development of their own QA manuals. The team notes however that CNAQ has not consistently and effectively worked with institutions in developing their guidelines and minimum standards. It is important that institutions and their practitioners see quality as their responsibility, and regard national QA agencies as their partners in their endeavours in the quality improvement domain.

Critical implementation challenges

While CNAQ has made considerable progress in a short period of time, the review team feels that its operations are constrained by a number of factors:

- *An overlay of coordination and regulatory bodies*. It is an overlay of coordination and regulatory bodies coupled with central legislation with bearing on the QA system, which leaves limited space of action for CNAQ. The team was struck during the interviews by a lack of clarity in the definition of roles and functions or conflicting interpretations of these in relation to those of other bodies (CNES and CES, etc.).

- *The question of organisational autonomy, powers and lines of accountability*. While CNAQ's president is appointed by the prime minister, CNAQ remains directly accountable to the minister in charge of higher education in all cases where the Act specifically requires the minister to give approval: the power to promulgate rules, regulations or statutes governing the exercise of various functions of the CNAQ, decisions concerning the accreditation of institutions, and the implementation of the minister's directions. CNAQ is also directly accountable to the prime minister in matters concerning higher education policy formulation and planning. Besides these two lines of accountability, CNAQ is also required to submit a comprehensive report on its operations to CES and CNES. Some of these structures have also decision-making powers on issues that fall under CNAQ's mandate. Under such circumstances, it appears that the power of CNAQ to determine its operations with independence is largely compromised. There needs to be a clear definition or interpretation of the mandate of CNAQ, the levels of authority assigned to it in the execution of its mandate, the expectations from key stakeholders and the lines of accountability.

- *Lack of professional confidence*. The team is concerned with what appears to be lack of professional confidence among CNAQ's staff, particularly for a more proactive engagement with the university staff in QA processes. The team is of the view that this problem can only be minimised with adequate selection and professional development of CNAQ's staff along its core functions. As with similar QA bodies operating under considerable financial and human resources constraints, a suitable

option for CNAQ lies in greater professionalisation of its staff with stronger specialisation in its line functions.

- *Inadequate physical infrastructure*. In his analysis of this aspect, Langa (2014), a former Executive Director of CNAQ, provides the following picture:

> *The CNAQ is currently housed in a building originally intended as a family home, which is clearly both unsuitable and inappropriate. There isn't sufficient office space, with the secretariat staff scattered between a cottage on the grounds and a small room on the twentieth floor of the MoE building; and meetings with more than 15 people have to take place in a rented conference room there too.*

The team saw no improvement or change in this regard.

Gender and equity issues

Although not articulated as part of its mandate, CNAQ's mission is also bound by the same principles. However, both members of the QA agencies and many university practitioners interviewed by the team appear to limit the understanding of gender and equity to demographics of staff and students, without linking the concept to teaching and learning practices, which are essential for the promotion of effective equity practices in higher education.

External evaluation and self-evaluation

In Mozambique, CNAQ is also required by law to undertake programme reviews and encourage programme self-assessments. However, it appears uncomfortable with the compliance/control nature of this area, and is inclined to focus more on quality promotion issues. The team agrees that the promotion of quality in this area is crucial, but re-accreditation remains an important mechanism to ensure that approved programmes meet minimum requirements.

Promotion of QA culture

Overall the team acknowledges that, although under considerable constraints, CNAQ's vision is increasingly being appropriated at institutional level, particularly in so far as self-evaluation is concerned. Unfortunately there is little evidence of a more strategic and systematic approach, strategy and planning in this regard.

Clarity in communication and directives

The existence of strong leadership in institutional QA units as is the case of the UEM has simplified the responsibility of CNAQ in this domain. The team is pleased with the responses concerning the nature of institutional engagement with CNAQ.

Regional cooperation

For CNAQ, this is an emerging experience. While there is realisation that steering forms of collaboration across at regional level could have positive effects on its work, CNAQ faces two major challenges. First, it is the lack of regional QA bodies with the exception of the

Technical Committee on Certification and Accreditation. Second, language is also a major barrier. Preference is generally given to partners in Portuguese speaking countries such as Portugal and Brazil, though collaboration in this regard remains limited. Some of CNAQ's senior staff are graduates from these countries.

Concluding comments

Overall, in Tanzania and Mozambique we experienced QA structures similar in form and purpose, both equipped with the necessary QA instruments, but different in their positioning within the higher education system and modes of intervention. Tanzania offers an example of a well-established, organised and supported QA organisation, which has already developed the necessary QA instruments and has expanded the scope of its work beyond the QA domain. The team was impressed by what the TCU has achieved since it was established and the good opinion in which it is generally held. Mozambique represents a case of young, emerging but enterprising QA body still hesitant in its engagement with the external environment, both government structures and university institutional environment.

Both agencies have made considerable strides in the accreditation of newly established HEIs but find it very hard to establish and consolidate a QA culture in them. The TCU needs to explore more effective implementations strategies. For CNAQ, its QA instruments may need to be refined and negotiated with stakeholders for effective implementation. Resource constraint remains a major challenge for both organisations. The team holds that this can be minimised through a greater degree of professionalisation. Professionalisation requires occupying staff on the core QA functions in terms of initiation, steering and coordination, and leaving its academic dimensions to university academic staff. This offers the possibility of operating with a slimmer but more effective pool of people.

Although the processes are still embryonic there is certainly evidence in both countries that QA systems are beginning to stimulate quality improvement in higher education. Evidence obtained through the interviews indicates that there is no longer room for the so-called 'fly-by-night' providers. Through the accreditation process, institutions applying for accreditation take measures to meet the required standards and follow-up on any possible improvement plans. The main challenge remains consolidation of QA culture within institutions.

Although in some cases the establishing laws describe QA agencies as independent bodies, in reality all existing QA agencies are highly dependent on government; they depend on public funding and their governing bodies and top management are appointed by government.[48] The differences reside mainly in the degree of relative autonomy they enjoy. Institutional autonomy may even be unnecessary provided that there is *transparency* and *accountability* in their operations.

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[48] Materu, P. Higher Education Quality Assurance in Sub-Saharan Africa..., p.55.

CHAPTER THREE

ASSESSING THE QUALITY OF POSTGRADUATE TRAINING IN TANZANIA

An important feature of the post-millennium developments in higher education in Tanzania is the establishment of a significant number of postgraduate programmes in some universities. This was only possible when a considerable pool of graduates with master's and doctoral degrees was created. Worth mentioning is that the sandwich training model with Swedish universities played a central role in this regard. This chapter, on Tanzania, and the following on Mozambique comprise two main sections. This chapter focuses on three main institutions selected as case studies given their long history of cooperation with Sweden. These are UDSM, MUHAS and ARU. It first reviews the QA units and other relevant structures concerned with QA processes related to postgraduate programmes, including staffing, coordination and management of the programmes as well as the relevant regulatory frameworks. It then concentrates on the key criteria commonly used in assessment of quality of postgraduate programmes, namely student recruitment and admission, alignment to national context, programme design, student supervision and support, student assessment, infrastructure and learning environment, equity issues and regional and international comparability.

University of Dar es Salaam

Established as an affiliated college of the University of London in 1961 (two months before independence), UDSM is the oldest university in Tanzania. The affiliation with the University of London ended in 1963, when it became one of three constituent colleges of the University of East Africa. UDSM became an independent university in 1970 by an Act of Parliament (Act No. 12, 1970). Its current vision is to become a 'Leading centre of intellectual wealth spearheading Tanzania's and Africa's quest for sustainable and equitable development'.[49] UDSM has committed itself to becoming a leading research university with high-impact research outcomes emerging from high-quality publications, and innovations such as the use of new technologies.[50]

The university has six campuses: UDSM Mwalimu Nyerere main campus; the Institute of Marine Sciences (IMS) located in Zanzibar; the School of Journalism and Mass Communication (SJMC) located in Mikocheni, Dar es Salaam; the College of Information and Communication Technology (COICT) in Kijitonyama, Dar es Salaam; the Dar es Salaam University College of Education (DUCE) located at Chang'ombe, Dar es Salaam; and the Mkwawa University College of Education (MUCE) located in Iringa.

At its inception, the university had 14 students studying law, but it has grown over the years to become a comprehensive university, with nearly 23,000 students pursuing undergraduate and postgraduate degrees and non-degree programmes. In 2012/13 UDSM enrolled 21,144 undergraduate and 1,535 postgraduate students. The postgraduate students comprise 6.7% of the total enrolment. It offers a total of four certificates, two diplomas, 65 first degrees, 18

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[49] UDSM (2012). UDSM Vision 2061. Dar es Salaam: UDSM.

[50] UDSM, 2012. UDSM vision 2061 – A leading centre of intellectual wealth spearheading Tanzania's and Africa's quest for sustainable and equitable development. Dar es Salaam: October.

postgraduate diplomas and 79 master degrees, three taught PhD programmes, and several research PhD programmes in various academic units. It is UDSM commitment to increase the number of postgraduate programmes and students. This is particularly important given its commitment to become a research-intensive university.

Policies, strategies, rules and procedures

A peculiar feature in the profile of UDSM, relevant to this evaluation, is the scope and degree of specification of its code of practice at all levels of academic practice. The team established that over time, UDSM has developed a framework of rules, procedures and guidelines that specify roles and responsibilities, as well as a modus operandi in all matters that affect university life, including the following: a QA system, staff and student recruitment, training and development, work environment, planning and policy instruments, motivation packages, operational and procedural processes, support services, financing, and external input and feedback systems.[51] Where some of its guidelines appear insufficient or inadequate (e.g. institutional self-assessments), UDSM draws on advice and instruments developed by the IUCUEA and the TCU. This practice is illustrated by the approach adopted in its two institutional self-assessments for accreditation and re-accreditation, conducted using the QA handbook developed at the regional level.[52]

However, staff members are not always aware of or clear about the content of these rules and procedures. The interviews pointed to the procurement process in particular, where delays in the acquisition of equipment and other materials have been caused by lack of knowledge of procedures, thus affecting the smooth running of research projects, particularly Sida-supported projects that rely on new equipment.

Staffing for postgraduate training

The quality of human resources, particularly academic staff with doctoral degrees and a good research record, as well as the presence of effective policies for recruitment and appraisal of academic staff, influences the quality of postgraduate training and the image and reputation of an institution. Currently, the university has more than 1,700 academic staff in various disciplines, with 47% holding a PhD and approximately 23% being female. UDSM has put in place clear guidelines and procedures for the recruitment of new staff and for engaging retired staff, who have become a useful resource for advice and research.

Likewise, UDSM uses a detailed open staff appraisal system (OPRAS) for performance assessment of staff, which emphasises research, publications, teaching and learning, consultancy and public service (in the form of advice and knowledge dissemination).[53] Evaluation of the performance of administrative and technical staff is also undertaken annually under the annual performance review and Scheme of Service (2005). A close look at staff appraisal system shows however that it is only taken seriously in cases of applications for promotion.

However, the university is facing challenges as a result of depletion of academic staff, especially at senior level. Unfortunately, this is felt more strongly in fields that are

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[51] UDSM. 2013. Institutional self-assessment. An assessment of the performance of the University of Dar es Salaam for the period 2006/07-2011/12. Report to the Tanzania Commission for Universities (TCU) for the purpose of reaccreditation.

[52] A Road Map to Quality: Handbook for Quality Assurance in Higher Education. Volume 3: Guidelines for self-assessment at institutional level.

[53] UDSM, 2013. Manual - Open Performance Review and Appraisal System (OPRAS). Dar es Salaam.

economically the most strategic, linked to emerging industries such as energy, petroleum and engineering as well as government. The interviews revealed that the main reason for this trend includes the ageing problem (e.g. staff close to retirement or retired), government appointments, and lack of retention strategies to retain senior members and young academicians. Comparatively the University of Dar es Salaam had 50% of staff with PhD in 2009, and the University of Cape Town, the highest rated university in Africa, had 58% (Bunting & Cloete, 2012). Currently, UDSM has more than 1700 academic staff in various disciplines, with 47% of them trained to the level of PhD and approximately 23% are female.

Postgraduate programme coordination and management

Within institutions the primary responsibility for QA and quality promotion rests with the QA Directorate or Office. Several other directorates or university offices converge on the overall postgraduate programme coordination and management. These include the Directorate of Postgraduate Studies (DPGS), the Directorate of Research, the Directorate of Continuing Education, and the Quality Assurance Bureau (QAB) with different institutional combinations in Tanzania.

University of Dar es Salaam: Quality Assurance Bureau

Established in 2007, the role of the Quality Assurance Bureau (QAB) is to determine whether and how quality standards set internally for measuring performance and quality in all core functions of the University are met and constantly updated. A director who reports to the Vice Chancellor heads the QAB. The number of staff at QAB is five (director, deputy director, an administrative officer, office management secretary and an office attendant), which means that there are only two specialist staff for a multiplicity of functions, a situation that seems to impact negatively on the implementation of activities under its jurisdiction.

The QAB operates within the framework established in the University of Dar es Salaam Quality Assurance Policy, also introduced in 2007. Its current vision is to become an effective and efficient QA oversight body for UDSM that facilitates the delivery of world-class academic programmes and outputs. This is to be achieved through promotion of a QA culture in all university activities to improve quality and the standard of delivery of academic and professional services to its clients and stakeholders (students, communities, parents, work place/industries, lecturers, supporting staff, and other interested parties). The task of the review team was thus to ascertain how the QAB has discharged such a mandate. Its activities include to:
- *ensure that appropriate and relevant standards are set in all domains of university life;*
- *develop and update general QA operational manuals, including instruments for use in internal evaluations;*
- *monitor the implementation of quality assurance activities according to prescribed standards;*
- *provide advice and guidance and monitor the execution of QA activities and the implementation of internal and external evaluation recommendations; (*
- *update the university community and management on pertinent QA matters arising from regional and global issues and on issues arising from QA reports;*
- *link UDSM with TCU, professional bodies and related agencies on QA matters relevant to its curricula; and*

- *facilitate external evaluation and internal evaluation of UDSM and its academic programmes.54*

The QAB has a wide menu of strategies and instruments to execute the functions spelt out in its documents. These include student satisfaction surveys, employer satisfaction surveys, alumni satisfaction surveys, surveys of academic staff opinions, tracer studies, surveys of external community's perceptions, institutional audits and external programme reviews, and internal programme reviews, improvement plans and programme accreditation and re-accreditation. These also include instruments for monitoring teaching and learning processes as well as university examinations.

The QAB spearheads the UDSM QA system and works closely with all academic and non-academic units (e.g. finance, accommodation, infrastructures, registration services, student affairs, etc.) that have a relationship with quality improvement and QA issues. It updates them on new information on QA and supplies them with relevant evaluation schedules and instruments. Its presence is also felt at departmental meetings, college/school/institute boards and their technical committees, and Senate and its technical committees. It operates with a core of peers, though there has always been the temptation to adopt a 'do it yourself' approach, which is ineffective in a resource-constrained academic environment. For example, the current university QA policy entrusts the QAB to monitor and assess staff teaching performance through student and peer reviews.

Directorates of Postgraduate Studies

Although there are relative differences, a common function of the DPGS is to coordinate all matters related to the provision of higher education beyond the first degree. It deals specifically with issues such as the development and implementation of postgraduate-related institutional regulations and guidelines, facilitation of a favourable teaching and learning environment for postgraduate studies, development of national and international linkages in postgraduate training, development and review of postgraduate programmes to maintain quality and relevance, mobilisation and administration of financial and other resources for postgraduate scholarships and programmes, including management information systems and database, publicity and marketing of postgraduate programmes, processing of student admissions, management of examination results, facilitation of student research, formulation and processing of new postgraduate programmes, and coordination of curriculum reviews and other related functions.[55]

The regulations and guidelines handbook contains useful information on entry requirements and procedures, entry qualifications, duration of training, application, admission and registration procedures, coursework evaluation, student assessment and supervision, preparation and presentation of theses and dissertations, examination of theses and dissertations, and criteria for the award of postgraduate degrees as well as appeals process.[56]

A common strategy to enhance research productivity is a built-in reward system for productivity in research and publications in the staff annual appraisal and promotions policy.

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[54] UDSM. 2007. Quality assurance policy. Approved by Council in September 2007.

[55] Directorate of Postgraduate Studies. (2013). General regulations and guidelines for postgraduate programmes. Dar es Salaam: UDSM.

[56] Directorate of Postgraduate Studies. (2013). General regulations and guidelines …

Some projects respond to specific requests from local industry, and the outputs in this case assume the form of technical reports, which address problems of an applied nature.[57]

Overall the review team has established that, despite funding and staffing constraints, the DPGS has generally succeeded in developing and implementing mechanisms for the effective running of postgraduate programmes within the university, with acceptable quality safeguards. Sound guidelines, policies and procedures exist for the administration and coordination of postgraduate training. More specifically:

- The postgraduate training is regulated by the *General Regulation and Guidelines for Postgraduate Programmes*. The regulations and guidelines handbook contain useful information on:
  - Application process, admission requirements, intellectual property rights contracts
  - Coursework evaluation
  - Regulations on thesis/dissertation phase
  - Examination of theses/dissertations
  - Supervision
  - Appeal process
- The DPGS uses other mechanisms such as progress reports as well as seminars where students present their work for feedback, review and assessment of students' work (e.g. Research proposals).

Directorate of Research

The Directorate of Research falls under the office of the Deputy Vice Chancellor and is responsible for research and knowledge exchange. It deals with:

- Research policy implementation and review
- Mobilisation and management of research funds
- Research capacity building
- Creation and maintenance of research databases
- Intellectual property rights and protection
- Research dissemination
- Research management, monitoring and evaluation
- University publications

UDSM is guided by well-developed research policy and guidelines. Tracer studies and the institutional self-assessments have enabled the university to constantly align research and research projects with national and regional needs, and respond to the concerns of the stakeholders. Most colleges, institutes and schools at UDSM are encouraged to develop a research agenda aligning their projects to national initiatives. Several tracer studies have been conducted at unit level by the College of Engineering and Technology (CoET) in 2009/10, by the Department of Political Science and Public Administration and the Institute of Development Studies (IDS) in 2008/09, by the IMS in 2006/07, the College of Natural and Applied Sciences (CoNAS) in 2009/10 and by the UDSM School of Law in 2009/10. The UDSM self-assessment report claims that these tracer studies helped inform the introduction programmes such as PhD political science and public administration, PhD in development

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[57] UDSM. 2013.Institutional self-assessment… p.20.

management, MA in gender studies, PhD in economics, MSc in Climate Change and Sustainable Development, MSc in Biodiversity Conservation and MSc in Education. The university has decided to ring-fence a budget for tracer studies.

There is a framework for assessing the performance of academic staff in research, publications and consultancy. The research requirements for staff and for postgraduate students are clearly specified in *UDSM Research Policy and Operational Procedures* with institutional monitoring mechanisms stipulated in the Research Quality Assurance System (ReQAS).[58] A built-in reward system for productivity in research and publications is linked to staff annual appraisal, promotions policy and remuneration.[59] For example, academic staff are aware of the exact number and type of publications required to move from one category to another in terms of staff appointments and promotions. On average, UDSM produces 300 peer-reviewed journal articles and books per year.[60] Research ethics and intellectual property rights in line with the National Research Policy issued by the Ministry of Communication, Science and Technology in 2010 complement these policies.

At the individual level, all researchers are required by the university to conduct research in their particular areas of specialisation. Like many universities in Tanzania, limited funding from government and other sources remains the single most important obstacle hindering UDSM's research performance. UDSM depends largely on support from several funding agencies such as Sida, World Bank (loan), NORAD, DANIDA, IDRC and USAID. Many projects respond to specific request from local industry, and the outputs in such cases assume the form of technical reports, which address problems of an applied nature, particularly in the area of malaria and HIV/AIDS, environmental studies, earth and marine sciences. [61]

The review team agrees that a comprehensive system exists, with necessary and adequate policy instruments, to monitor, evaluate and coordinate research effectively. Thus a suitable basis for a conducive environment for research training of postgraduate students is being created. The team was, however, unable to determine how such an environment is reflected in research productivity of both students and their supervisors. From the interviews with students there is an indication that not many academic staff members, including those involved in research projects and student supervision, produce a satisfactory number of publications.

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[58] UDSM Research Policy & Operational Procedures, 2008 and Research Quality Assurance System (ReQAS). Together with these are the following documents:

- UDSM Research Policy & Operational Procedures, 2008
- Standard Research Budget Format
- Sample Research Contract
- Format for Researchers Research Progress
- Reporting Form
- Standard Layout for Research Reports
- Guidelines for Research Report Peer Review.

[59] UDSM. (2013). Open Performance Review and Appraisal System (OPRAS) – Manual.
[60] UDSM. 2013. Institutional self-assessment… p.xii.
[61] UDSM. 2013. Institutional self-assessment…, p.20.

Student admission strategies

Procedures for admission into various postgraduate programmes at UDSM are published in the postgraduate prospectus, together with regulations governing the duration, delivery, programme structure, and assessment of candidates' performance. The university's recruitment process is transparent, competitive and based on formal criteria. The panel noted, however, that these criteria are not consistently applied at the PhD level where, given the emphasis on staff development, candidates are headhunted and not selected through an open competitive process.

Curriculum design/programme structure, delivery and assessment

Postgraduate diploma programmes are essentially offered by coursework only, whereas master's and PhD programmes are offered either by coursework and dissertation, or by thesis. The majority of PhD programmes are offered by thesis only. Recently the university started to offer taught PhD programmes in some disciplines such as Economics, Geography, Political Science, Public Administration and Kiswahili. For programmes offered by coursework and dissertation, a minimum number of course units must be completed and passed, including all prescribed core courses and selected elective courses, before a candidate is permitted to proceed with the dissertation research phase.

Two important aspects must be highlighted concerning curricula. The first is the ongoing commitment to curriculum revision. In Tanzania the Tanzania Commission for Universities (TCU) new national competence-based curriculum framework y triggered such a commitment. The University Qualifications Framework (UQF) is the main requirement that all universities must comply with in their programmes. At the institutional level, there were also concerns emanating from tracer studies and consultation with stakeholders calling for more alignment of university education to industry or economic development. The second is the introduction of new postgraduate programmes (master's and professional doctorates).[62]

Through tracer studies and the 2005 and 2013 institutional reviews, UDSM has been able to map out key national and regional training needs to inform programme and curriculum development. New strategic programmes have been introduced in fields such renewable energy. Postgraduate diploma programmes are essentially offered by coursework only, whereas the master's and PhD ones are offered either by coursework and dissertation or by thesis. The majority of PhD programmes are offered by thesis. However, recently, the university has developed taught PhD programmes in some of disciplines such as Economics, Geography, Political Science, Public administration and Kiswahili. These programmes are offered by coursework and dissertation. In the coursework component a minimum number of course units must be completed and passed. This is also applicable to all prescribed core courses and selected elective courses. The candidates are required to pass all courses before they are allowed to proceed with the dissertation research phase.

Teaching and learning

The review team found that contributing to effective teaching and learning at UDSM rests also on range of mechanisms. First, the monitoring of teaching and learning by QA officers seems to have played a role. Under the leadership of the QA director, QA officers visit lectures and seminar rooms for observation and recording, though some lecturers received

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[62] UDSM. 2013. Institutional self-assessment…, p.19.

this particular exercise, undertaken for the first time in 2014, with mixed feelings. Some lecturers indicated that they see the visits as intrusive. The majority have *do not mind* having their classes visited, observed or recorded. Observations were captured using a specific instrument and those that needed immediate attention (e.g. absenteeism of lecturers in classes, technical faults in teaching, timetable problems and misuse of space and overcrowded classrooms) were recorded. The team did not however have access to these records. Nonetheless the reports from the Quality Assurance office to the Vice-Chancellor and the interviews with the QA Director are very positive.

Second, the availability of teaching resources also played a significant role (use of ICT-mediated course delivery methods, teaching space, library resources, laboratory equipment and facilities, etc.). Third, there are also strategies used to alleviate shortages. These include sharing equipment and space, external support (donors, government, private sector, etc.), procuring critically needed equipment, use of online materials, links and collaboration with other institutions, particularly at postgraduate level.

The interviews with faculty members also indicated that UDSM students evaluate the coursework, the research component and their lecturers or supervisors during the academic year through centrally developed instruments.

While the both the QA and PG Coordinators interviewed during the site visit were very positive about the quality enhancement strategies concerning teaching and learning, the team is of the view that systematic research is required to assess their effectiveness.

Student assessment

Assessment of candidates' performance is generally based on the examination of courses and dissertations/theses. Master's by coursework and dissertation is assessed in three main components, namely coursework assessment (tests, assignments and seminar presentations); final examination for each registered course; and dissertation evaluation by two experts in the subject matter (internal examiner or candidate's supervisor and the external examiner). In the case of master's programmes by thesis, assessment involves a seminar presentation of the research proposal, evaluation of the dissertation by two internal examiners and one external examiner, as well as *viva voce* examination of the thesis.

Assessment for PhD programmes offered by coursework and dissertation requires a candidate to complete prescribed courses, including all core courses and selected optional courses, before proceeding with the research phase and thesis. The structure of individual programmes varies in terms of total course units and weighting of the dissertation, depending on the regulations prescribed by the relevant college/school/institute.

Assessment for PhD programmes offered by thesis requires a candidate to undertake research after submission of a satisfactory research proposal through the Higher Degrees and Research and Publications Committee (HDRPC) of the relevant college/school/institute to the DPGS Board, and receiving approval of the research proposal from the Board. Examination of the thesis is carried out by three examiners, one of which must be the external examiner, appointed by the Senate after receiving recommendations from the relevant college/school/institute through the DPGS Board.

At the university level, postgraduate research activities, including the approval of research proposals, are handled through the HDRPC in the respective colleges, schools, or institutes.

Final approval for research proposals for master's degrees is granted by the HDRPCs, whereas PhD research proposals are referred to the Board of Postgraduate Studies, once they have been cleared by the HDRPC, for consideration and approval. The University Senate is the final structure that is entrusted with the mandate for regulating all academic matters.

It should be stressed also that professional bodies such as the Engineers Registration Board and National Board of Accountants and Auditors evaluate the quality of their graduates.

Emerging from the site visits was a general impression that student assessment tends to be primarily conducted as *summative assessment or* just to evaluate student performance (how well the students are doing?) and not as *formative assessment* or a mechanism to modify teaching and learning activities to improve student attainment (how can student assessment improve the teaching and learning?). This is certainly an important shortcoming that the QA and the PG coordinators must pay attention to.

Student Supervision and support

The overall shortage of staff with supervision experience is minimised through joint supervision with external supervisors, mainly Swedish professors who assist students in Sweden through the sandwich arrangement or as visiting scholars. This is complemented by the use of appropriate laboratories (in Mozambique, Zambia or Uganda). As stated during the interviews, local supervision is constrained by lack of clear norms of what constitutes effective supervision, lack or inadequate facilities, limited e-resources, and student under preparedness. While the lecturer/student ratio does not yet represent a problem, the main challenges facing UDSM are:

- *Non-compliance with the norms of student supervision*. The UDSM guidelines indicate that the supervisor plays a critical role in encouraging, guiding and inspiring the research student. However, from the interviews with postgraduate candidates, it appears that in practice, supervisors do not always comply with basic principles in student supervision, such as timely and thorough feedback on candidates' work and regular meetings.

- *Over-reliance on the apprenticeship model*. The students interviewed also indicated that their experience is limited to their individual relationship with their supervisor. They have not attended any formal or informal gathering for students to share their work or experiences regarding their studies.

- *Insufficient coordination between co-supervisors*. Another important issue is the lack of coordination mechanisms between local and Swedish supervisors. A particular case concerns a student who developed his research proposal with his local supervisor around a particular departmental research project. In Sweden the supervisor advised the student to change the proposal and the research topic, since they were not closely linked to the research project. When the student returned to Tanzania, the project coordinator asked him to again change the proposal and revert to the initial topic. This resulted in a delay of about two years in the proposal process.

Institutional and programme reviews

In Tanzania, higher education institutions are required by law to undertake programme reviews for the purposes of accreditation. They are also required to conduct programme review on completion of the programme cycle, normally within three, four or five years depending on the duration of the programmes. Unfortunately neither the QAB nor the DPGS have paid the necessary attention to this requirement at the postgraduate level. Instead, they appear to privilege tracer studies as a programme improvement strategy to deal with programme responsiveness concerns. Similarly, both the QAB and the DPGS have paid little attention to the practice of programme and course self-evaluation at postgraduate level, an issue that is justified with reference to funding constraints.

Facilities and infrastructure

Requisite training resources for postgraduate training that were considered in this assignment include physical plant or infrastructure, human resources, and essential ICT services for supporting and facilitating postgraduate studies. At institutional level, essential training infrastructure requirements for postgraduate training include well-equipped libraries, classes, seminar rooms, dedicated study rooms or working space for postgraduate students, and laboratory facilities. Classes, lecture theatres and seminars rooms are available for use by both undergraduate and postgraduate students, though UDSM should consider in the future making working spaces available to postgraduate students.

On the downside, observations of the team show that the physical infrastructure has deteriorated considerably and needs urgent refurbishment. Concerns were raised during the interviews about problems with Internet access particularly the low speed of the Wi-Fi. Limited laboratory facilities have also forced students to resort to facilities in countries such as Uganda and Zambia.

Gender and other equity issues

All supported universities have gender policies. Gender issues have been a corner stone in the Swedish support to UDSM (in which also MUHAS and ARU were part before they were established as independent universities). At UDSM the support to the Gender Dimension Programme Committee (GDCP) has increased the proportion of female students at the university. The affirmative action strategies contributed to an increase in the proportion of females students from 20% in 2000 to 42% in 2011. UDSM was the first university to develop a gender and sexual harassment policy in Tanzania.

Muhimbili University of Health and Allied Sciences

Steps towards the establishment of Muhimbili University of Health and Allied Sciences (MUHAS) date back to 1963 when the Ministry of Health established the Dar es Salaam School of Medicine. In 1968, the School of Medicine was converted into the Faculty of Medicine of the Dar es Salaam University College of the University of East Africa. In 1991, the faculty was upgraded to the MUCHS, a constituent college of the University of Dar es Salaam. Following the recommendations of the TCU, MUCHS was upgraded in 2007 to a fully-fledged university, MUHAS. Its present vision is 'To become a centre of excellence for

training health professionals, quality research and public service, located in a spacious area with a state of the art university hospital, conducive learning environment and sustainable resource generation'.[63] As in the case of the University of Dar es Salaam, MUHAS has committed itself to becoming a research-intensive university. In 2013, MUHAS was ranked first in Tanzania and third in East Africa by the University Ranking in Academic Performance (URAP) exercise.[64]

Currently, MUHAS has 14 undergraduate, 10 diploma/advanced diploma and 64 postgraduate degree programmes.[65] The number of programmes has increased from 28 in 2004/05 to 84 in 2012/13 while student enrolment has increased from 619 in 2004/05 to 2952 in 2012/13. It has 87 academic programmes with student enrolment of 3414 of which only 465 are postgraduate students (only 43 at doctoral level). The postgraduate students comprise 13.7% of the total enrolment. All postgraduate programmes and courses are structured in a semester system. The university implemented competence-based curricula for undergraduate programmes from 2011/12, and for postgraduate programmes from 2012/13. Over 70% of specialised human resource for health care is currently produced at MUHAS.[66]

MUHAS has two campuses, namely Muhimbili Campus and Mloganzila Campus, five schools, two institutes and 11 directorates. The five schools are those of Medicine, Pharmacy, Dentistry, Nursing and the School of Public Health and Social Sciences. The institutes include the Institute of Allied Health Sciences and the Institute of Traditional Medicine. The Institute of Traditional Medicine is one of the few of its kind in the East and Central African region, and has established some competence in research and innovation in producing therapeutic products from medicinal plants.[67]

The directorates include: Directorate of Undergraduate Education, DPGS, Directorate of Research and Publications, Directorate of Continuing Education and Professional Development, Directorate of Quality Assurance, Directorate of Planning and Development for Mloganzila and MUHAS Campus, Directorate of Library Services, Directorate of Information, Communication and Technology, Directorate of Human Resource and Administration, and the Directorate of Finance. Through the support of the South Korean Government, MUHAS acquired and developed the Muhimbili University Hospital. Other MUHAS facilities that are available for development include: Bagamoyo teaching unit – Bagamoyo; Kihonda farm – Morogoro; Vikuruti land – Mbagala; and other farms owned by the Institute of Traditional Medicine in Kibaha. These premises are used for fieldwork during community rotations and other academic and research activities.

Staffing for postgraduate training

The competitive environment within which the university operates demands capacity in the directorates directly linked to its core functions of research and teaching and learning. In this regard, MUHAS has built significant capacity, particularly under Swedish support. Current figures show that 40% of staff (107 out of 267) have a PhD (62 males and 45 females), and

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[63] MUHAS. Tanzania's Premier Health Training, Research and Consultancy Services. http://www.muhas.ac.tz/index.php/academics/muhas-directorates/directorate-of-planning-and-development/mloganzila-campus
64 MUHAS. 2014. Five year Rolling Strategic Plan 2014-2015 to 2018-2019, p.1.
[65] MUHAS. (2015). Application for TDR International Post Graduate Training Scheme (2015 to 2019), p.8.
[66] MUHAS. 2014. Concept note for planned five year research programmes for 2015-2010. Application for support from Sida. August, p.3.
[67] MUHAS. 2014. Five Year Rolling Strategic Plan 2014-2015 to 2018/2019, p.1.

146 out of 267 (54.3%) have MMed and/or other master's degrees (111 males and 35 females). Access to postdoctoral training has been a contributing factor to the development of some staff members. The number of support staff (administrative staff and laboratory technicians) increased from 322 in 2007/8 to 338 in 2013/14.[68] [69]

However, while there are clear guidelines and procedures for the recruitment of new staff or for engaging retired staff, no policy on staff retention exists. It was reported during the interviews that staff departure is becoming an increasing threat to institutional capacity. It was indicated that MUHAS is being depleted in expertise at all levels of postgraduate management and QA. Unfortunately no exact figures could be obtained. The Directorates of Postgraduate Studies, Research and Publications, Continuing Education and Professional Development, and Quality Assurance require a larger component of qualified staff with relevant expertise. This is recognised in the SWOT analysis undertaken for the MUHAS 2015 institutional self-assessment exercise that rates QA and benchmarking as 70 ("2" – inadequate and in need of improvement).[71] Recruitment guidelines also need to be better aligned with TCU criteria in so far as the degree requirements and specific attributes of the candidates are concerned.

Table 4: MUHAS faculty qualification profile in 2013/2014

School/Institute	With undergraduate degree			With master's degree			With PhD degree		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Medicine	5	2	7	81	26	107	23	10	33
Dentistry	0	0	0	7	0	7	6	8	14
Pharmacy	3	1	4	5	2	7	10	7	17
Nursing	0	1	1	5	1	6	2	5	7
Public Health and Social Sciences	2	1	3	11	5	16	20	6	26
Institute of Traditional Medicine	0	0	0	2	1	3	9	1	10

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[68] MUHAS. 2014. Concept note … p.17.

[69] MUHAS. 2015. Institution Self-Assessment Report (draft). Muhimbili University of Health and Allied Sciences, February, p.5.

[70] Tanzania Commission for Universities (TCU). (2012). Tanzania university level education. Employment, staff performance review and career development university level education, First edition. Dar-es-Salaam: TCU.

[71] MUHAS. 2015. Institution Self-Assessment Report (draft). Muhimbili University of Health and Allied Sciences, February, p.31.

Total	10	5	15	111	35	146	62	45	107

As indicated in the table, gender distribution remains a major challenge.

MUHAS used academic staff performance assessment guidelines for assessments of academic and scholarly performance with reference to research outputs. These include PhD thesis by monograph (1 point), post PhD, MMed and Mdent super-specialisation (0.5 points), research reports (0-0.5 points), books (0-6 points) refereed conference proceedings (0-1.0 point), technical notes, editors of books (0-0.5 points), consultancy reports (0-0.5 point), case reports (0-0.5 points), co-authored papers (shared among authors according to their contributions). A minimum of three (3) papers from single or first authored papers are required for promotion from lecturer to higher ranks, and a minimum of two papers published in international journals are required for promotion to teaching professorial ranks, and a minimum of four papers published in international journals for promotion to research professorial ranks. Contribution to institutional development through a scholarly grant awards is also rewarded as follows: USD 10,000–30,000 – 0.5 points; USD 30,000–100,000 – 1.0 point; USD 100,000 – 2.0 points. The panel was, however, unable to determine how such a reward system has translated into research productivity of both students and their supervisors.

Programme management and coordination: the DPGS, DQA and DRP

MUHAS has several mechanisms to ensure quality of its postgraduate academic programmes. These responsibilities reside mainly (though not exclusively) in three directorates. Prior to 2003, the then DPGS, Research and Publications was responsible for postgraduate studies, as well as research and publication matters. With expanding roles and the need to improve the quality of these areas of postgraduate responsibility, two separate directorates were established in July 2003: the Directorate of Postgraduate Studies (DPGS) and the Directorate of Research and Publications (DRP). In 2012, a Directorate of Quality Assurance (DQA) was established.

Muhimbili University of Health and Allied Sciences: Directorate of Quality Assurance

The Directorate of Quality Assurance (DQA) is under the office of the Vice Chancellor. Its mandate is to promote and strengthen internal QA mechanisms in teaching, research and service as laid down in the prospectus and other university documents. MUHAS draft self-assessment report rates this Directorate '2', meaning 'inadequate' and 'in need of improvements'. The office is run by one person, which makes it impossible to fulfil its mandate. The challenges it faces include the development of institutional QA policy and guidelines, institutionalisation and coordination of programme and course evaluations, organisation of unit reviews, including quality assessment and monitoring on a regular basis. Existing PhD and master's curricula require reviews in order to gain accreditation from the TCU.

MUHAS benchmarks itself positively with other institutions offering medical education nationally, regionally and internationally, in spite of the inadequacy of the DQA office. For example, it drew on the guidelines set up by TCU and IUCEA for its recent institutional self-evaluation, the first since its accreditation in 2007. The self-evaluation team used an

institutional self-assessment template tool with 13 domains from the IUCEA QA guidelines.[72] These guidelines are in accordance with the TCU guidelines for institutional self-assessment reports. MUHAS also tries to balance its curricula with the needs of its stakeholders. In the last five years, it has conducted an extensive review of its curriculum to take into consideration the needs of its different stakeholders. Outcomes?

Directorates of Postgraduate Studies

The main function of the Directorates of Postgraduate Studies (DPGS) is to coordinate all matters related to the provision of higher education beyond the first degree. Among other related functions, it deals specifically with the following issues:

- Developing and implementing postgraduate institutional regulations and guidelines for postgraduate programmes;
- Publicising and marketing postgraduate programmes;
- Processing student admissions;
- Managing examination results;
- Facilitating student research;
- Formulating and processing new postgraduate programmes; and
- Coordinating curriculum reviews.

Committees assisting the DPGS include the Senate Higher Degrees Committee and the Joint Postgraduate Selection Committee.

Postgraduate studies at MUHAS are regulated by policy and guidelines presented in the Handbook on General Regulations and Guidelines for Postgraduate Study Programmes which is intended to assist postgraduate students and their supervisors in planning and producing work of a high standard and worth the intended award. The Senate Higher Degrees Committee prepared the handbook. It contains information on postgraduate programmes, and regulations and guidelines on the following:[73]

- Entry requirements and procedures: entry qualifications, duration of training, application, admission and registration procedures;
- Student assessment and supervision;
- Preparation and presentation of theses and dissertations;
- Examination of theses and dissertations; and
- Criteria for the award of postgraduate degrees.

The directorate also takes into account information provided in the university prospectus and the TCU guidelines. During the interviews, the panel was informed that the directorate places emphasis on progress reports that students and their supervisors submit every four months. For those supported by different donors, in addition to these reports, they also have to comply with the requirements of their sponsors. For example, Sida-supported students produce

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[72] Inter-University of East Africa. (2010). *IUCEA- DAAD quality assurance project on development of an East African higher education quality assurance framework: Project self-assessment report for impact assessment*. Kampala: IUCEA Secretariat; The Inter-University Council for East Africa/DAAD. (2010). A Road map to Quality: Handbook for Quality: Hand book for Quality Assurance in Higher Education. Volume 2**:** Guidelines for Self-Assessment at Program Level. *IUCEA/ CHE/ NCHE/ TCU/ DAAD.*.

[73] Directorate of Postgraduate Studies. 2009. Handbook on General Regulations and Guidelines for Postgraduate Study Programmes. Dar es Salaam: MUHAS.

annual progress reports and are subjected to annual review meetings. There are also regular presentations in departmental and school board meetings.

While it has developed the key policies, guidelines and procedures for the coordination of postgraduate studies, this directorate is highly constrained by staff turnover and shortages.

Sound guidelines, policies and procedures for administration and coordination of postgraduate training exist. Key instruments used by the DPGS is the university prospectus and handbooks with general regulations and guidelines for postgraduate studies to assist postgraduate students and their supervisors in planning and producing work of high standard worth of the intended award.[74]

Directorate of Research and Publications

The Directorate of Research and Publication (DRP), which falls under the office of the DVC-Academic, Research and Consultancy (ARC), takes care of all research and publication matters for the university. The University Senate Research and Publications Committee (SRPC) advises the DRP on all research and dissemination activities at MUHAS. Schools and institutes have separate Research and Publications committees, responsible for coordinating research and disseminating results at unit level. Their chairpersons are members of the university SRPC where they are responsible for reporting on the implementation and progress of research activities of their respective schools and institutes.

The directorate and respective committees operate with reference to the following policy documents:

- Research policy guidelines, August 2011;
- Intellectual property policy and guidelines, August 2011; and
- Research agenda, June 2022, which provides a framework for prioritisation of research.[75]

Research is an important core function of MUHAS. The university acknowledges the importance of research as reflected in the targets and goals in the strategic plans. All academic, non-academic staff and students are encouraged to carry out research in their respective fields. Interdisciplinarity and national and international collaboration are encouraged. The university supports two journals (the *Tanzania Medical Journal* and the *East African Journal of Public Health*); their chief editors are members of academic staff. Despite the shortage of staff, the DRP has been operating effectively. A MUHAS research bulletin is published every year highlighting the number of publications by schools. An electronic repository of all research carried out by the university (including postgraduate dissertations) has been developed.[76] To promote research, the DRP office organises grant-writing workshops for all junior and mid-career staff.

Currently, there are 84 research links and 102 research projects at MUHAS. An office of sponsored projects has been established within the DRP to coordinate all donor-funded projects. It is also mandated to manage the dissemination of calls for the submission of proposals, and to support staff with the submission process and interpreting donor financial

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[74] Directorate of Postgraduate Studies. 2009. Handbook on General Regulations and Guidelines for Postgraduate Study Programmes. Dar es Salaam: MUHAS.

[75] MUHAS. 2011. Research Agenda.

76 MUHAS Research Bulletin, vol 12, July 2013.

regulations. The university research agenda targets major health issues, including HIV and AIDS, tuberculosis, malaria, reproductive and child health, non-communicable diseases, injuries, health systems, neglected tropical diseases, and health professions educational research. The priority areas are aligned with the government's priority areas for health research in the country. Research at MUHAS has been generally donor dependent with government support over a number of years being less than 2%.

Findings from research conducted at MUHAS have impacted on policy and practice in different areas in Tanzania: (i) development of strategies for HIV counselling, screening, diagnosis and immunological monitoring; (ii) development of guidelines on diagnosis, treatment and prevention of malaria and HIV/AIDS; (iii) informing the enactment of acts and laws, for example the Tanzania Sexual Offences Act (1998) and the Tanzania Act on AIDS (2009); (iv) development of policy on referral of obstetric cases; (v) development of national policy on the prevention of anaemia in pregnancy; (vi) development of national roadmap for reduction of maternal and infant deaths; (vii) development of the national HIV vaccine framework; and (viii) formulation of the 2010 WHO PMTCT guidelines for resource-limited settings (UNAIDS Final Report – January 2010). Recent studies on gender-based violence and child abuse will inform the revision of the Tanzania Sexual Offences Act.[77][78] The 2012 statistics indicate that 34.9% of Tanzanian publications were in the medical field, where MUHAS plays a central role, with contributions from other areas being agricultural and biological sciences (12.5%), immunology and microbiology (11.5%), environmental sciences (6.1%), social sciences (5.4%) and biochemistry (4.5%).

The panel discovered that the main bottleneck in the research process at MUHAS has been the long equipment procurement time, sometimes resulting in delayed implementation of projects. There is also an indication that the ethics review process takes too long, particularly for non-student research requests.

The view of the team is that the Directorate of Research and Publication (DRP) is the best functioning directorate at MUHAS with clear policies and aggressive implementation strategy which is translated into plausible research and publications outputs.

Student admission strategies

The process of selection and admission of postgraduate students is under the schools housing the programmes, and they follow selection and admission criteria outlined in the prospectus. This is done taking into consideration availability of facility and staff as well as student saturation for each programme. Currently, the university has stabilised the number of students it is enrolling in most of its programmes. The university uses a competitive approach. It advertises in local newspapers and on the Internet and the applicants are selected by school committees according to the guidelines for selection and admission of postgraduate students.

Curriculum design/programme structure, delivery and assessment

All programmes were developed following the university's educational policy and with inputs from university stakeholders. Concerns emanating from tracer studies and consultation

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[77] MUHAS. 2014. Concept note…p.6.

[78] MUHAS. 2014. Concept note... pp.6-7.

with stakeholders calling for more alignment of university education to industry or economic development have been raised. The TCU curriculum development guidelines were frequently consulted during the development process to ensure conformity and quality. The programmes have clearly articulated the expected learning outcomes, and now follow a more logical structure. The university is currently in the process of accrediting its postgraduate degree programmes with TCU. One of the undergraduate degree programmes (BSc Nursing-Equivalent) is participating in an IUCEA self-assessment exercise.

Table 5: Academic programmes and student enrolment

		Data	2007/08	2013/14
Academic programmes			53	87
Student enrolment	Diploma (full-time)			932
	Diploma (part-time)		0	201
	Undergraduate (full-time)		1431	1773
	Postgraduate (full-time)		118	411
	Postgraduate (part-time)		32	54
	PhD students		2	43
	Total		1583	3414
	Total (full-time)		1549	3159

Nonetheless, two important highlights are worth noting:

- *Stakeholder satisfaction*. MUHAS has been able to carry out two tracer studies (2009/2001 and 2010). The tracer studies involved graduates of MUHAS and consultation with stakeholders. Most stakeholders including employers were generally satisfied with MUHAS. Requests to improve clinical/practical exposure and accommodation were reported.

- MUHAS implemented in 2011 competence-based curricula, accredited by TCU as part of its effort to enhance quality improvement with regard to health profession education. The university Competence-Based Education curriculum promotes a student-centred learning approach assessed through the use of multiple formative and summative assessments. In addition, it is working towards ensuring that academic staff routinely acquire the necessary teaching skills and strategies to implement computer-based education and are aware of the policies and guidelines that facilitate the implementation of CBE curricula.

However, some postgraduate students interviewed reported not knowing the learning outcomes of the courses in PhD programmes they are enrolled in. Students need better access to the learning objectives and/or programme curricula.

Student admissions

Schools are responsible for the process of selection and admission of postgraduate students, following selection and admission criteria published in the university prospectus. The

university uses a competitive approach by advertising in local newspapers and on the Internet. Admission takes into consideration the availability of facilities and staff, as well as student saturation for each programme. Currently, the university has stabilised the number of students being enrolled in most programmes. However, some programmes are still admitting students in spite of limited infrastructure to support the intake (examples: MPharm and BSc Radiation Therapy Technology programmes).

Teaching and learning

At MUHAS, the Directorate of Continuing Education and Professional Development offers a short course on teaching methods to all newly recruited staff during the induction seminar period.[79] MUHAS has also made progress in teaching and learning. Enabling factors include the following: access to the Muhimbili National Hospital (offering a variety of patients within specialised clinical disciplines); the presence of well-trained human resources capable of teaching undergraduate and postgraduate students; indigenous experts who know local conditions well; and the adoption of community-based, integrated competency-based curricula addressing both local and global health problems with the potential to produce graduates capable of serving in local and international arenas. Reference is also made to a diversity of disciplines that can facilitate enhanced teaching capabilities and modularised curricula (giving flexibility to both staff and students), and extensive links and cooperation with international institutions and organisations, in particular the participation of Swedish professors who are collaborating in Sida-supported PhD training programmes. These courses are continued during the span of employment at the university.

The team was able to establish that factors that constrain teaching and learning include the shortage of academic members of staff in some disciplines, inadequate ICT facilities for students and staff, lack of funds for maintenance of physical infrastructure, and the 'brain drain' due to inadequate staff remuneration and retirement benefits. The recent adoption of competency-based curricula has necessitated strengthening teaching, learning and assessment methods in order to impart necessary competencies to students. Faculty capacity needs to be built-in order to achieve success in competency-based education.

Student assessment

At MUHAS, for doctoral studies the mode of final assessment can be by monograph or by publications (four publications, three published and one submitted). Master's students are required to have one article published and one article submitted. At PhD level 22 out of 24 current students are doing their studies by research and at the master's level 617 out of 623 are undertaking their studies by coursework and minor dissertation. For PhD students, besides coursework on prescribed core modules to facilitate this process, library services provide training in literature search, selection and referencing as well as IT guidance.

Accumulation of credits through prescribed courses and special modules tailored for their needs is a requirement for PhD students. In these modules students must pass before receiving the credits. Students attend a course on methodology that includes academic writing, and citations, proposal development and seminars on grant writing, plagiarism and self-plagiarism. In this process, the amount and quality of proposed work is evaluated to forecast possible papers that will be published in fulfilment of their PhDs and MSc by research.

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[79] MUHAS. 2014. Concept note …p.6.

PhD proposals undergo a review process for scientific and ethical clearance (two and/or three reviewers for PhD proposals initially) by the School Research and Publications Committee during the six months period of provisional registration. Then bound copies are forwarded for approval to the SRPC. Minor or major revisions may be required at these different levels of assessment. Master's research proposals follow a similar process though a Review Committee that holds meetings every two weeks to expedite the process. Only in case of serious ethical concerns do proposals go to the Research and Publications Committee.

The office of the DVC-ARC coordinates all university examinations with support from the respective schools and the DQA (responsible for QA elements of all assessments). External examiners have been used traditionally to ensure quality of modules/courses, programmes and master's and PhD theses. The external examiners are senior academic members of staff from an external university. They are invited biannually to ensure quality of both forms of examinations. Each department is allowed to bring one external examiner per semester. Clear guidelines on areas to be assessed and on the report are offered. This is currently under review to accommodate competence-based education that is now being offered at the university. All university examinations are handled in accordance with examination regulations. Three examiners, one of whom must be the external examiner, appointed by the Senate after receiving recommendations from the relevant unit or directorate, generally carry out the examination of a PhD thesis. In addition, PhD candidates must sit for a *viva voce* examination after the examiners pass the thesis and the Senate approves the examination results.

On the downside, the team found no mechanism or clear provision for dealing with student grievances. There is no specialised structure to submit complaints about teaching and assessment irregularities. The team established that, as with curriculum restructuring, student assessment also represents an area where staff lack skills and experience and require more support. MUHAS needs also to develop a tracking system for monitoring throughput and retention.

Student supervision and support

The shortage of staff with supervision experience is minimised through joint supervision with external supervisors, mainly Swedish professors who assist students in Sweden through the sandwich arrangement, or as visiting scholars at MUHAS. Figures? This approach is complemented by the use of appropriate laboratories in countries such as Mozambique (e.g. for malaria). As stated during the interviews, local supervision is constrained by specific contextual conditions of MUHAS and Tanzanian higher education (the lack of, or inadequate facilities, limited e-resources, student under preparedness, etc.).

Another important point to note is the visible absence of academic enrichment activities such as postgraduate seminars, writing workshops, writing for publication activities, etc. Besides accounts from the interviews, the notice boards and announcements at the university reflected little activity in this regard. The group of students interviewed declared that the interview was the first time where they had an opportunity to meet each other. It appears that student supervision is confined to the apprenticeship encounter between the supervisor and the student, with little exposure to peer support or advice from other faculty members.

Programme reviews

Programme reviews after the completion of the programme cycle, normally within three, four or five years, depending on the duration for the purposes of accreditation or re-accreditation, remain a legislative requirement in Tanzania. Unfortunately neither the TCU nor the DQA have managed to enforce this requirement. Most programmes at MUHAS require accreditation by the TCU and should thus undertake self-evaluation.

Facilities and infrastructure

The MUHAS campus has reasonable conditions in terms of lecture halls (seven), seminar rooms, laboratories and teaching rooms with whiteboards, but the building requires refurbishment. The infrastructure has benefitted from research funding through acquisition of different kinds of equipment, namely sophisticated laboratory equipment, research clinical facilities, electric generators for backup power supply to research units, a liquid nitrogen plant for supply of liquid nitrogen to the research laboratory, and the installation of a solar power system at the university library to enable users to use computers and read literature material in the event of power outages. Small projectors are available in most teaching rooms. However, staff indicated that all audio-visual teaching aids in the university need to be replaced, taking into consideration room and class size. For clinical teaching, MUHAS has a memorandum of understanding with Muhimbili National Hospital to use its facilities and patients for teaching. Its library offers published and online reference material to the university community and opens from 08:30 to 22:30 Monday to Saturday. It has managed to maximise the use of free resources for health sciences, including the BMC online journals.

MUHAS has Internet coverage in most of its buildings via cable or Wi-Fi including in some of the student hostels. However, the bandwidth of the Internet is too low (100 Mbps) to allow adequate connectivity. MUHAS is equipped with three computer laboratories with an average of 43 computers each for student use. This is another area that warrants attention, given the increasing number of students. There is also an indication that computer software such as Microsoft office, statistical software (e.g. SPSS) for teaching is not available at the university for students or staff.

MUHAS has established an institutional repository[80] that allows access to unpublished information such as research reports, dissertations, theses, student projects, and grey literature. Converging efforts towards this initiative come from the Directorate of Information and Communication Technologies (which manages and maintains software, hardware and network infrastructure of the repository as well as the routine backup of the repository), the DRP (responsible for ensuring respective faculty are aware of their obligations to submit research outputs to the MUHAS IR), the Directorates of Higher Degrees (responsible for ensuring that postgraduate students submit the electronic copies of their dissertations and theses to the established IR), and all Deans/Directors (responsible for ensuring that all undergraduate students submit the electronic copies of their research reports to the established IR).

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[80] An institutional repository is an online locus for collecting, preserving, and disseminating in digital form the intellectual output of an institution, particularly research.

Gender and equity issues

The MUHAS gender policy document commits the University to attaining gender equality and equity among and between women and men. The general gender imbalance observed at MUHAS is primarily a reflection of the patriarchy system that constrains female student enrolment at the University. While significant efforts have been made to redress gender inequality, MUHAS is still one of the institutions that continue to be affected by the historical gender imbalance. By March 2013 female staff represented only 27.8% of academic staff and 43% of support staff. In the academic year 2005/06 MUHAS enrolled 174 female undergraduate students out of 545 (31.9%). In the subsequent years female students enrolled were: 214 (35.3%) in 2006/07, 218 (39%) in 2007/08, 228 (32.1%) in 2008/09, 249 (32.8%)in 2009/10, and 247 (36.9%) in 2010/11, but data for 2012/13 show a decrease in female enrolment, 447 (29.8%) compared to 1054 (70.2%) males. MUHAS should, however, be commended for taking firm steps towards addressing gender imbalance. These include: (i) the adoption of an 'Equal Opportunity' employment policy; (ii) an existence of gender policy and guidelines, and the anti-sexual harassment and discrimination policy as well as the implementation of 'zero tolerance' on sexual harassment; (iii) the establishment of a Gender Programme Unit (GPU); and (iv) affirmative action in student enrolment and staff employment. MUHAS has in essence been implementing the national agenda for gender mainstreaming through increased female student admission, as well as hosting gender sensitisation workshops.

Regional and international collaboration

Two important aspects are worth highlighting in this regard. First, the university has integrated QA instruments and guidelines developed by the IUCUEA and the TCU in its self-assessment initiatives. It has been working with the TCU in terms of curriculum development and the implementation of competency-based and learner-centred education. It has participated in major regional and international QA meetings. Moving forward, the university needs to maintain and strengthen these links, and make concerted efforts to promote a culture of quality and QA within the university.

Second, the main source of funding for improvement at institutional and programme levels has been largely through international collaborations. Government funding is extremely limited and confined almost entirely to salaries for researchers, payment for research space and utilities, and student research support. In the year 2013/14, government funding through the Tanzania Commission for Science and Technology (COSTECH) sponsored 24 master's and two PhD students, all registered at MUHAS. Collaboration with Swedish universities, which started back in 1986 under Sida support, has had an immense impact on building, promoting and strengthening research capacity at MUHAS. This impact is illustrated by the large number of staff trained under Swedish collaboration, the number of research projects funded by Sida, and the considerable number of journal publications resulting from Sida-supported collaboration (172 journal publications, followed by 166 journal publications under MUHAS-Harvard). Of current MUHAS academic staff with PhDs, 41.1% have gained their doctorate through the sandwich training model, which has resulted in sustainable institutional capacity. (really good)

Ardhi University

Ardhi University (ARU) is a public university formed following the transformation of the then University College of Lands and Architectural Studies (UCLAS) into a fully-fledged university in 2007. At the birth of ARU, the university had a total of 1,366 students (226 female and 1140 male) enrolled in 39 academic programmes. In 2011/2012, the number of academic programmes had increased by more than 26% (including 10 master's and six PhD programmes) and student enrolment had more than doubled to 3,394 (including 146 master's and 36 PhD students).

Table 6: Student enrolment in 2011/2012

Program	Tanzanian			Non-Tanzanian			Overall		
	F	M	F+M	F	M	F+M	F	M	F+M
Diploma	0	4	4	0	4	4	0	8	8
Under-graduate	999	2172	3171	9	15	24	1088	2187	3195
Post-graduate	3	13	16	0	1	1	3	14	17
Master's	22	116	138	3	5	8	25	121	146
PhD	8	28	36	0	0	0	8	28	36
Total	1030	2327	3357	12	25	37	1042	2352	3394

ARU comprises six schools, namely School of Architecture and Design (SADE), School of Construction Economics and Management (SCEM), School of Environmental Sciences and Technology (SEST), School of Geospatial Sciences and Technology (SGST), School of Urban and Regional Planning (SURP) and School of Real Estate Studies (SRES) as well as Institute of Human Settlement Studies (IHSS). Each school includes a number of departments, an Institute for Human Settlement Studies, the university library, and a number of academic research and training units.

Staffing for postgraduate training

During the academic year 2011/12, the total number of academic staff was 239. Out of these, the university had 61 (25%) with PhD qualifications of which 11 were females. The data further shows that 104 (41%) of the academic staff had Masters qualification (30 females) and the remaining 34% had Bachelor degrees. In table 2 the staffing situation is presented per school.

Staff profile per school qualification (2011-2012)[81]

	School	PhD		Masters		Bachelor		otal		% of total
		M	F	M	F	M	F	M	F	
2011/12	SADE	9	0	17	4	8	0	34	4	15
	SCEM	8	2	10	3	8	2	26	10	14
	SEST	10	3	10	2	8	0	28	5	13
	SGST	4	0	12	3	11	0	27	3	15
	SRES	7	3	9	6	13	1	29	10	15
	SURP	9	0	11	9	13	3	33	9	19

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[81] Ardhi University. Facts and figures 2011/12. Directorate of Planning and Development. December 2012.

	IHSS	5	2	4	3	2	0	11	5	6

Programme management and coordination: the DPGS, DQA and DRP

Key Directorates with a bearing on the quality of postgraduate studies include: the Quality Assurance Bureau (QAB), the Directorate of Postgraduate Research and Publications (DPRP), the Centre for Continuing Education (CCE) and the Centre for Information Communication Technology (CICT). The review will focus on the first two.

Quality Assurance Bureau

According to the latest institutional self-assessment for re-accreditation of ARU (January 2014), prior to 2009, QA matters were carried out without coordination and support from a specific unit. In response to that, the QAB was established in 2009 and the Quality Assurance policy was approved by the University Council in 2010. The main goal of the QA policy is to ensure that relevant academic standards are achieved and quality education is provided to students by encouraging and supporting continuous quality improvement at the university as well as at programme level.

The number of staff at the QAB is four: the director, a secretary, an administrator and a driver. The review panel is of the opinion that the current number of staff in the QAB is optimal. However, considering the range and nature of activities that the mandate of the QAB entails, the university should investigate whether the current competence profile of the staff in the unit is enabling.

The QAB is under the Vice Chancellor's office and headed by a director who reports to the Deputy Vice Chancellor, Academic Affairs and the Deputy Chancellor PFA on quality assurance matters. The duties and responsibilities of the director are clearly delineated:

- To oversee the functions and responsibilities of the QAB;
- To provide technical support on QA matters at Senate, Audit Committee and other meetings of Council committees on behalf of the DVC-AA and DVC-PFA;
- To represent ARU at regional and other international forums on QA matters in higher education;
- To constantly update ARU on new global developments in QA matters;
- To prepare and submit annual reports on the activities of the unit; and
- To undertake appraisal of all members of staff in the unit and submit reports to relevant organs of the university.

The university is on the right track regarding the organisation of internal QA units. The central unit, the QAB, assumes a supportive and coordinating role in all QA matters, and ensures compliance by schools and faculties with regulations and procedures. Although QA committees at the school level assist the QAB with monitoring tasks, the team found limited evidence about their role in quality assurance practices.

ARU has achieved much regarding QA. It has a clear policy for QA, and an action plan for the implementation of QA procedures. The university has developed and put to use since its inception in 2009 a number of QA monitoring instruments, namely Student Evaluation Instrument (2009), Curriculum Review Procedures (2010), Class Attendance Monitoring instrument (2010), Mid-semester Teaching and Learning Assessment Instrument (2011), and The Quality Assurance Action Plan (2012-2015), approved by the University Council in

2012. It is planning to develop guidelines for institutional and programme internal and external quality reviews, academic audits, and programme assessment. From the interviews it became evident that the QAB has been an important 'watchdog', monitoring class attendance, ensuring that examinations are set properly and tests are done on time. It has also played a role in preparing mid-semester progress reports as well as reports on students' evaluations forms. To facilitate this, there is a QA committee at each of the six schools comprising four members that helps with the monitoring exercise (e.g. the monitoring of attendance).

However, it faces serious challenges. In its self-evaluation report, ARU points to inadequate capacity of academic staff, as well as lack of mechanisms for monitoring the implementation of approved curricula, including the UQF (August, 2012), which emphasises a more outcomes-based structure based on consistent qualification nomenclature and qualification descriptors.[82]

Directorate of Postgraduate Studies, Research and Publications

Postgraduate programmes are managed through established university structures. The Directorate of Postgraduate Studies, Research and Publications (DPSRP) is in charge of quality control activities, through the HDRPC, the Senate Higher Degrees, Research, Publications Committee (SHDRPC) and the Senate. The HDRPC is responsible for approval of research proposals, funding and approval of research reports. Similar committees at departmental and school levels assist the HDRPC.

Two special programme structures have been created to ensure satisfactory progress of Sida-funded master's and PhD students, i.e. the Sida Programme Management Unit (PMU) and the Programme Management Committee (PMC). These units are responsible for the day-to-day operation of the programmes. The PMU is the technical arm of the PMC and is in direct conduct with main programme actors, including researchers and students. Its main functions are to operationalise programme activities by means of:

- Daily monitoring of programme activities;
- Communicating with key internal and external programme actors;
- Facilitating the approval process for curricular and research proposals and reports;
- Facilitating the admissions process for postgraduate students;
- Preparing progress reports for submission to university structures and the PMC; and
- Preparing PMU meetings.

The main document that regulates and guides postgraduate training at ARU is the comprehensive general regulations and guidelines for postgraduate programmes.[83] It covers most areas around postgraduate education and training, such as guidelines on postgraduate studies at ARU, admission qualifications and requirements, registration of students, coursework evaluation and grades, regulations for theses and dissertations, examination of master's theses/dissertations, awarding of degrees, appeals procedures, and supervision of postgraduate students (e.g. general duties and responsibilities of supervisors and monitoring of progress). It also provides explicit guidelines that regulate relief from workload during PhD studies.

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[82] Ardhi University. (2014). Institutional self-assessment for reaccreditation of Ardhi University (January 2014).
[83] ARU: General regulations and guidelines for postgraduate programmes at ARU.

Student admission strategies

The admission and registration of PhD candidates follows a similar process to that prescribed for master's by thesis. However, it is not very competitive due to the fact that there are very few applicants. Rather, according to information given by ARU, PhD students are headhunted. Those eligible to apply are usually senior academic staff at the university. According to information given by the Director of DPRP, the number of PhD students from 2010 to 2015 has been around 20 (the exact figures are unfortunately missing). In total, 13 PhD students completed their studies between 2007 and 2015. Of these, nine were Sida funded. Last year (2014) five defended their theses, all of them being Sida funded.

Curriculum design/programme structure, delivery and assessment

Postgraduate diploma programmes at ARU are essentially offered by coursework. Master of Science degree programmes are offered either by coursework and dissertation or by thesis, and PhD programmes by thesis. The minimum duration for postgraduate programmes is 12 months for postgraduate diplomas, 12 to 24 months for most master's programmes, 36 months for PhD programmes for full-time students and 60 months for part-time students; and 48 months for PhD programmes by coursework and dissertation. In the guidelines it is stated "no candidate may be permitted to submit a thesis for the PhD degree in less than 24 months from the date of registration. A doctoral candidate may however be allowed to submit earlier than this if the supervisor and the relevant school committee are satisfied with the candidates research contribution. For programmes offered by coursework and dissertation, a minimum number of course units must be completed and passed, including all prescribed core courses and selected elective courses, before a candidate is permitted to proceed with the dissertation research phase. The structure of the individual programmes varies in terms of total course units and weighting of the dissertation depending on the regulations prescribed by the relevant college/school/institute as exemplified in by selected programmes.

In its self-evaluation ARU points to inadequate capacity of academic staff, as well as lack of mechanisms to be used in the monitoring of the implementation of the approved curricula. Given UQF (August, 2012), emphasising a more outcomes-based structure based on a consistent qualification nomenclature and qualification descriptors, ARU should pay more attention to this aspect.

All PhD training at ARU is offered by thesis which means that coursework is not mandatory, neither is it required to publish papers as part of the PhD qualification. All the supervisors interviewed as part of this review are of the opinion that ARU should move to a taught PhD programme. Reasons given were that a taught PhD programme would:

- Enable the students to develop a research plan more quickly than the current arrangement;
- Better prepare the students for their field work or experiments which would ultimately lead to enhanced quality of the thesis;
- Increase the catchment since prospective students often do not fulfil all the subject-wise requirements; and
- Respond better to the needs of the stakeholders.

Teaching and learning

A highlight of the site visits was the fact that the university has been able to increase its teaching and learning facilities which now have a seating capacity of 1 650 students.[84] ARU has made it its responsibility to ensure that appropriate staff with a rank from assistant lecturer to professor teach key courses. A special instrument has been prepared to check on the number of tests and assignments administered to students, the distribution of course outlines with relevant specifications at the beginning of the semester. Class attendance by students and staff are monitored for every class and course. Lecturers are required to mark and provide feedback promptly to student work. For student progress monitoring relevant information is compiled on success and dropout rates. Student appeals go through School Boards and Senate.

The review team has noted that the CCE has been offering several continuing education courses to government and municipal officials. Its functions could certainly be expanded to offer professional development programmes to academic staff particularly in the domain of teaching and learning.

Student assessment

Student assessment guidelines are published in the *General Regulations and Guidelines for Postgraduate Programmes* at ARU as well as in the prospectus. The same applies to examination regulations. The regulations clearly stipulate examination procedures, grading/marking criteria as well as handling of absence, illness and other mitigating circumstances. According to the regulations, every dissertation must be examined by at least two specialists out of whom one needs to be external to the university. The common practice is no final defence with someone being the opponent/discussant, i.e. a viva voce examination. However, in the guidelines it is stated "course work and dissertation research candidates may also be required to appear for viva voce examinations if such examinations are mandatory in their respective Schools/institutes. Assessment of postgraduate programmes offered by coursework and dissertation requires a candidate to sit for course examinations according to assessment procedures approved by the university/school/institute, HDRPC, and Senate. Unless stipulated otherwise, the *General University Examination Regulations* are used to guide the conduct of examination of all postgraduate courses. The candidate who passes the coursework component is required to submit a dissertation in partial fulfilment of the degree requirements, after a specified period set by the relevant school/institute.

Student supervision and support

Guidelines on student supervision are stipulated in a specific chapter in the *General Regulations and Guidelines for Postgraduate Programmes*. It contains detailed information on the assignment process, general duties and responsibilities of supervisors. Sida has also provided funding for supervisory courses. However, these have not yet been institutionalised at ARU.

When postgraduate candidates are considered for thesis candidates, heads of relevant departments at ARU are required to recommend and ensure that supervisors are appointed to supervise student research. The same applies to students pursuing the master's degree

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[84]   Ardhi University. (2014). Institutional self-assessment for reaccreditation…, p.7.

programme. As with UDSM and MUHAS, the shortage of supervisors is minimised through international cooperation, particularly with Swedish partners. Some challenges were raised regarding master's studies, namely low throughput and poor retention (the exact figures are unfortunately missing). One reason given is that master's students are often employed and studying part-time. Of the six master's students that were funded by Sida from 2009 to 2013, four had completed by January 2014. Another big problem that was raised is plagiarism. This is not just a problem for ARU, but for the whole of Tanzania.[85]

Another challenge is the visible absence of academic enrichment activities. Besides accounts from the interviews, the notice boards and announcements reflected little activity in this regard. Postgraduate seminars, writing workshops, writing for publication activities etc. are rare. However, the Sida funded students were generally happier about their studies than the non-Sida funded ones taking into account available time, access to supervisors, course work, exposure to international environment (they could attend conferences), access to senior researchers, e-materials and networks. This is also reflected in the throughput; According to information given by the Director of DPRP, the number of PhD students the years 2010-2015 have been around 20 (the exact figures are unfortunately missing). Five of these have defended their thesis, all of them being Sida supported.

Programme reviews

Six of the 10 programmes were reviewed and approved by the Senate before 2012 when the UQF was established. However, Neither the QAB nor the DPRP have paid the necessary attention to postgraduate programme reviews. There are no guidelines for such reviews. However, the following activities were reported in this regard:

- A curriculum review conducted for four of the 10 master's programmes (three years ago); and
- A tracer study in which information was collected from alumni, municipal actors and other stakeholders.

The tracer study provided vital information from employers on the relevance of programmes to make them more responsive to market needs. It also gave an indication from alumni on the extent to which their studies at ARU have been relevant to their employment needs and challenges.

Facilities and infrastructure

ARU raised concerns about COTUL (Consortium of Tanzania University and Research Libraries), which does not include all the journals relevant for researchers at ARU. The formation of the Consortium was triggered by a need to build capacity to enhance effective and efficient information provision by acquiring research resources from various sources and others media deemed critical in the attainment of academic excellence in learning, teaching and research in Tanzania. Apart from the challenge of accessing e-journals, staff also reported the need to improve infrastructure, such as facilities for laboratory work and classroom space, as an important measure to be taken in order to enhance the research environment at ARU.

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[85] Evaluation of the Swedish Research Cooperation with Tanzania 2009-2013. 2014:14.

Gender and equity issues

Current ARU's plans on gender and equity within the university aim to address the challenges faced by women and disadvantaged persons in the area of gender, land and property rights, gender empowerment and natural resource management and gender and local economic development. For this purpose it proposes to use the sandwich mode to undertake PhD training in the following areas: gender and local economic development; gender, land and property rights; and gender, empowerment and natural resource management; including four MScs support courses for graduate programmes to grow and expand.[86]

Concluding remarks

The overall assessment of QA and the quality of postgraduate programmes is positive and highly promising. The legacy of North-South collaboration in the form of sandwich model or other training forms is still contributing to capacity building and paving the way for locally delivered postgraduate programmes. More commendable are dedicated efforts towards establishing and expanding the number of postgraduate programmes in strategic areas such as engineering, agriculture, renewable energy, petroleum and public policy. Commendable is all the recognition of the importance of stakeholder consultation and national needs assessment in the conceptualisation, development and delivery of these programmes. While UDM, MUHAS place emphasis on the traditional academic or research-oriented master's and PhD programmes, ARU is seriously considering privileging professional master's and doctoral degrees. For both cases, the team thinks that the choices between the two options should take into account not just the market demand but capacity, resources and institutional vision and mission.

All institutions have developed and are implementing their own policies and guidelines for postgraduate training, including related research policies and teaching and learning strategies to enhance staff and student performance in postgraduate programmes. These cover all student-related issues from admissions, curriculum, programme requirements and expectations to examination and other assessment issues. They are articulated via the university prospectuses, student handbooks and course-related materials such as course outlines or module guides. However, the fact that in the three institutions, some students and staff interviewed are not familiar with some of these guidelines points to the need for more systematic dissemination strategies through ongoing induction activities, workshops and perhaps more innovative use of electronic means, including university websites.

The convergence of key directorates (QA units, postgraduate directorates, research directorates and centres for continuing education) in support of the postgraduate institutional projects is desirable and deserves recognition. Interestingly, the fact that the review schedules involving these directorates were arranged by the QA units was testimony to the degree or the extent to which coordination across them has been part of institutional practice, though in the three cases it needs improvement. Unfortunately the team was surprised by the silence in the three cases about the significance of the interface of their tasks across directorates, which highlights the importance of cross-division activities still needed.

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[86] ARU.(2014). Strengthening capacity on research and innovation for sustainable land and environmental management for inclusive development (STYEM-ID) (2015-2020) - Concept note. Dar es Salaam: Ardhi University.

While the delivery practices in postgraduate training have improved continuously over years from the sandwich model to the inception of local training, the challenge across the four institutions is to explore strategies that can compensate for the constraints imposed by a poorly resourced environment on students and supervisors. In this regard, what the delivery units have done is to develop curricula responsive to wider national and regional needs, bring additional expertise from overseas, draw on logistical recourses from their institutional partners (in countries such as Sweden, Zambia and Uganda), but stick to the traditional student supervision and support approach, based on the apprenticeship model of an isolated relationship between supervisor and student.

What has not been done consistently is to explore innovative modes of supervision (including mentoring) and draw on the potential of academic citizenship or academic enrichment activities (seminars, writing retreats, postgraduate research meetings, postgraduate colloquia and research competitions, etc.) to compensate for the existing environmental constraints. By maximising peer support and exposure to a wider faculty, these activities would help socialise students into sound academic scholarship. The team does, however, concede that there are isolated signs of these activities in some units, but not integrated within their strategic frameworks with the necessary budget incentives, control and monitoring mechanisms.

Finally, North-South inter-institutional collaboration/partnership has been a key strategy for the success of all postgraduate activities from the sandwich model to the emerging home country postgraduate programmes. It facilitates the sharing of expert knowledge, skills and resources in research, teaching and supervision. It exposes both staff and students to a wider academic community. Unfortunately the team could not find instances where this strategy has been replicated at national and/or regional level in the context of these emerging programmes, except for those cases where access to laboratories was needed in Uganda or Zambia. This is a strategy that has been used with considerable success in several collaborative doctoral programmes in South Africa, which led the South African National Research Foundation to create a grant programme to support them. It has the effect of minimising resource constraint and has proved to be very effective in building institutional capacity.

Key challenges

Shortage and inadequate staff profile. The quality of human resources, particularly academic staff with doctoral degrees and good research record, as well as the presence of effective policies for recruitment and appraisal of academic staff influences the quality of postgraduate training and the image and reputation of an institution are all a concern. The three universities have been challenged by the depletion of academic staff especially at senior level where capacity for postgraduate supervision is located. The problem is felt more acutely in economically strategic fields such as emerging industries (energy, petroleum, engineering), science and technology. The interviews revealed that the main reasons for this trend are senior staff ageing problems, brain drain through government appointments and the lack of retention strategies to retain senior members and successful young academicians.

Three principles underpin student selection and admissions within the three institutions. First, they must be transparent, i.e. unambiguously spelt out in official documentation and recruitment media. Second, they must be based on formal criteria, which in all cases should take into account equity considerations. Third, they must be competitive. While all institutions have embraced these principles, it is in the latter that there are some differences.

For example, the panel has noted that these are not consistently applied at the PhD level where, given the emphasis on staff development, the candidates are headhunted and not selected through an open competitive process.

Dissemination and clarity of rules and procedures. Generally, evidence indicates that the three universities have developed with relative success important policy instruments and mechanisms to maintain quality in institutional core activities, teaching, learning, and research and knowledge exchange. These include its QA policy, regulatory frameworks for postgraduate programmes, student course evaluations, tracer studies, academic audits, teaching and learning monitoring strategies as well as procedures for monitoring the conduct of university examinations. However, the staff and students are not always aware of or clear about the content of these rules and procedures.

Capacity building in QA and curriculum practice. Constraining teaching and learning are factors such as the shortage of academic members of staff in some disciplines, inadequate ICT facilities for students and staff, lack of funds for maintenance of physical infrastructure, brain drain due to job competition, inadequate staff remuneration and retirement benefits. The recent adoption of the competency-based curricula has necessitated the need to strengthen teaching, learning and assessment methods in order to impart necessary competencies to students. To achieve this it is also important to ensure that faculty capacity is built.

CHAPTER FOUR

ASSESSING THE QUALITY OF LOCAL POSTGRADUATE TRAINING MOZAMBIQUE

As indicated in Chapter Two, university education in Mozambique was established only in the 1960s under the rubric General University Studies of Mozambique (EGUM), which became the University of Lourenço Marques (ULM), and then University Eduardo Mondlane (UEM) in 1976. These changes were accompanied by a rapid increase in student enrolments. Langa (2014) observes that at the time, access to university education was determined by colonial and racist ideology and by independence in 1975, only one in 40 black Mozambican students (2% of the total student population) were registered at the ULM.[87] Currently the student population at UEM is about 35,000, and the number of postgraduate students represents 7,4% of the total.[88] At present, UEM has only three doctoral programmes (Linguistics in the Faculty of Arts and Social Sciences, Renewable Energy in the Faculty of Sciences and Law in the Faculty of Law) with less than 100 students enrolled in the whole university. More significant numbers of students are registered at master's level with 52 master's courses and 2,480 students (1,054 female and 1,426 male). [89]

Policies, strategies, rules and procedures

The panel established that UEM has in place a concise framework of rules, procedures and guidelines that specify roles and responsibilities as well expectations of both staff and students in its postgraduate programmes. The university has developed strategies and mechanisms to ensure that courses are completed within the required timeframes (details?), such as induction, supervision, and academic support committees; and schedules for the submission and assessment of student work, including dissertations and theses. Departments are required to ensure that students clearly understand the key steps and processes to follow during their studies. For this purpose, they must ensure that the various courses provide students with all regulations governing postgraduate studies (Guidelines for Postgraduate Studies at UEM), including a curriculum plan, course outlines, and specific unit guidelines. The challenge remains, however, the dissemination and clear understanding of these guidelines among all staff.

Staffing for postgraduate training

The exodus of Portuguese personnel in 1978 left UEM with only 10 Mozambican teaching staff. Academics were recruited from the Soviet bloc to ameliorate the shortage of staff. Many Mozambicans were also sent abroad to undertake higher degree studies, in particular to socialist countries such as East Germany, the Soviet Union, Czechoslovakia and Bulgaria. In 2013, UEM had 1,680 staff members (1,247 male and 433 female). Of these staff members, 807 have a master's degree and 352 hold a doctorate. To minimise the staff shortage and to diversify the nature of the staff complement, UEM also has 96 foreign staff members recruited from partner universities. These figures reflect the gradual reduction of academic

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87 Langa. (2014). The role and functions...
88 UEM. (2013). 1.o Ciclo de Auto-Avaliação dos cursos da UEM. Relatório global. Maputo: UEM, GQA, p.3.
89 UEM. (2015) Relatório de avaliação do plano estratégico 2008-2014- Rumo a uma universidade alicerçada na investigação. Draft a ser apresentado ao Conselho de Reitoria no dia 03 de Março de 2015). Maputo, Março de 2015, p.10.

staff with only a licentiate. Academic staff are supported by a group 2,784 support services staff (1,794 male and 990 female). Currently 115 staff members are on a bursary scheme to undertake their master's studies (37) and doctorate (78) in countries such as Sweden, South Africa, the Netherlands, Norway, Brazil, Portugal, Spain, Germany and Belgium, the majority being sponsored by Sida (19 for master's and 66 for PhD). Overall, what is commendable is the fact that the percentage of staff with master's and PhD degrees increased between [1994] and 2013 from 18% to 44% and from 16% to 20%, respectively.[90]

Postgraduate programme management and coordination

Three main central offices interface in terms of the management and coordination of postgraduate programmes and QA: the Academic Quality Office (*Gabinete para a Qualidade Académica*) (GQA), the Scientific Directorate (*Direcção Científica*) (DC) and the Pedagogic Directorate (DP).

Academic Quality Office

In line with its strategic plan, the University Council approved in 2013 the Quality Assurance of Academic Quality of the University Eduardo Mondlane (SISQUAL-UEM) and established the Office for Academic Quality (GQA).[91] The structure, role and functions of the Academic Quality Office are defined by the Regulation of the Office of Academic Quality complemented by the UEM Statutes. Staffing GQA is the director and two specialist members. They work with QA coordinator from each of the 16 university faculties. GQA reports directly to the Rector's office and the Vice Rector – Academic. Its functions include to

    i.   promote an institutional culture of quality;
    ii.   prepare the instruments for evaluation of teaching, research and outreach activities;
    iii.   boost regular self-evaluation of the courses and related academic activities;
    iv.   support the processes of external evaluation and accreditation of the programmes, research units, provision of service and outreach, ensure the articulation of university units and national and international institutions responsible for external evaluation and accreditation; advise the university on the basis of the processes of self and external evaluation;
    v.   promote the training of managers, lecturers, researchers and technicians on QA system within the university; and
    vi.   disseminate the agenda of SISQUAL-UEM and monitor its implementation within the university community.[92]

Figure 1 represents the current structure of the GQA.

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[90] UEM. (2014). Relatório de Actividades e Finançeiro de 2013…, p.88.
[91] UEM. (2013). Manual da Auto-Avaliação dos cursos…p.8.
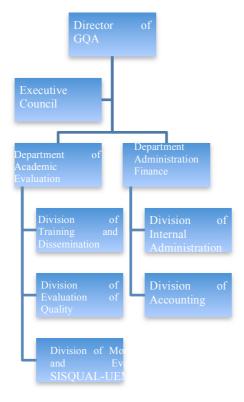[92] UEM. (2013). Regulamento do Gabinete para a qualidade académica.

Figure 1: GQA Organisational Structure

Several activities have been undertaken since the inception of the GQA in 2013. The first was the establishment of a committee to develop standards, indicators and instruments for self-evaluation. The second was the regular presentation of a seminar on self-evaluation, with the following goals: (i) to promote the national QA system at UEM, its objectives, principles and mechanisms; (ii) to inform the university community and familiarise participants with self-evaluation as a critical mechanism in QA; and (iii) to discuss with the university community the standards and indicators to be used in self-evaluations. Two major meetings were organised with QA coordinators to discuss self-evaluation instruments, and the situation in faculties regarding quality assurance, and to plan and budget for the first round of self-evaluations and the development of the self-evaluation manual. The GQA has since produced a self-evaluation manual which has been used to evaluate 17 courses as a pilot project within the university.[93] The self-evaluation focused on the following main domains of activity:

- Mission
- Programme organization coordination
- Quality assurance mechanisms
- Curriculum design, structure and content
- Teaming and learning
- Graduate workplace readiness
- Curriculum implementation
- Student body
- Student selection admission
- Student academic performance
- Social and learning environment
- Teaching staff

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93 UEM. (2013). Manual da Auto-avaliação dos cursos. Maputo: UEM: Gabinete para a Qualidade Académica.

- Qualifications and appointment of staff
- Staff recruitment procedures and management
- Research
- Outreach[94]

The team took cognisance of the very strong leadership and competence displayed by QAB in its engagement with academic and non-academic units (finance, accommodation, infrastructures, registration services, student affairs, etc.) that have a bearing on quality improvement and QA issues. Its presence is felt at all sites visited during this review, particularly its attempts to work with a core of peers from the different faculties.

Research Directorates

The Scientific Directorate is the central office responsible for the management of four main funds: Research Fund, Equipment Fund, Postgraduate Fund and Programme Coordination Fund. Besides support has provided to important research projects, the Scientific Directorate provides funds for staff pursuing doctorates at the Universidade de Federal Fluminense (Brazil), Stockholm University (Sweden), State University of Tanbov (Russia) and master's studies with the FUNIBDER distance learning network. It has also supported research events, including conference attendance. Another important initiative undertaken by this Directorate in 2013/2014 was the introduction of monitoring mechanisms to ensure that the results of the projects funded by the university are presented in research seminars planned for 2015.

In 2013, UEM conducted 353 research projects across its various faculties. Most of these projects were supported by three main sources: Sida, Belgium and the Netherlands. (How many for Sida? And in what subjects- assessment?) Although several books and articles have been published, the number of research outputs from these projects, in particular scholarly publications, remains very low, considering the volume of projects. Students interviewed identified their engagement in research and publications activities, as well as the synchronisation of research with supervision and teaching and learning processes, as weak areas. Staff indicated that a built-in reward system for productivity in research and publications is linked to the staff annual appraisal and promotions policy. The panel was, however, unable to determine how such a reward system has translated into increased research productivity for students and their supervisors.[95]

While the creation of the National Journal for Scientific Research (RENIC) to encourage staff and student publications is a step in the right direction, the team is of the view that UEM needs to develop a comprehensive strategy with adequate policy guidelines and monitoring mechanisms for effective implementation of its research strategy. This is all the more pressing in the light of the commitment to become a research university. Such a strategy warrants greater commitment to a quality culture and intensification of master's and doctoral training, perhaps in collaboration with other countries.

Overall the impact of the research policy on postgraduate studies remains uncertain. While the main institutional guidelines regulating postgraduate studies make provision for publications by postgraduate students when undertaking academic degrees, there is little evidence that these stipulations are effectively monitored.

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[94] UEM. (2013). Manual da Auto-avaliação dos cursos...
95 UEM. (2014). Relatório de Actividades and Finançeiro de 2013…, p.48.

Pedagogic Directorate

The Pedagogic Directorate (*Direcção Pedagogica* – DP) is the central unit responsible for the coordination of teaching and learning issues and supporting faculties in the revision of curricula. The DP has concentrated its activities on curriculum revision in the context of regional integration and in the light of the implementation of the curriculum framework for graduate studies.

Postgraduate programmes

In 2013 UEM introduced an additional PhD programme to make a total of three programmes (Linguistics in the Faculty of Arts and Social Sciences; Renewable Energy in the Faculty of Sciences; and Law in the Law Faculty). In 2013 there were 61 PhD students (16 female and 45 male). In 2014 there were 52 master's programmes at UEM, with enrolment of 2,480 students (1,054 female and 1,426 male). The following is an indication of programme development at UEM:

Figure 2: Number of postgraduate programmes (licentiate, master's and doctoral)

Student admission strategies and enrolment

Procedures for admission into various postgraduate programmes at UEM are published in the Curriculum Framework for Postgraduate Studies (*Quadro Curricular para a Pós-graduação*), which incorporates the profile of postgraduates, the structure of the programmes, delivery models, duration, assessment, student supervision and available human, financial and material resources. The university's recruitment process is transparent and based on formal criteria. The UEM offers two tracks of master's programmes: professional and academic. The key entry requirement is the completion of the licentiate with an average of 14% (out of 20%) for the academic master's and 12% for the professional master's. In the latter case, demonstrated professional experience is an advantage. Individual departments may set additional requirements, in compliance with existing legislation. The requirement for doctoral studies is also a minimum average of 14% for the master's studies. Given the difference in the number of credits for the professional master's (90 credits) and the academic master's (120 credits), completion of the professional master's does not guarantee access to doctoral studies. Candidates in this case are required to have at least 3 years of research

experience. In special cases, where research and professional experience or publications justify consideration, candidates with an average of 12% can be admitted.[96]

The panel observed, however, that the demand is overwhelmingly higher than the capacity of the university to absorb the number of applicants, as highlighted in Table 7.

Table 7: Numbers of places and applicants for master's studies

Year	Places available	Applicants	Admitted	% Admitted
2009	4273	17051	3979	23%
2010	4263	23807	4254	18%
2011	4552	25029	4394	18%
2012	4602	30229	4394	15%
2013	4047	25755	3876	15%

Source: UEM (2014). Relatório de Actividades and Finançeiro de 2013. Maputo: CIEDIMA, p.22.

Curriculum design/programme structure, delivery and assessment

Until 2008, all programmes at UEM complied with the curriculum framework introduced in 2001.[97] This framework established the following: (i) a competence-based curriculum; (ii) a curriculum model based on a common core and specialisations; (iii) generic competences for the core (e.g. study methods, theory, academic discourse, etc.); (iv) differentiation between course subjects, complementary subjects and options or electives; and (v) a curriculum structure of three plus one years (bachelors plus licentiate) or a four-year licentiate. The *Lei do Ensino Superior* approved in 2009 introduced three-degree levels: licentiate (three to four years), master's (eighteen months to two years) and doctorate (minimum of three years).[98] The following year the Council of Ministers approved the Academic Credits Accumulation and Transfer System, which defined the degrees and the number of credits for each degree.[99]

UEM offers hybrid professional, academic master's and PhD programmes in that they include coursework components and a dissertation for master's and a thesis for PhD studies. The coursework, which is structured differently in terms of size and scope for each of these programmes, deals with three key components, namely 'knowledge acquisition', 'skills development' and 'knowledge and skills application'. These are packaged according to the goals of each programme.

Against this background, UEM engaged in a comprehensive curriculum revision of both undergraduate and postgraduate programmes in 2009, with the following objectives: (i) introduction of the three cycles defined in the higher education qualifications framework; (ii) introduction of student-centred pedagogies; (iii) regional and international articulation of programmes and qualifications; and (iv) adoption of strategies to increase access. The decision taken in 2009 to reduce the number of years for the licentiate from four to three years was reversed in 2012. Now the licentiate programmes are being realigned to the

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[96] UEM. (2013. Quadro Curricular para a Pós-graduação. Maputo: Imprensa Universitária, 2013.
[97] Novo Quadro Curricular da UEM, Comissão Central da reforma Curricular, Dezembro de 1999, Approved 2001.
[98] Lei do Ensino Superior, Lei n° 27/2009
[99] Decreto n° 32/2010 do Conselho de Ministros

previous four years.[100] According to the review report of the Strategic Plan in 2015, the current duration and number of credit units of undergraduate and postgraduate programmes have now been reconciled with regional programmes as illustrated in Table 8.[101]

Table 8: Postgraduate courses: duration and credits

Postgraduate courses	Duration (Semesters)	Credits
Specialisation	-	
Short courses		25 or 30
Professional master's	3 (maximum 5)	90
Academic master's	4 (maximum 6)	120
Doctorate	6–8 (maximum 12)	150 or 180

Two important aspects should be highlighted concerning UEM curricula. The first concerns UEM's commitment to ongoing curriculum reviews. A new curriculum framework was approved by the University Council in October 2011, which adopted student-centred models, set total notional hours for student work and notional hours for credit units, and established a programme structure based on core subjects, complementary subjects and electives/optional subjects for the licentiate. [102]

The second aspect concerns the emerging trend towards privileging fee-paying students, i.e. part-time students who attend classes after work (*pós-laboral* students). This trend is attributed to two main reasons: a shortage of student funding or bursaries, and the adoption of the minimum of 14% average graduation mark as the main eligibility requirement for bursaries, which make it difficult to study full time. Most candidates cannot meet these requirements and thus they are excluded from the bursary scheme. The number of students with bursaries has declined at UEM, from 8.4% in 2008 to 6.4% in 2013 of the total number. While *pós-laboral* enrolment may be an option for sustaining existing postgraduate programmes, it is perceived as the main cause of poor student performance and low throughput, a sentiment echoed by all postgraduates interviewed. [103]

Third, while there has been a considerable increase in the number of students enrolled in master's programmes, enrolment in the doctoral programmes remains low, notwithstanding the fact that there are only three doctoral programmes at the university.

Assessment/evaluation

Student assessment at UEM is based on the norms and procedures stated in the pedagogic and postgraduate regulations (*Regulamento Pedagógico and Regulamento da Pós-graduação*). The examining panel for the assessment of dissertations and theses must include an external examiner with a PhD degree and expert knowledge in the field. In the case of an academic master's, the candidate must present part of the study at a conference, and prepare an article

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100 UEM. (1999). Novo Quadro Curricular da UEM, Comissão do Quadro Curricular da UEM.
101 UEM. (2015) Relatório de Avaliação do Plano Estratégico 2008-2014- Rumo a uma universidade alicerçada na investigação. Draft a ser apresentado ao Conselho de Reitoria no dia 03 de Março de 2015. Maputo, Março de 2015.
102 Deliberação n° 16/CUN/2011 do Conselho Universitário
103 UEM (2015). Relatório de Avaliação…, p.4.

to be approved by a review panel. PhD candidates must publish at least two articles in peer-reviewed journals. A matter of concern, however, is the question of throughput. In 2013, only 1,988 students graduated: 1,902 with the licentiate (58% male and 42% female); 80 with a master's degree (51% male and 49% female) and only six with a PhD (four male and two female). [104] The low throughput rate is attributed to student profile – the predominance of *pós-laboral* postgraduate students.

Teaching and learning

The review team identified a range of strategies adopted to enhance teaching and learning mostly driven by contextual factors. UEM teaching and learning strategy rests on two main pillars: a central strategy driven by the Pedagogic Directorate (DP) and a staff development conducted by the Academic Development Centre of the Faculty of Education focused on teaching and learning.

The challenges include: (i) lack of clarity about the number of *monitores* (tutors) that each unit should hire to assist lecturers; (ii) lack of a remuneration policy concerning *monitores*; (iii) lack of implementation of the Pedagogic Regulation (*Regulamento Pedagógico*) due to lack of awareness among the lecturers; (iv) shortage of staff in some areas; v) lack of classrooms, books and laboratories in some units; (vi) lack of implementation of study guides in some subjects; (vii) non-compliance with the academic calendar in some units.[105] In response, the Academic Development Centre of the Faculty of Education at UEM has launched a staff development programme geared at improving teaching and learning processes. It includes three key modules: (i) Introduction to Psychology; (ii) Participative Methods; and (iii) Student Assessment. There is also little evidence of integration of ICT in teaching and learning.

The interviews with faculty members indicated that UEM postgraduate students evaluate their coursework, the research component and their lecturers or supervisors at the end of each semester, using instruments provided by the faculties.

Student supervision and support

The UEM postgraduate guidelines stipulate that postgraduate studies require research skills and professional competence through attendance of selected modules or short courses, and participation of students in scientific meetings (conferences, seminars, lectures, etc.). The guidelines suggest that seminars should be planned for the presentation and assessment of student work, and discussion of work-in-progress to enhance presentation, debating and writing skills. They highlight the fact that supervisors have an important role to play in encouraging, guiding and inspiring the research student, or in inducting students into the world of work. For this purpose, the key functions of a supervisor are defined as: (i) to guide students in selecting a topic for their dissertation or thesis and procedures appropriate for the type and level of studies, and to create research opportunities; (ii) to suggest appropriate courses and literature, and support students in the preparation of their research proposals; (iii) to develop a supervision plan including regular meetings; and (iv) to encourage student publications and participation in conferences.[106]

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104 UEM. (2014). Relatório de Actividades e Finançeiro..., p.26.
[105] UEM. (2014). Relatório de Actividades e Finançeiro de 2013…, p.35.
106 UEM. (2013). Quadro Curricular para a Pós-graduação. Maputo: Imprensa Universitária, p.15.

However, from interviews with postgraduate candidates, it appears that in practice, most lecturers do not comply with the basic guidelines for student supervision, such as timely and thorough feedback on student work, regular meetings and seminars with their students. Academic staff explain this problem as being a consequence of the profile of students who, as part-time students, do not have time for such activities. Very few faculty members undertake their own research and publish their work, and this is reflected in the lack of student publications.

Programme reviews

The National System of Accreditation Evaluation and Quality Assurance of Higher Education (SINAQES) sets a system of standards and procedures of programme self-evaluation and external evaluation[107] to be undertaken by individual institutions, under the supervision of CNAQ.[108] Progress in this regard has been made in the domain of programme self-evaluation. In response to CNAQ's initiative, from June 2013 to September 2014, UEM undertook its first cycle of course self-evaluation which covered 19 courses in 15 faculties. The consolidated report highlights the strengths, weaknesses, challenges and opportunities common to all courses evaluated, and makes recommendations to inform the development of institutional improvement plans.[109] Unfortunately, the target was only undergraduate programmes.

There was some pragmatism in the way UEM approached the initiative. It set its specific objectives as not only to participate in CNAQ's pilot evaluation project in the three targeted areas (Medicine, Engineering and Education) but to use the opportunity to test quality issues in at least one programme per faculty, develop improvement plans for those programmes to be implemented by the respective faculties, to test and improve the self-evaluation methodology, including standards, instruments and procedures defined in the UEM Course, and develop awareness within the university community on quality promotion culture.[110].

The exercise, which was hailed as critical moment of systematic reflection, produced significant outcomes: more systematic knowledge of the state of the courses offered by the UEM which offers a good basis for planning and more realist definition of targets and priorities, and evidence for informed decision making in course revision. Most importantly, the report indicates that it provided useful insights for the revision and consolidation of the self-evaluation guidelines of the UEM Self-Evaluation Manual for effective use in the future. It also pointed to the importance of availability of information and record keeping on the various aspects related to the academic coordination of courses as well as the value of consultation with stakeholders, particularly employers.[111]

Facilities and infrastructure

At UEM, the requisite training resources for postgraduate students – physical plant or infrastructure, human resources, and essential ICT services – are very good. The main campus has been considerably refurbished and displays very good classrooms, seminar rooms, dedicated study rooms or working spaces for postgraduate students, and laboratory

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[107] UEM. (2013). Manual da Auto-Avaliação dos cursos. Maputo: UEM: Gabinete para a Qualidade Académica, p.8.

[108] Wangenge-Ouma G. and Langa P.V. (2010) 'Universities and the Mobilization of Claims of Excellence for Competitive Advantage'. *Higher Education*, 59 (6): 749–764.

[109] Gabinete para a qualidade académica. (2014). 1o ciclo de auto-avaliação dos cursos da UEM relatório global. Maputo: UEM, Dezembro 2014, p1.

[110] Gabinete para a qualidade académica. (2014). 1o ciclo de auto-avaliação dos cursos…, p.6.

[111] Gabinete para a qualidade académica. (2014). 1o ciclo de auto-avaliação dos cursos…, p.52.

facilities in the case of science and engineering disciplines, as well as a commendable IT system. Still in development, the Brazão Mazula library promises to be one of the best in the region outside South Africa, with workspace dedicated to postgraduate students, both inside and outside the library. The team is of the view that the UEM postgraduate training environment conforms to acceptable standards for one of the poorest countries in the world. There is good provision of classes, lecture theatres and seminar rooms for use by both undergraduate and postgraduate students.

However, UEM is still developing a management information system and thus there is no electronic/online register at the university. The team has established, however, that there is limited use of the e-resources offered at the libraries due mainly to lack of awareness or communication problems between the library and the users. Similarly, it emerged from the interviews that forms of communication between the library and the faculties need improvement. For example, the team was informed that one particular faculty member had to create a web page to disseminate student work such as dissertations and theses as this was perceived to be the only means available. However, the library has already created a repository for this purpose.

Gender and other equity issues

Gender equality has been part of UEM's strategic plans and cooperation agreements with Sida, particularly after the 1995 Beijing Conference. The UEM Strategic Plan 1999–2003 identifies, 'poor representation of women in the university community' (p.18) as a major institutional weakness and put in place a plan of action to address it including awareness campaigns, equity in accommodation allocation, fighting gender discrimination in teaching and learning, and improvement of participation of women in STEM subjects (science, mathematics and technology) as well in employment opportunities. The UEM strategic objective 2 of the Strategic Plan 2008-2014 is 'to promote equity in access for all social groups with particular attention to the economically and socially most vulnerable'. Currently women range from 33.7 % to 36.1 % of all students enrolled at UEM from 2008 to 2013. The distribution of students in the master's programme shows the university's effort towards achieving gender equity (Figure 3). However, no major changes have taken place in gender distribution for the last five years as illustrated in the table below.
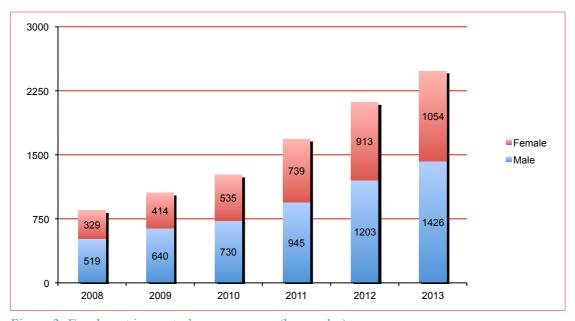

Figure 3: Enrolment in master's programmes (by gender)

This pattern can be identified in courses such as Medicine, Biology, Sociology, and Veterinary Science. However, imbalances can be found in technical courses such as engineering and physics where female enrolment is less than 5%. The key instrument used to promote access among socially and economically disadvantaged groups is a scholarship programme with 2 193 bursaries provided in 2013, well beyond the 400 target envisaged in the Strategic Plan. UEM also uses a quota system for admission of students from the different regions of the countries in Maputo. In courses offered outside Maputo, the quota system privileges students who reside in the respective provinces.[112] UEM also pays particular attention to students with special needs.[113] The team has noted, however, that in the distribution of bursaries gender imbalance remains a matter of concern. For example, out of a total of 2193 bursaries, 1608 were provided to male and only 585 to female students.[114]

Regional and international collaboration

UEM has strong links with universities in the Portuguese speaking countries particularly in Portugal and Brazil. This collaboration is being gradually extended to the SADC region and the Commonwealth, since Mozambique is part of these communities. The challenge is to diversify and consolidate its forms of collaboration to stimulate research and scholarly work in all key domains of academic life. The only concern remains the fact that inter-institutional collaboration tends to be confined to project-related activities, and not located within the broader context of higher education internationalisation (staff and student mobility and study abroad).

Concluding remarks

The overall picture is positive. The review team is pleased with the remarkable role played by the GQA in its efforts towards quality promotion in programme design and delivery at UEM, particularly the confidence it has displayed in discharging its mandate and its strong leadership style. A measure of success can be seen in the process leading to the production of its self-evaluation manual, the dialogue and engagement with academic staff that has characterised this process, and the emphasis it places on self-regulation and ownership in QA. The improvement in the general learning environment is visible particularly in the library, lecture halls and student working space. Regulative instruments for postgraduate studies (e.g. Postgraduate Guidelines) have been produced and made available.

UEM faces, however, considerable challenges at faculty and departmental levels: (i) academic staff who generally have little time for the details of an effective QA practice (many hold positions in different institutions); (ii) inadequate programme coordination across faculties (a problem that has already been recognised); (iii) poor commitment to sound academic scholarship among supervisors with negative impact on students aggravated by weak accountability mechanisms in this domain; and (iv) the increasing numbers of *pós-laboral* postgraduate students with limited time for their studies. A pragmatic and coordinated effort is required to deal with these challenges. Pragmatic, because it may require necessary but unpopular decisions; coordinated, because part of the problem lies at the heart of existing modes of intra- and cross-faculty coordination.

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[112] UEM (2015). Relatório de Avaliação…,p. xviii.
[113] UEM. (2014). Relatório de Actividades and Finançeiro..., p.32.
[114] UEM. (2014). Relatório de Actividades and Finançeiro..., p.30.

Commendations

UEM has established a QA unit with a very strong and competent leadership in the university (GQA). Its presence is generally felt at all levels of the university. The unit has already produced its handbook for programme self-assessment, which was piloted and revised in the course of the self-assessments promoted by CNAQ. GQA is currently planning programme assessment at the postgraduate level.

Recommendations

- There seems to be a curriculum design problem manifested in the current structure(s) and coordination of the master's programmes which had already been recognised by the Scientific Directorate and the various delivery units. This necessitates a systematic review of the content, structure and modes of coordination of these programmes. The team suggests that the GQA and the Scientific Directorate undertake a systematic programme self-assessment to inform the necessary programme restructuring and coordination.

- Given the range and nature of the activities that the mandate of the GQA entails, its members should specialise in those tasks which are specific to the role of this unit and leave QA academic issues to the faculties. In this regard, the GQA could play a supportive and a promotive role, for example by providing guidelines and coordinating training for self-assessments of programmes and curriculum reviews. In order for the Directorate to assume such role, UEM should consider reviewing the size, composition and profile of its staff to ensure a good skills mix.

- The team recommends that the units where postgraduate programmes are conducted should consider developing a menu of academic enrichment activities to facilitate academic engagement of students with their peers, their supervisors and other academic staff, while improving their conceptual, analytical, writing and presentation skills (e.g. postgraduate seminars, writing retreats, etc.). While the university postgraduate policy makes provision for these activities, no evidence exists that it is being implemented.

- UEM has a very low throughput and poor student performance. The problem is attributed to a multiplicity of factors ranging from time due to predominance of part-time/after work (*pós-laboral)* students, an absence of academic citizenship activities, inadequate curriculum structures, particularly at master's level, lack of time of staff (many have different jobs in different institutions), poor scholarship among them, and staff pedagogic weaknesses. While the *pós-laboral* phenomenon is seen as the most common factor influencing negatively student performance across the programmes, the team proposes a systematic analysis of the situation to determine the causes of the problem and suitable strategies to address it. A healthy functioning university and faculties require a balanced mix of full-time and part-time students.

- Similarly, although there is a clear policy governing research and scholarly publications among academic staff, including a system of rewards, the general level of academic performance in research remains highly unsatisfactory. It appears that the number of research projects being supported by the university and development partners is not yielding the expected minimum publications. If the university is repositioning itself to become an institution anchored in research, effective support

and monitoring mechanisms must be explored to improve the level of academic scholarship expected from staff and students.

- The review team urges UEM to intensify its effort geared at addressing equity and gender equality not only in its policy, strategy and institutional plans but also in the curriculum content and modes of delivery. This should include verifiable indicators to monitor the implementation of the gender goals.

CHAPTER FIVE

THE QUALITY OF QA SYSTEMS AND PG PROGRAMMES IN TANZANIA AND MOZAMBIQUE: CONTRASTING THE TWO EXPERIENCES

In this chapter, we contrast the two QA systems and the postgraduate programmes delivered in the two countries with reference to established assessment criteria in international QA practices. We do so taking cognisance of the distinctive socio-political circumstances that separate Tanzanian from Mozambican higher education. The aim is not necessarily to compare the two processes but to distil the most significant insights and lessons from them. The chapter concentrates on the following key dimensions: the nature of the mandates of the national QA bodies, their position in relation to government and the HEIs, and the postgraduate programmes offered in the two countries.

Mandates of QA agencies

The table below contrasts the mandates of the QA agencies in the two countries.

Table 9: Mandates of QA agencies

Mandates	CNAQ	Other government agencies in Mozambique	TCU	Other government agencies in Tanzania
Assess institutions and/ or programmes	X		X	
Approve new academic programmes/courses	X		X	
Approve new higher education institutions	X	X	X	
Set minimum academic standards	X	X	X	
Advise government on higher education	X	X	X	
Rank institutions				
Annual performance/ monitoring	X	X	X	
Recognition of degrees and equivalence		X	X	

Oversee university budgets and fees			X	
Oversee/evaluate transfers between institutions	X		X	
Approve admissions to institutions			X	
Standardisation of academic designations and titles	X	X	X	
Harmonisation of HE Qualifications	X		X	
Regional harmonisation of HE Qualifications	X		X	
Equity and gender equality			X	
Monitor part-time staff levels			X	
External examiners monitoring	X		X	
Approve foreign institutions	X	X	X	

Adapted from Materu, P. (2007). *Higher education quality assurance in sub-Saharan Africa. Status, Challenges, Opportunities, and Promising Practices*. World Bank Working Paper No. 124. Washington, DC: The International Bank for Reconstruction and Development/The World Bank

As shown in the table above, CNAQ overlaps or may overlap with other government agencies at least on matters concerning the following issues: (i) approval of new higher education institutions; (ii) the setting of minimum academic standards; (iii) advising government on higher education; (iv) recognition of degrees and equivalence; (v) standardisation of academic designations and titles; and (vi) approval of foreign institutions. Tanzania has kept most of these functions within the scope of the TCU's mandate with little interference from other government agencies. This does not discard the fact that in Tanzania professional bodies exercise significant influence in the setting of minimum standards and criteria for university programmes.

There are strong similarities in the legal mandates of CNAQ and the TCU regarding the authority to assess institutions and programmes, endorse (or reject) new programmes, and approve the creation of new higher education institutions. They both set norms and standards, and monitor institutional and programme performance. There are also strong similarities in their activities: peer reviews, institutional assessments, site visits, and accreditation and re-accreditation activities. The difference resides in the decision-making processes and the scope of functions related to these mandates. For example, while CNAQ is dependent on government in making its decisions, the TCU plays a more significant role in advising government.

The establishing law of CNAQ does not describe QNAQ as a fully independent body, but as an institution with legal personality and *administrative and technical autonomy under* the National Directorate for Coordination of Higher Education – *DirecNat para a Coordenação*

do Ensino Superior (DICES) – the ministry responsible for higher education. While the TCU as all other existing QA agencies is highly dependent on government on public funding and its governing body and government appoints top management, it enjoys a greater degree of institutional autonomy. It can be described as semi-autonomous agency, an attribute that enhances the exercise of its professional mandate.[115]

With regard to their regulatory role, CNAQ and the TCU have generally been successful in developing credible systems of QA guidelines for higher education and have been urging institutions to develop their own QA mechanisms, especially concerning postgraduate training and research. The panel notes that CNAQ and the TCU have not consistently and effectively worked with institutions in developing these guidelines and minimum standards. It is important that institutions and their practitioners see quality as their responsibility, and regard national QA agencies as their partners in their endeavours in the quality improvement domain.

There are additional functions in the mandate of the TCU, some of which are stipulated in the legislation. For example, the TCU is responsible for ensuring equitable access and admissions to higher education institutions irrespective of gender, race, religion or economic status, including overseeing transfers between institutions, fee structures and university budgets. Not only do these functions provide it with additional sources of income but they also tend to strengthen its presence in higher education.

The TCU has the benefit of having gender and equity principles and key policy goals stipulated by the Universities Act. The Act also specifically entrusts the TCU with the responsibility of promoting education institutions irrespective of gender, race, realities, gender equality, balance and equity", and "schemes with standard criteria for broadening of opportunities for persons in disadvantaged groups". In Mozambique, at national level, gender and equity issues are made more explicit not in higher education decrees but in the Poverty Reduction Strategies. At university level, equity issues appear in institutional strategic plans. Integrating the equity provision into university legislation and policies would certainly strengthen its weight in institutional management and practices.

Some TCU focus areas have evolved from its work: research related to higher education; marketing, especially to improve female participation in higher education and to emphasise science subjects; capacity building for university management (from Head of Department through to Vice Chancellor); provision of scholarships through the Ministry of Education and Vocational Training (such as the DAAD scholarship for PhD programmes); and an exchange programme with Algeria and Mozambique on first degree programmes.[116] The TCU is also required to coordinate budgets; it compiles all information relating to budgets from all public universities and submits this information to the Ministry of Education for consideration.[117] In Mozambique, these functions have been retained by the Ministry of Science, Technology and Higher Education, and the Technical and Professional Training and the National Fund for Research (FNI).

While CNAQ and the TCU appear to have had sufficient resources to carry out their functions, they both suffer from high staff turnover, shortage of specialist staff and high

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[115] Materu, P. Higher Education Quality Assurance in Sub-Saharan Africa..., p.55.

[116] Mohadeb, P. (2013). The role and functions of higher education councils and commissions in Africa- Financing and funding models. Cape Town: CHET, p.10.

[117] Mohadeb, P. (2013). The role and functions of higher education councils and commissions… p.10.

workloads. This has, nevertheless, not prevented them from producing significant outcomes (e.g. several institutional and course evaluations, and training workshops to steer the self-evaluation processes), often thanks to the dedicated efforts of individual staff members. The review team believes that thought must be given to the next step in professionalising the staff of these agencies and in developing mechanisms for training QA professionals. Professionalisation begins with a clear understanding of the roles staff members are expected to play along the core functions of the organisation; for example, they are experts in QA criteria and procedures, but not in actual assessment, which is the role of academic peers. In this perspective, TCU, CNAQ and QA institutional units, would focus primarily on initiating, conceptualising, planning, steering, coordinating and monitoring QA processes, while the actual execution could be the primary responsibility of academic peers.

International standing of the national QA bodies

We now assess the performance of the two systems and the players associated with them with reference to the degree of compliance by each of the national QA agencies with the INQAAHE guidelines and according to six point rating scale:

1. = Highly Satisfactory
2. = Satisfactory
3. = Moderately Satisfactory
4. = Moderately Unsatisfactory
5. = Unsatisfactory
6. = Highly Unsatisfactory
NA = Not Applicable

Table 10: Rating the country's QA systems

INQAAHE Dimension	Rating	
	Mozambique (CNAQ)	Tanzania (TCU)
Governance of the EQAA	6	1
Resources	4	3
Quality Assurance of the EQAA	6	6
Reporting Public Information	4	3
The Relationship Between the EQAA and Higher Education Institutions	3	2
The EQAA's Requirements for Institutional/ Programme Performance	4	4
The EQAA's Requirements Institutional Self-Evaluation and Reporting to the EQAA	3	3
The EQAA's Evaluation of the Institution and/or Programme	3	3
Decisions	4	2
Appeals	6	6
Collaboration	4	1
Transnational/Cross-Border Higher Education	3	3

The criteria for awarding one rather than another rating along this scale are defined below.

1 = Highly Satisfactory	An exemplary outcome demonstrating best practice in several areas of design (e.g. innovative but practical approach), solid and effective implementation progress, input demonstrating best practice in several areas with highly proactive identification and resolution of threats to achieving the development objectives.
2 = Satisfactory	Satisfactory or better on all key areas of design, implementation progress and supervision (e.g. evidence of strong government commitment and support, compliance of procedures, solid QA effort, sound and timely focus on implementation problems and development effectiveness).

3 = Moderately Satisfactory	Satisfactory on all key aspects of design, implementation progress and QA supervision but exhibiting some deficiencies and missed opportunities to improve prospects of successful outcomes and/or strengthen operations.
4 = Moderately Unsatisfactory	Significant deficiencies in one or two areas of design, implementation or QA supervision that could affect prospects for reaching stated aims. Shortcomings are also encountered in these projects in implementing agreed activities/policies and inadequate support to resolve issues and address fiduciary concerns.
5 = Unsatisfactory	Significant deficiencies in several key aspects of design, implementation progress and/or supervision that could jeopardise outcomes.
6 = Highly Unsatisfactory	A broad pattern of deficiencies in design, implementation progress and/or QA supervision that is likely to jeopardise outcomes.

The areas that the two systems have not paid attention to (6) are their own institutional self-assessment and the institutionalisation of mechanisms of appeals at both at the agency and HEIs levels. They show common weaknesses (4) in the hesitancy to enforce legal requirements concerning institutional and programme reviews on a regular basis at the postgraduate level, though with the recognition that considerable progress has been made at the undergraduate level, in the curriculum review and the development of new courses. The TCU in particular should be commended for its governance structures and extent of regional collaboration.

Postgraduate programmes: the convergence of two different traditions

In so far as postgraduate programmes are concerned, the situation is much more varied across the countries and across the universities. The conceptions and assumptions underpinning postgraduate programmes have been different and only recently began to converge. Mozambique followed the lusophone model with a University Qualifications Framework that stretched from the first degree - Bachelor's degree to Licentiate (at Honours level), with doctoral studies almost totally inexistent. Currently, several masters programmes (the main postgraduate level of studies) have been introduced with only three PhD programmes. The master's programme was introduced in the context of regional harmonisation of the University Qualifications Framework. Tanzania has a much longer and relatively well-established tradition of postgraduate studies within the Anglophone tradition.

Overall there are considerable similarities in the four institutions. The principle of stakeholder needs has been embraced with tracer studies and other forms of consultation being considered in curriculum reviews. In terms of relevance and prioritisation, there is certainly an effort to align the programmes in their design and content with the national priorities (health challenges at MUHAS, agricultural and land concerns at ARU and wider economic and social concerns – at UDSM and UEM) and human resource development.

Worth mentioning are new programmes in engineering, renewable energy and petroleum following the potential of resources in these areas in both countries. Student selection and admission follows established criteria and academically sound procedures (e.g. appropriate to the programme goals), UEM being the most constrained in this regard.

The programmes are regulated by explicit guidelines, rules and procedures as well as approved standards and criteria, including specification of the roles and responsibilities of supervisors and students. Through their postgraduate management and research offices each institution have produced special handbooks with appropriate guidelines for postgraduate studies covering issues such as student selection and admission, curriculum details, assessment and examination procedures for research proposals, dissertations and theses, rules and procedures governing postgraduate studies, and guidelines to steer student research and publications. Through their QA offices QA self-evaluation instruments have been produced to be used at institutional, programme and course levels (except MUHAS). Suitably qualified external examiners are appointed in terms of clear criteria and administrative procedures. Academic staff teaching on the programme generally have relevant academic qualifications and are provided with opportunities to update their knowledge and skills to be able to meet student supervision challenges. There is sufficient administrative staff dedicated to the programme where appropriate. The differences in the ways the four universities tackle these issues is just a matter of degree.

On the downside, with relative exceptions of UDSM and MUHAS supervisors are not very active in research and publications. There is limited academic support in language, writing and literacy skills. Academic mentoring is generally unknown. Procedures are not always followed to receive, record, review and return student work within a specified time.

Concluding comments

Overall, in Mozambique and Tanzania we experienced QA structures similar in form and purpose, both equipped with the necessary QA instruments, but different in their positioning within the higher education system and their regions, and modes of intervention. Mozambique represents a case of a young, emerging but enterprising QA body still hesitant in its engagement with the external environment, both government structures and university institutional environment. Tanzania offers an example of a well-established, organised and supported QA organisation, which has already developed the necessary QA instruments and has expanded the scope of its work beyond the QA domain. The panel was impressed by what the TCU has achieved since it was established and the high regard in which it is generally held.

Both agencies have made considerable strides in the accreditation of newly established higher education institutions but find it very hard to establish and consolidate a QA culture in them. For CNAQ, its QA instruments may need to be refined and negotiated with stakeholders for effective implementation. The TCU needs to explore more effective implementation strategies.

Although the processes are still embryonic there is certainly evidence in both countries that QA systems are beginning to stimulate quality improvement in higher education. Evidence obtained through the interviews indicates that there is no longer room for the so-called 'fly-by-night' providers. Through the accreditation process, institutions applying for accreditation take measures to meet the required standards and follow-up on any possible improvement plans. The main challenge remains consolidation of a QA culture within institutions.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

The picture that emerges from this review exercise is varied, multidimensional and generally positive. At systemic level, the vision, policies and instruments or guidelines have been put in place as well as well-conceived enabling structures (CNAQ and the TCU) for the implementation of QA in higher education. While for historical reasons the process assumed a somewhat top-down logic – from the region (IUQAEA) to the national (TCU) to the institutions (QA Directorates or Bureaus) and to the units (sites of programme delivery) in Tanzania or from government to CNAQ in Mozambique, there have been considerable attempts at the lower levels to appropriate QA strategies, adapt them and own them. For example, the TCU has developed national QA policies, standards and guidelines. CNAQ is also a case where the SINAQES has been translated into a useful framework of QA guidelines. Similar efforts are emerging at institutional level and unit levels where different kinds of student, course, and lecture and lecturer assessments take place. In this regard, Tanzania as a country has a potentially strong national QA system in higher education, relatively well aligned with regional and international demands. Although still very young, the Mozambican QA system is following the same pathway.

Also the four institutions have established their institutional QA units with the core functions of promoting QA culture within the institutions while liaising with relevant external stakeholders for support. The panel has been left with a very good impression about the conception of these units (Directorates, Bureaus or *Gabinetes*/*Offices*), the definition of their key functions in line with institutional strategic objectives in postgraduate training, and particularly their articulation with other complementary structures with bearing on the quality of postgraduate programmes, namely Postgraduate and Research Directorates, Pedagogic Directorates as well as Centres of Continuing Education and Library Resources.

One of the major achievements of Sida support to Tanzania and Mozambique is staff development, which has created in the four institutions a commendable and very impressive scenario. Yet, the TCU and all QA units remain highly understaffed and in some cases short of specialised staff. CNAQ also remains short of the necessary specialised staff. All indications suggest that there will be no short-term remedy to this problem. If these structures are going to operate with the existing capacity for years to come, then the only option rests on the increasing professionalisation and specialisation of their staff at both national and institutional levels, and the development of mechanisms for training QA professionals. Professionalisation requires a clear understanding of the roles that staff members are expected to play, namely that they are experts in QA criteria and procedures, but not in actual assessment, which is the role of academic peers.

In substantive terms, the panel has also been left with a positive record of well-targeted accomplishments insofar as QA structures, relevant policies and guidelines, standards and criteria for quality assurance are concerned and even institutional accreditation and re-accreditation. The TCU has registered considerable achievements in its advisory role (e.g. institutionalisation of a coordinated fees structure, scholarship programme for health sciences, support of staff development programmes from government, etc.; in its regulatory role with over 51 institutions accredited and several undergoing the process of re-

accreditation, promotion of institutional self-evaluations, and implementation of competence-based curriculum); in its supportive role (through training initiatives and advice). Although left with little operational space at advisory level (because of competition with other advisory and statutory bodies) and at regulatory level (because of restricted functions in relevant legislation), CNAQ has initiated and is managing a comprehensive process of self-evaluation that may certainly result in an enhanced degree of institutional and programme self-regulation.

It is, however, at the level of QA practice/implementation that the current QA systems display degrees of unevenness (from a one-person unit to full-fledged directorate or QA Bureau/*Gabinete*), incompleteness (from almost absence of specific QA manuals to more useful adaptations of guidelines at different levels) and multidimensionality (variety of assessment strategies and instruments for different purposes and with different emphases). The main challenge of the two national agencies remains the enforcement of regular programme reviews at the end of programme cycles. No postgraduate programme has been subjected to systematic review with a view to re-accreditation. On a positive note, the management in the four institutions expressed their desire and plans to comply with this requirement following reviews of their undergraduate programmes. Given the cost factor raised by national agencies and the institutions themselves, the panel is inclined to favour a targeted and selective approach to programme review to begin with.

The four institutions (UDSM, MUHAS, ARU and UEM) have also implemented a variety of regulations, guidelines and strategies for quality control and promotion through their QA units, Postgraduate and Research Directorates as well as continuing education units that provide lecturers with support in teaching and learning issues. They all have comprehensive guides with regulations and guidelines on postgraduate studies – though these will need to be constantly updated as the programmes become more complex (adoption of new and innovative research and supervision strategies). However, attention regarding the content and the meaning of the various regulations and guidelines, and their dissemination through relevant mechanisms (booklets, newsletters, Internet, staff and student induction, etc.) is certainly required to arrive at a better access and their understanding appropriation by the stakeholders. This remains an important challenge for CNAQ, the TCU and all institutional QA units and administrative and management structures.

Both at national level (for the TCU AND CNAQ) and university level, what remains underexploited is the potential of self-assessment or self-evaluation in promoting the *principle of self-regulation* in quality promotion, i.e. constant introspection of their practices. Effective self-regulation for quality improvement, control and accountability enhances organisational development and sets the basis for greater individual and institutional autonomy and freedom, values highly cherished in the higher education systems of the two countries. It is a trend more visible at the undergraduate programme level in the two countries, which should be extended to the postgraduate sphere. The review team maintains thus that a critical success factor in promoting a QA culture is the development of an analytical and self-reflective approach to quality assurance premised on continuous self-assessment/self-evaluation, not only within the higher education institutions and their programmes, but also within the national QA agencies themselves.

Postgraduate programmes at master's and PhD levels have started on strong foundations through systematic staff development strategies highly supported by Sweden, infrastructure development and enhancement of the learning environments (e.g. laboratory equipment,

library and e-resources, spread of IT and Internet connectivity, etc.,) as well as promotion of research culture. Substantive interventions are varied:

- There has been sustained programme development and alignment of programmes to national and regional context and stakeholders needs through consultation with stakeholders and tracers studies.

- Recruitment and selection of students have been streamlined through relevant criteria and where applicable with suitable advertisement strategies. The central admissions station managed by the TCU in Tanzania is worth mention.

- Suitable intervention strategies have been pursued by some QA units and postgraduate offices and in some cases pedagogic units to monitor assessment and examination processes in line with international practices, induct academic staff into effective teaching strategies, monitor supervision and student advice.

Unexplored potential can be identified at the level of student academic support and academic citizenship activities needed in a resource-constrained learning environment – which remain limited or overlooked in current supervision strategies that could consider innovative strategies beyond the one on one apprenticeship model (e.g. committee supervision, cohort models, team research supervision, as well as mentoring, never mentioned throughout the review process). It can also be seen in the absence or neglect of the potential of inter-institutional cooperation at national or regional levels in joint postgraduate programmes. The benefits have well been demonstrated in the ongoing North-South cooperation in these programmes. The commitment to becoming research-intensive universities stated by UDSM, MUHAS and UEM also warrant a more dedicated and pragmatic approach to scholarship development, more specifically research and publications by staff and students.

On the whole, the review team is impressed with the approach to QA system, its systemic and institutional arrangements, as well as what we see as unrealised potential. The review team reserves commendations for exceptionally good practice very often under extremely difficult circumstances. Generally, every single QA agency or institution has excelled in one or several dimensions of its mandate.

Recommendations are considered at three different levels: national, institutional and programme levels. Most recommendations in the report revolve around the promotion of a self-assessment and self-regulatory practice at institutional and unit level, and professionalisation of core functions of the QA structures, which have dividends in minimising the burden imposed on these structures not only in terms of cost and expertise but also in terms of promoting and solidifying the culture of QA in institutions. This means turning QA structures into modest structures but with strong leadership in the field. Sida support will certainly be critical in helping the QA system to undergo or speed up such a paradigm shift. They also point to the need for unleashing the potential that resides in current postgraduate practices.

Commendations

- A university as a shared space of academic practice requires clarity on rules and procedures that should regulate how academics, students and stakeholders do their work. The review team commends the UDSM, ARU and UEM for successfully having established their QA units, in some instances under very unfavourable

circumstances. They have very clear QA policies and action plans for them as well as the necessary QA guidelines, criteria and standards. The documents that regulate and guide their postgraduate training are very comprehensive and include information about all relevant aspects of postgraduate training.

- The panel commends UDSM and MUHAS for their efforts towards putting the necessary instruments (policies, rules, procedures and guidelines) for scholarship development. They have in place comprehensive systems to incentivise and monitor productivity in research and publications by staff and students. Their staff development achievements are highly impressive. This is reflected in the increase of research output.

- Impressive is also their commitment to equity and gender equality in their broader policies and strategies and in some cases all domains of academic practice.

- The team commends MUHAS for its impressive staff development programme. Today 40% of its staff have doctorates and 54.3% hold MMed and/or master's. This is reflected in the research domain by its increasing research output particularly the impact of its research on national policies.

- UEM has established a QA unit with a very strong and competent leadership in the university (GQA). Its presence is generally felt at all levels of the university through its work with QA coordinators in the 16 university faculties. The unit has already produced its handbook for programme self-assessment, which was piloted and revised in the course of the self-assessments promoted by CNAQ. GQA is currently planning programme assessment at the postgraduate level.

Options for quality improvement

General

- *Focus on implementation*. The time has come for the TCU and CNAQ to move beyond having policy development and production of guidelines, standards and criteria to the next step, development and implementation of systematic plans for promotion of quality culture across the universities. Having developed a number of important QA instruments, they should focus on the mechanisms for proper implementation and indicators to ensure that implementation is properly done.

- *Promote institutional research on QA processes and dialogue with stakeholders*. Research can be used by national QA agencies for engagement and dialogue with quality assurance practitioners and academic peers to develop better understanding of the challenge of quality promotion in higher education in the context of the country-specific and regional contextual complexities (constraints and limitations). It has been used with a great deal of success by some national QA agencies (e.g. the South African Council on Higher Education) for consultative forums with key institutional stakeholders. It enables the QA practitioners to move beyond the narrow technicist approaches to quality that have become entrenched in some QA processes (as seen in the checklist approach to quality assessment).

- *Clarify roles, responsibilities, requirements and procedures*. Intensify the efforts towards clarifying the roles and responsibilities of the national QA agencies, the

different legal requirements, criteria and procedures that apply to quality control and compliance (largely manifested in programme accreditation and re-accreditation), accountability (largely manifested in programme reviews) and improvement (largely manifested in institutional programme self-evaluations). All QA practitioners and academic staff involved in postgraduate programmes should be made aware of and understand the content and significance of the quality-related policy documents and guidelines concerning post graduating training. Particularly concerning the TCU, efforts should be intensified to clear the noise around 'vagueness', 'lack of clarity' or 'lack of understanding' (blame about lack of clarity on the key functions and responsibilities) aired by both agency members and the institutions.

• *Professionalise staff in national QA agencies and institutional QA units*. Develop and implement strategies geared at professionalising and strengthening the capacity of the national agencies' QA and institutional QA units along their core functions. This requires clear distinction between the professional roles of the QA staff from the role of academic expert peers. Given the range and nature of the activities that the mandate of the QA agencies entails, their members should specialise in those tasks that are specific to their core functions and leave QA academic issues to their academic peers within the faculties. In this regard, the QA agencies could play more supportive and promotive roles, for example by providing guidelines and coordinating training for self-assessments of programmes and curriculum reviews.

• *Implement programme reviews*. The TCU and CNAQ in collaboration with their respective institutional QA units should steer and implement a plan of review of postgraduate programmes for re-accreditation. Given the cost factor, this could be done to begin with, in phases and selectively, by prioritising certain programmes. This means that they could adopt a targeted approach to external evaluation.

• *Promote a development strategy geared at institutional and programme self-regulation*. Emphasis should be placed on promotion of self-regulatory processes for institutions to assume full responsibility for quality issues and develop a self-regulatory QA institutional culture. This is a much-needed practice that could take place at all levels, national, institutional and programme levels. It necessitates a greater emphasis on the practice of self-evaluation at institutional, programme and course levels as a fundamental improvement strategy. Institutions need to understand that they themselves are responsible for quality, and that the role of the QA agency is to make this evident.

• *Maximise and diversify regional and international collaboration at national and institutional levels* in the context of higher education internationalisation. The work of the TCU and IUCEA has demonstrated beyond doubt the benefits of both regional and international collaboration.

• *Promote transparency in institutional and programme evaluations*. A missing dimension in the work of the TCU and CNAQ in this regard is the development of criteria for the selection of evaluators of new programme applications so that there is transparency about their selection and concerns about competition are prevented.

• *Make provision for an appeals system*. This is needed in case of disputes concerning decisions on accreditation, re-accreditation or programme reviews.

- *Improve the mechanisms for incentivising and monitoring productivity and quality in research and publications.* UDSM, MUHAS ARU and UEM have declared their commitment to becoming universities anchored in research. However, for this mission to be fulfilled, they need to put in place a comprehensive strategy, guidelines and evaluation instruments, to incentivise and monitor productivity in research and publications by staff and students. Such a strategy should be supported by staff development programmes aimed at increasing the number of staff with doctoral degrees. Related to this is the need to explore more effective ways of disseminating the rules governing research and publications amongst staff and students, including optimising the use of the Website.

- Develop and implement a menu of academic enrichment/citizenship and if necessary mentoring activities for postgraduate students. The team recommends that the units where postgraduate programmes are conducted should consider developing a menu of academic enrichment activities to facilitate academic engagement of students with their peers, their supervisors and other academic staff, while improving their conceptual, analytical, writing and presentation skills (e.g. postgraduate seminars, postgraduate conferences, reading groups, writing retreats, etc.). While the research regulations of the four universities make provision for some of these activities, little evidence exists that they are being implemented systematically. Mentoring has proved to be an effective strategy for socialising students into the academic and research communities and for the development of the professoriate.

- Promote awareness and understanding of the code of rules and procedures governing postgraduate studies amongst all concerned stakeholders. More effort should be made towards ensuring that all stakeholders concerned are aware of and understand the content and significance of guidelines, rules and procedures governing postgraduate studies. In this regard, universities could use their websites and other electronic means more effectively to make the various policy documents and guidelines more accessible as well as extended induction strategies for staff and students.

- *Review national and institutional funding policies to make budget provision for quality improvement activities.* Cost has been singled out as the most crippling factor inhibiting programme assessments and the interventions of QA units in this area. Long-term commitment of development partners could be solicited to provide technical assistance for training and research to national QA agencies and institutional QA units as well as to promote regional collaboration.

- *Develop capacity in curriculum design and implementation.* The team takes cognisance of the efforts undertaken in the implementation of competence-based education, learner-centred curriculum and relevant pedagogical approaches. It recommends, however, that for these to be sustainable, renewed efforts should be undertaken to promote the use of innovative methods and technology in teaching, learning, and assessment through continuing education and professional development programmes, and to develop the necessary monitoring mechanisms.

- *Strengthen the ICT infrastructure to improve student-learning environment.* The review team encourages the three universities to continue strengthening their ICT infrastructure, and capacity for ICT to support research, teaching and learning. This may entail replacing ageing infrastructure where needed, strengthening capacity for health information management systems, expanding digital archiving of documents,

ensuring availability and accessibility of e-resources and improving Internet connectivity and ICT facilities.

- *Improve access to and the relevance of COTUL resources to the various academic fields in need*. The review team takes cognisance of the importance of the resources under the COTUL (particularly electronic journals). However, these are not always accessible to all institutions and academic fields of priority. Behind the establishment of this consortium is the need to build capacity to enhance effective and efficient information provision by acquiring research resources from various sources and other media deemed critical in the attainment of academic excellence in learning, teaching and research in Tanzania.

- *Improve forms of communication between the libraries, academic units, staff and students*. It appears that the use of library resources has been constrained by inadequate or insufficient forms of articulation with the library.

- *Continue the efforts towards equity and gender equality*. The review team urges the four universities to intensify their efforts geared at addressing equity and gender equality not only in their policies, strategies and institutional plans but also in the curriculum content, modes of delivery and the values underpinning them. Gender equity must be assumed as a cross-cutting issue that permeates all domains of university life and practice, including student and staff recruitment and training, curriculum content and delivery.

Specific

UDSM

- *Improve coordination between local and external supervisors*. In the case of joint supervision there must be close coordination between the supervisors involved particularly about how student research should fit into the overall research projects. Clear guidelines for collaborative supervision are essential for the implementation of joint research projects.

- *Make budget provision for programme reviews and evaluations*. UDSM should consider extending the decision about ring-fencing funding for tracer studies to make provision for postgraduate programme reviews and self-evaluations.

- *Disseminate information on procurement procedures*. UDSM should ensure that all staff have a clear understanding of institutional procurement rules and procedures to minimise unnecessary delays in the acquisition of equipment and research material for research.

MUHAS

- *Strengthen the university QA Directorate*. MUHAS needs to provide the QA Directorate with adequate staff and to professionalise its functions. The QA unit in particular needs strengthening both in terms of size (number of staff) and shape (specialisations of staff). It needs an adequate organisational structure and the

appointment of relevant staff. It is still to develop and implement its institutional QA policy and bring about clarity about its role to its constituencies. This is not to downplay the tremendous work that it has done in steering curriculum reviews within the university.

- *Produce and disseminate guidelines for procurement*. The university should speed up the production of the operations manual for the procurement unit, which will guide all staff concerned in procurement activities and minimise details in the procurement of research equipment.

- *Review the process and the logistics of review of staff research proposal*. A pool of potential reviewers or committee could be established and a strategy devised to avoid delays in the review staff research proposals.

ARU

- *Support university staff through professional development to meet the challenges posed by curriculum restructuring*. The university should encourage the academic staff to explore the implications of the new UQF on programme and curriculum development. The majority of the master's programmes currently available at ARU have a curriculum that was approved by the University Senate before the UQF was established by TCU in August 2012. Given the new UQF with an outcomes-based structure and qualification descriptors, a greater emphasis should be placed on enhancing the professional capacity of staff to be able to address the necessary curriculum reviews.

- *Explore and apply the lessons for the work of the PMC*. The PMC mechanism that has been applied to the Sida financed master's and PhD students could be institutionalised across the university. It appears to be a well-functioning QA scheme that monitors students´ progress and find solutions to problems that students may face in a way that contributes to a good throughput.

- *Speed up the process of programme self-assessments*. Rather than 're-inventing the wheel', ARU could trigger the self-assessment process by drawing on the documents that already exist such as the IUCEA handbook "A Road Map to Quality", which provide guidelines for self-assessment at program level.

MOZAMBIQUE

- *Undertake a systematic programme of self-assessment to inform programme restructuring and coordination*. There seems to be a curriculum design problem manifested in the current structures and coordination of the master's programmes, which had already been recognised, by the Scientific Directorate and the various delivery units. This necessitates a systematic review of the content, structure and modes of coordination of these programmes. The team suggests that the GQA and the Scientific Directorate undertake a systematic programme of self-assessment to inform the necessary programme restructuring and coordination.

- *Undertake a systematic analysis of the low throughput and poor student performance* to determine the causes of the problem and suitable strategies. UEM has a very low throughput and poor student performance. The problem is attributed to a multiplicity

of factors ranging from time due to predominance of part time/after work (*pós-laboral*) students, absence of academic citizenship activities, inadequate curriculum structures particularly at master's level, lack of time of staff (many have different jobs in different institutions), poor scholarship amongst them, and staff pedagogic weaknesses. While the *pós-laboral* phenomenon is seen as the most common factor negatively influencing student performance across the programmes, the team proposes a systematic analysis of the situation to determine the causes of the problem and suitable strategies to address it. A healthy functioning university and faculties require a balanced mix of full-time and part-time students.

- *Explore effective support and monitoring mechanisms to steer research and publications by staff and students*. Similarly, although there is a clear policy governing research and scholarly publications amongst academic staff, including a system of rewards, the general level of academic performance in research remains highly unsatisfactory. It appears that the number of research projects being supported by the university and development partners is not yielding the expected minimum publications. If the university is repositioning itself to become an institution anchored in research, effective support and monitoring mechanisms must be explored to improve the level of academic scholarship expected from staff and students.

ANNEXES

ANNEX 1

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ANNEX 2: INTERVIEW INSTRUMENTS

Quality of the QA system

The first set of questions to be addressed pertains to the quality of the QA systems at national level to map out the regulations established by national agencies, their standards of adequacy for postgraduate training programmes to probe whether these are being implemented. Key criteria could include: (i) their appropriateness and relevance i.e. the extent to which the QA systems and their components are fit for their purpose and respond to the specific context in which they operate; (ii) their effectiveness i.e. the extent to which the systems are able to achieve their objectives (whether they do the job); and (iii) their efficiency i.e. the competence and economy with which the systems work (whether they do the job with minimal costs).

Questions

- What is the context within which the QA systems work (important for evaluating the appropriateness of their goals and operations)?
- Do their mission statements or set of goals take into account their cultural and historical context?
- What national institutions have the mandate to set quality standards or criteria for higher education? Are they adequately coordinated?
- What are their goals, core functions, resources and governance structures?
- What assets and liabilities do they display?
- What standards and quality assurance criteria have been set and how do these compare regionally and internationally?
- How do we assess their capacity to monitor and ensure that these are implemented effectively (with focus on postgraduate programmes)?
- What are their long-term strategies or strategic plans?
- How have issues of transparency and accountability been addressed?
- How would you describe the reporting and monitoring procedures in QA system?
- What is the role of university staff in the process?
- What would be the opportunity cost, if international support to QA systems ceased in these countries?
- What capacities exist and how can they be improved?

Documentary evidence

- Founding Documents
- Mission statements
- Strategic plans
- Budget
- Human resources profile
- Annual reports
- Fact and Figures books

- Criteria for Institutional Audits
- Frameworks for Institutional Audits
- Criteria for Programme Accreditation
- Frameworks for Programme Accreditation
- QA Legislation and policies
- Internal quality assurance policy/system/activities/plans
- Review and Self-Review Reports.
- Curriculum design and review guidelines
- Governance Structures

Quality of departments offering programmes

A second set of questions concerns the *departments/units at universities that offer postgraduate programmes* supported by Sweden and the structures that have the mandate to ensure quality of postgraduate training, and their capacity to do so. Generally the structures concerning the latter vary from institution to institution, ranging from formal QA units, Higher Degrees Committees to Course Coordinators.

Questions

- Does the unit responsible for the programme have a clear idea about the relevant demands and needs of all stakeholders (government, employers, academic world, students, parents and society at large)?
- What regulations and standards are used to quality assure postgraduate programmes within the universities supported by Sweden, and how do these harmonise with their respective national QA standards and regulations?
- What regulating structures carry this mandate within institutions and how do we assess their capacity?
- Is there any reason to think that specific national standards are being discarded, or that it is unlikely that the broader goals of the National QA can be met?
- Are there dimensions of the programmes not covered by existing standards or criteria?
- What are their long-term strategies or strategic plans?
- Given their recent experience, it will be necessary to assess Sweden's participation in these programmes. For example, has the experience gained from Sweden been utilised in a more systemic way at department/unit (or perhaps university) level?

Documentary evidence

- Unit/Department review reports (if available)
- University reports, committee meeting minutes, school/departments/faculty minutes
- Strategic plans of institution and unit (if available)
- Facilities, equipment and supplies
- Prospectus, faculty handbooks, academic calendars, student guides
- HR polices, samples of contracts and other personnel data retained by the unit

National, Institutional and departmental context

A university programme is part of the offerings of a particular higher education institution. It complies with the national policies and regulations regarding the provision of higher

education qualifications, particularly those concerning quality assurance of postgraduate programmes. It also responds to the requirements of relevant stakeholders.

Questions

- Does the programme take into account and reflect the vision, mission, aims and strategic plan of the institution?
- Does it comply with the national regulations, standards or criteria regarding the provision of postgraduate training at national and institutional levels?
- From past experience, how has the programme responded to stakeholder expectations?
- How does it compare with similar programmes internationally?

Documentary Evidence

- Extract of relevant part of the approved registration/accreditation certificate (if applicable).
- Proof of prior accreditation by national accrediting bodies.
- Organogram of the unit offering the programme in relation to institutional and relevant QA assurance structures.
- Organogram of the unit and the programme location in relation to it, and a description of the relationships, roles and functions, depicted in it.
- Strategic plan of unit and/or any planning documents.
- Statement of programme purpose in documents drawn up for purposes of establishing and/or accrediting the qualification.
- Recurrent expenditure summary 2005-2015 for the unit.
- Quality assurance policy of the unit/institution.
- Details on management of academic quality in relation to tuition centres/study centres (specific information per tuition centres/study centres should be made available at the site visit).

Quality of programme design, strategy and coordination

Measuring the quality of programme design requires paying particular attention to its purpose, goals or objectives, expected learning outcomes and the mode of delivery, including the strategy and forms of coordination.

Questions

- Does the programme/curriculum have clearly formulated learning objectives/outcomes (knowledge, skills, attitude) reflecting the relevant demands and needs of stakeholders?
- Are the objectives/expected learning outcomes translated into the programme and its courses?
- How are the objectives made known to the staff and the students, employers and professional and statutory regulatory bodies?
- Is the programme coherent? Is there a balance between specific and general courses? Is the relation between basic courses, intermediate courses and specialist courses and the optional courses in the program satisfactory?

- Do the courses demonstrate a growing complexity and adequate sequencing over the years?
- Is the programme content up-to-date?
- How are decisions made concerning planning, design, implementation and coordination of the programme?
- Does the design of the programme provide opportunities for articulation with other programmes within and across institutions or relevant discipline areas?
- Is there an enterprising, effective coordinating structure to facilitate implementation and attainment of intended purpose and learning outcomes of the programme?

Documentary Evidence

- Programme submission to relevant authorities.
- Details of horizontal and vertical articulation with other programmes.
- Programme rules and regulations as set out in faculty handbooks.
- Student guide/course outlines, module descriptions and specific outcomes, list of prescribed reading materials and sample of learning materials.
- Timetables per mode of delivery.
- Study guides/module readers and assignments (on site).
- Linkage between the specialist learning programme and student research focus areas.
- Evidence of programme coordination at faculty and institutional levels, e.g. minutes of relevant committee and working group committees.
- Details of the research methodology course, or research training.
- The name, qualifications, mandate and roles of the programme coordinator.
- Examples of annual planning and academic development.

Student recruitment, selection and admission

Several aspects require attention. Recruitment strategies (e.g. Internet, recruitment documentation, publicity, etc.) play a central role in informing potential students accurately and sufficiently. Admission of students very often has to comply with national policy. The selection of students has to be in line with the programme's academic requirements, and the number of students selected shouldn't compromise the programme's intended learning outcomes and the capacity of the academic unit to offer good learning experience.

Questions

- Are appropriate policies, procedures and regulations in place for student admission, selection and assessment?
- Is gender equity taken into consideration?
- Do the prospectuses and other admission documents adequately describe the programme in terms of the academic calendar, admission policies, academic standards and completion requirements?
- Do advertising and promotional materials contain accurate and sufficient information with regard to admission policies, academic standards and completion requirements?
- Is admission and selection of students commensurate with the programme's academic requirements and the academic support provision?
- Does the number of students selected take into account the programme's intended learning outcomes and the capacity of the academic unit to offer good quality graduate output?

Documentary Evidence

- Institutional and/or programme policies and procedures for admission, selection and qualifications.
- Information on admission requirements for specialisations to be included.
- Rules of combinations of courses (if applicable)
- Copies of advertisements, brochures, information booklets, promotional material/ letters sent out to prospective students (on site).
- Faculty and Student handbook (on site).
- RPL (prior learning) policy (if applicable).
- Student statistics to indicate performance of students admitted via RPL and percentage of students per cohort via RPL.
- Current equity profile (e.g. gender for last 3 years).
- Information on financial aid to students.
- Support service information and learner profile information if programme/s offered by distance education.

Quality of staff

Suitable qualifications, sufficient relevant experience and teaching competence, assessment competence, and research profiles of the academic staff responsible for the programme should be adequate for the nature and level of the programme. Depending on the complexities, programme providers should provide opportunities for academic staff to enhance their competences and to support their professional growth and development.

Questions

- Are academic staff responsible for the programme suitably qualified?
- Have they sufficient relevant experience of teaching and supervision competence?
- Do opportunities exist for academic staff to update their knowledge and skills relevant for the programme?
- Does the unit have sufficient administrative or support staff? Are these adequately qualified for their duties?
- What is the gender profile of the staff?

Documentary Evidence

- Procedures relating to staff affairs, including the recruitment and employment of staff, conditions of service, selection and appointment considerations, and private work policies.
- Conditions of service.
- Academic staff workload allocation model (or principles on which responsibilities are assigned).
- CVs of all academic and administrative staff who teach on and who service the selected
  programmes.
- A summarised list of the academic and administrative staff, including their full names, age, gender, highest qualification, relevant professional and workplace

experience   in
years, position, full or part-time status, areas of responsibility.
- The equity programme of the institution and equity profile of the unit.
- Staff development programmes.
- Assessment training.
- Budgetary allocation for last 5 years to professional training and development.
- Participation in staff development opportunities over 5-year period.
- Institutional guidelines regarding the attendance of conferences and workshops.
- Where appropriate, contractual agreements with part-time staff.

Quality of teaching and learning

The evaluation will look at the types of learning activities (e.g. lectures, tutorials, group activities, project activities) involved in the programme and the relationship between the teaching methods, mode of delivery and the achievement of the learners of the stated outcomes of the programme.

Questions

- Does the institution give recognition to the importance of promoting student learning?
- Is there an explicit didactic concept and teaching learning strategy shared by all staff members? Is this adequate?
- Are the instructional methods used (organisation of self-instruction for students, size of classes, organisation of seminars, practical courses/internships etc.) satisfactory?
- What learning materials, academic support programmes or assistance/extra-coaching are provided to students on the programme?
- What is the role of ICT in the programme?
- What circumstances prevent the use of desired instructional methods (number of students,
  material infrastructure, lecturer skills)?

Documentary Evidence

- The teaching and learning policy of the institution/faculty.
- Unit plans for staff development.
- Evidence for minimum standards specified for distance to be provided.
- Implementation of the teaching and learning policy on the part of the institution and the unit offering the programme.
- Course outlines, student guides and programme handbooks (on site).
- Course timetables.
- Reading lists.
- A description of the activities in which students are engaged.
- Other evidence of opportunities for guided independent learning.
- Details of research seminars or other such structured activities in which student and the material evidence that the impact of teaching is monitored together with the progress of students, and that improvements are effected if necessary.
- Budget for the support and development of teaching technologies.
- Student feedback.
- Policy documents on staff development.

Quality of research

Research plays an important role in postgraduate training, and the contribution of both staff and students to learning through their research production represents an important measure of programme quality.

Questions

- Does the academic unit (institution) have clear and efficient mechanisms to manage research functions and processes in ways that are consistent with accepted ethical standards and that enhance quality as well as increase research participation, productivity and research funding?
- Are faculty members teaching on the programme active in research?
- Does the programme give enough attention to the development of research skills?
- When do students come into contact with research for the first time?
- Is the place of research skills development in the programme satisfactory?
- Do students' dissertations demonstrate desirable research competence?

Documentary Evidence

- Research policy and strategy.
- Guidelines for approval of research proposals
- Guidelines for dissertations and completed dissertations.
- Guidelines for dissertation examination including external examination (if applicable)
- List of students who have completed their research dissertation during the last three to
- five years, their research topics, number of years to completion, supervisors.
- Samples of examiners' reports 2010, 2011, 2012, 2013, 2014
- Number of scholarships and grants awarded to students 2010-2015.
- List of staff peer-reviewed publications, 2010-2015.
- List of other publications.
- Identification of measures used to evaluate the success of the unit's research activities, along with data regarding the unit's performance against these measures.

Quality of research supervision

Dissertation works successfully when: (i) suitably qualified staff support students' independent work by offering guidance on all aspects of the research process and on keeping to an achievable time schedule for their projects; (ii) supervisors are accessible and offer timeous feedback on student work; and (iii) supervisors support and encourage their students through to completion.

Questions

- Are students given guidance and support in all aspects of the research process, from preparation of an acceptable research proposal to the writing up of the research dissertation?
- Is there a procedure for approving research proposal before students embark on their projects?
- Is an explicit understanding of the required standard of research achievement clearly communicated to students on commencement of their studies?

- Is there a procedure for the appointment of supervisors, taking due consideration of the field of expertise of the academic, the existing workload of the supervisor?
- Do supervisors keep records of decisions agreed upon, offer timeous feedback on student work, and support and encourage the student through to completion?
- Do explicit guidelines exist on the roles and responsibilities of supervisors and students regarding inter alia the periodicity of contact between student and supervisor, the nature, format and 'turnaround time' for submitted work, the form of feedback to the student, regulations on plagiarism, and examination and qualifications requirements?
- Are procedures in place for hearing and adjudicating student complaints about the quality of supervision and support provision?

Documentary Evidence

- Procedure for developing and approving research proposals (e.g. at Faculty Higher Degrees Committee).
- Procedure for the appointment of supervisors.
- Policies stipulating roles and responsibilities of the supervisors and students.
- Application of the academic staff workload allocation model with respect to supervision (i.e. number of notional teaching hours regarded as the norm for supervising a single dissertation); details of supervisors' workloads, including the number of students they supervise).
- List of students currently being supervised, their research topics, years of study, and supervisors.
- Grievance procedures.

Quality of student assessment

Formative and summative assessments are important tools in student learning and development. The review will look at both rules and procedures governing student assessment as well as the principle of transparency in how these are being implemented.

Questions

- Are there policies and procedures for monitoring student progress and for providing judgements and advice with respect to the quality of ongoing student work in relation to established standards?
- Is there an appropriate policy for the internal and external examination?
- Is it being implemented in a way that ensures the reliability, rigour and security of the assessment system?
- Does the system of assessment and examination provide an effective indication whether the students have reached the expected learning outcomes of the programme?
- Are the tests, evaluations and examinations in line with the content and learning objectives of the various parts of the programme?
- Does the programme provide individual students with adequate feedback concerning the extent to which the various learning objectives are being achieved?
- Are the procedures clear? Are they well known? Well followed? Are any safeguards in place to ensure objectivity? Are the students satisfied with the procedures? What about complaints from students?
- Is assessment adequately organised (as regards e.g. announcement of the results, opportunities to rewrite tests or examinations, compensation arrangements etc.)?

- Do clear regulations exist for the final project/final essay?

Documentary Evidence

- Documents describing the policy for student assessment, including internal assessment, external moderation/examination, student progress, validity and reliability of assessment, grievance procedures, supplementary examinations and recording of results and security. (on site)
- External examiner systems, mark schedules, internal moderation systems: rules and regulations pertaining to the award of the qualification.
- Responsibilities of external moderators/examiners.
- Procedures and criteria for appointing external moderators/examiners.
- Rules of progression within the M Ed programme
- The CVs of academics who are currently serving as external examiners/moderators (on site).
- Examples of assignments and examination papers (on site).
- Moderated examination scripts and assignments essays (on site).
- •External moderators'/ examiners' reports (on site).
- Learner records (on site) and throughput figures.

Quality of infrastructure and library resources

Infrastructure and library resources (suitable and sufficient venues, IT infrastructure and library resources for students and staff in the programme) are essential components of an environment conducive to effective teaching and learning.

Questions

- Are there enough lecture halls, seminar rooms, laboratories, reading rooms, and computer rooms available? Do these meet the relevant requirements?
- Is the library sufficiently equipped for education? (e.g. availability of e-resources, i.e. e-journals and e-books)
- Is the library within easy reach (location, opening hours)?
- Are all services offered to the students adequately designed and efficient taking into account the location of the students and the needs of their particular fields of study?
- To what extent do the facilities/infrastructure promote or obstruct delivery of the programme?
- Are orientation and training workshops presented to ensure that students are enabled to access all library resources including IT infrastructure and web-based resources?

Documentary Evidence

- Library and IT budgetary allocation.
- Course reading lists and staff judgements regarding adequacy of library holdings.
- Policy and procedures for the management of library and IT resources, including maintenance, renewal and expansion, development of library and IT staff, financial plan for the maintenance and upgrading of infrastructure.
- Description of the library and IT infrastructure to accommodate the needs of on-campus and off-campus students, and support of academic activities of staff and students.

- Handbooks and information sheets on library and IT facilities, student support and counselling services.
- Documented user feedback.
- User profiles.

Student retention and throughput

The review will ascertain whether student retention and throughput rates in the programme are monitored, and remedial measures are taken, where necessary.

Questions

- Does the unit responsible for the programme have targets for the student success rate (i.e. number of graduates per year) and the duration of studies comparable with those for other relevant programmes?
- Is the actual student success rate in line with these targets?
- What is the opinion of the department about the pass rate? If not satisfactory, what measures have been taken to improve the pass rate?
- How high is the dropout rate? Are there explanations for the dropout rate?
- Does the unit know where the dropout students are going?
- What average number of years a student spends on a programme. What measures have been taken to promote graduation and to shorten the average time to graduate?
- What perceptions do the employers have regarding the graduates of these programmes?

Documentary Evidence

- An indication of how student records are managed, including numbers admitted, through flow, success rate, marks/grades.
- Documentation to describe system support to non- and underachievers, e.g. procedures to identify non-active and underachieving students, procedures to monitor student performance, remedial procedures, procedures for re-admission.
- Curriculum development and strategies to ensure that students meet programme requirements.
- Examples of self-improvement activities in the programme.
- Graduation statistics relative to student intake in the past 5 years.
- Evidence of any feedback regarding the impact of the programme, including graduates, ministries of education, and other institutions.
- Profiles of recently qualified students.
- Examples of user surveys, reviews of impact studies.
- Review reports.
- Student interviews by review panel.
- External moderators'/examiners' reports.

Quality of programme review

An important measure to ensure quality provision is regular programme reviews in the form of surveys, impact studies, student evaluations or other related activities. The review will assess whether any efforts have been undertaken in this regard and improvements or adjustments made as a result of these processes.

Questions

- Are surveys, reviews and impact studies or other forms of assessment conducted on the effectiveness of the programme at regular intervals, and results used to improve the design strategy, delivery and resourcing, and for staff development and student support, where necessary?
- To what extent do we think the objectives have been realised?
- Has the programme been changed structurally over recent years? If so, why?
- Do we have any plans to adjust the objectives? Why?

Documentary Evidence

- User surveys, reviews, impact studies.
- Review reports of unit or programmes
- Samples of student evaluations
- Evidence of improvements or adjustments made on the basis of evaluation.
- Evidence of programme responsiveness to relevant information.

Regional and international comparability

The fourth set of questions of the review will look into international influences (e.g. the role of German mediation in the case of IUCEA and Swedish support) and *comparability issues*, i.e. how the QA systems compare between the two countries and the opportunities for mutual learning. In addition, the review will ascertain the comparability of the QA systems in these countries with emerging European QA practices as outlined in *the standards and guidelines for quality assurance in the European Higher Education Area* (ESG).

Questions

- What international developments have impacted on both the QA systems and programme provisions and how were these expressed?
- What regional and international activities exist in both QA systems and postgraduate programmes?
- What rationales underpin these activities? How do we assess their impact (on the QA content and procedures, QA approaches, transparency and the role of external expertise)?
- Is there a tension between the facts that while higher education is becoming more international, quality is still mainly assessed in the national contexts?

1. Survey on the quality of a programme by research

	Scores						
	1	2	3	4	5	6	7
1. National, institutional and unit context. Requirements of stakeholders. The faculty/departments have clear idea							
The programme is aligned with the relevant legislation or regulations							

	1	2	3	4	5	6	7
The programme is in line with the institutional mission or strategic plan							
The programme takes into account national/regional professional priorities and needs							

Overall opinion

	1	2	3	4	5	6	7
2. Programme design, strategy and coordination							
The learning outcomes and competencies are clearly specified and communicated to everyone concerned							
The dissertation is conceptualised and presented as a substantial piece of academic work at a suitably advanced level							
Details of horizontal and vertical articulation with other programmes within and across institutions or relevant disciplinary areas (*for masters*)							
Programme rules and regulations as set out in faculty handbooks							
There is a strategy comprising appropriate principles and/ or procedures for inducting students into research and for supporting their projects through to completion							
Evidence of programme coordination at faculty and institutional level							
Details of the research methodology course, or research training							
The activities and learning experiences made available to students are fit for purpose, coherent, and sequenced in a way that meets the aims of the programme							

- Overall opinion

	1	2	3	4	5	6	7
3. Student recruitment, selection and admission							
Appropriate policies, procedures and regulations are in place for student admission, selection and assessment							
Admission criteria and processes are clearly documented							
The selection criteria consider the specific learning requirements of the programme.							
The selection procedure is transparent and open to all eligible candidates							
Advertising and promotional materials contain accurate and sufficient information with regard to admission policies, academic standards and completion requirements							
Selection criteria are geared towards widening access and attaining equity, particularly gender equity							

	1	2	3	4	5	6	7
The enrolment practices include provision of accurate, helpful information to prospective learners as well as efficient handling of finance and registration information							

Overall opinion

-

	1	2	3	4	5	6	7
4. Staff							
Core, permanent academic staff teaching on the programme have relevant academic qualifications							
The appointment of staff takes into account the necessary qualifications and experience							
Academic staff are competent to apply the student supervision policies of the institution							
The staffing on the programme is in line with the equity programme of the institution (e.g. gender)							
Opportunities exist for academic staff to update their knowledge and skills							
Sufficient administrative staff dedicated to the programme is available, where appropriate							

Overall opinion

	1	2	3	4	5	6	7
5. Research							
The unit has effective strategies for research development							
Students' dissertations demonstrate competence in: conducting literature reviews; applying appropriate research methodologies; interpreting and analysing information; developing and formulating arguments; critically reflecting on research methodologies as well as on theories relevant to the particular field of study; communicating research results in a scholarly form							
Faculty members teaching and supervising students are active in research							

Overall opinion

	1	2	3	4	5	6	7

6. Supervision of Research Dissertation							
The policy (or guidelines) on supervision specify the roles and responsibilities of supervisors and students							
An explicit understanding of the required standard of research achievement is clearly communicated to students on commencement of their studies							
Students are given guidance and support in all aspects of the research process, starting with the design of an acceptable research proposal, and ending with the writing up of the research dissertation as a final product							
There is a procedure for approving research proposals before students embark on their projects							
A procedure exists to determine the appointment of the supervisors, taking due consideration of the field of expertise							
Explicit guidelines exist on the roles and responsibilities of supervisors and students							
Academic support is provided in language, writing and numeracy skills, where required							
Overall opinion							
	1	2	3	4	5	6	7
7. Student assessment							
Assessment criteria for the guidance of supervisors and examiners are of a suitably high standard and documented							
Procedures are in place and followed to receive, record, review and return student work within a specified time that allows students to benefit from feedback prior to the next stage of their work							
Student progress is monitored							
Suitably qualified external examiners are appointed in terms of clear criteria and administrative procedures and conduct their responsibilities in terms of clear guidelines							
Higher degree committees or similar structures consider examiners' reports and make considered decisions about examination outcomes							
Overall opinion							
	1	2	3	4	5	6	7
8. Infrastructure and library resources							

	1	2	3	4	5	6	7
Suitable and sufficient venues are available at all official sites of learning where the programme is offered							
A well-trained librarian is available to serve students on the programme and to assist students in carrying out literature searches in education							
Suitable and sufficient IT infrastructure is available to all students on the programme							
Suitable, sufficient and current library resources exist							

Overall opinion

	1	2	3	4	5	6	7
9. Student retention and throughput							
The majority of students who enter the programme complete it successfully within the prescribed timeframe							
Retention and throughput rates are monitored regularly, and appropriate action is taken where necessary							
The profile of the qualifying class in terms of gender increasingly resembles that of the entering cohort							
The unit has plans and strategies in order to meet the national benchmark graduation rate							

Overall opinion

	1	2	3	4	5	6	7
10. Programme review							
The unit offering the programme undertakes systematic reviews of its activities to determine its effectiveness in achieving its goals and objectives							
There are regular reviews of the effectiveness of benchmarking in the programme against equivalent national and international reference points							
Results of user surveys, reviews and impact studies are utilised in a regular evaluation of all programme aspects and to develop improvement plans							

Overall opinion

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Overall assessment

2. Survey on the quality of a programme by coursework

	Scores						
	1	**2**	**3**	**4**	**5**	**6**	**7**
1. National, institutional and unit context. Requirements of stakeholders. The faculty/departments have clear idea							
The programme is aligned with the relevant legislation or regulations							
The programme is in line with the institutional mission or strategic plan							
The programme takes into account national/regional professional priorities and needs							
Overall opinion							
	1	**2**	**3**	**4**	**5**	**6**	**7**
2. Programme design, strategy and coordination							
The learning outcomes and competencies are clearly specified and communicated to everyone concerned.							
The structure, composition and duration of courses are clearly described.							
The curriculum clearly shows the basic courses, intermediate courses, specialist courses and the final project (thesis, etc.) activities							
Curriculum is up-to-date							
The dissertation is conceptualised and presented as a substantial piece of academic work at a suitably advanced level							
Details of horizontal and vertical articulation with other programmes within and across institutions or relevant disciplinary areas (for *masters*)							
Programme rules and regulations as set out in faculty handbooks							
There is a strategy comprising appropriate principles and/ or procedures for inducting students into research and for supporting their projects through to completion							
Evidence of programme coordination at faculty and institutional level							
The activities and learning experiences made available to students are fit for purpose, coherent, and sequenced in a way that meets the aims of the programme							
Overall opinion							
	1	**2**	**3**	**4**	**5**	**6**	**7**

3. Student recruitment, selection and admission							
Appropriate policies, procedures and regulations are in place for student admission, selection and assessment							
Admission criteria and processes are clearly documented							
The selection criteria consider the learning requirements of the programme							
The selection procedure is transparent and open to all applicants							
Advertising and promotional materials contain accurate and sufficient information with regard to admission policies, academic standards and completion requirements							
Selection criteria are geared towards widening access and attaining equity, particularly gender equity (ie equal opportunities are assured for women and men)							
The enrolment practices include provision of accurate, helpful information to prospective learners as well as efficient handling of finance and registration information							

Overall opinion

	1	2	3	4	5	6	7
4. Staff							
Core, permanent academic staff teaching on the programme has relevant academic qualifications							
The appointment of staff takes into account the necessary qualifications and experience							
Academic staff are competent to apply the student supervision policies of the institution							
The staffing on the programme is in line with the equity programme of the institution (e.g. gender)							
Opportunities exist for academic staff to update their knowledge and skills							
Sufficient administrative staff dedicated to the programme is available, where appropriate							

Overall opinion

	1	2	3	4	5	6	7
5. Teaching and learning							

Provide details of the objectives and requirements of the courses							
Provide a description of the teaching methods and the relevant assessment criteria							
Explain the relationship between the teaching methods, mode of delivery and the achievement of the stated outcomes by the learners							
Provide an overview of academic support or assistance to students							
Processes in place to identify inactive, poor or underperforming students							

Overall opinion

	1	2	3	4	5	6	7
6. Research							
The unit has effective strategies for research development							
Students' dissertations demonstrate competence in: conducting literature reviews; applying appropriate research methodologies; interpreting and analysing information; developing and formulating arguments; critically reflecting on research methodologies as well as on theories relevant to the particular field of study; communicating research results in a scholarly form							
Faculty members teaching and supervising students taking the programme are active in research							

Overall opinion

	1	2	3	4	5	6	7
7. Supervision of research dissertation							
The policy (or guidelines) on supervision specifies clearly the roles and responsibilities of supervisors and students							
An explicit understanding of the required standard of research achievement is clearly communicated to students on commencement of their studies							
Students are given guidance and support in all aspects of the research process, starting with the design of an acceptable research proposal, and ending with the writing up of the research dissertation as a final product							
There is a procedure for approving research proposals before students embark on their projects							
A procedure exists to determine the appointment of the supervisors, taking due consideration of the field of expertise							
Explicit guidelines exist on the roles and responsibilities of supervisors and students							
Academic support is provided in language, writing and numeracy skills, where required							

Overall opinion							
	1	2	3	4	5	6	7
8. Student assessment							
Assessment criteria for the guidance of supervisors and examiners are of a suitably high standard							
The examination criteria are clearly specified, documented and communicated both to students and staff.							
Procedures are in place and followed to receive, record, review and return student work within a specified time that allows students to benefit from feedback prior to the next stage of their work							
Student progress is monitored							
Suitably qualified external examiners are appointed in terms of clear criteria and administrative procedures and conduct their responsibilities in terms of clear guidelines							
Higher degree committees or similar structures consider examiners' reports and make considered decisions about examination outcomes							

Overall opinion							
	1	2	3	4	5	6	7
9. Infrastructure and library resources							
Suitable and sufficient venues are available at all official sites of learning where the programme is offered							
A well-trained librarian is available to serve students on the programme and to assist students in carrying out literature searches in education							
Suitable and sufficient IT infrastructure is available to all students on the programme							
Suitable, sufficient and current library resources exist							

Overall opinion							
	1	**2**	**3**	**4**	**5**	**6**	**7**
10. Student retention and throughput							
The majority of students who enter the programme complete it successfully within the prescribed timeframe							
Retention and throughput rates are monitored regularly, and appropriate action is taken where necessary							
The profile of the qualifying class in terms of gender increasingly resembles that of the entering cohort							
The unit has plans and strategies in order to meet the national benchmark graduation rate							
Overall opinion							
	1	**2**	**3**	**4**	**5**	**6**	**7**
11. Programme review							
The unit offering the programme undertakes systematic reviews of its activities to determine its effectiveness in achieving its goals and objectives							
There are regular reviews of the effectiveness of benchmarking in the programme against equivalent national and international reference points							
Results of user surveys, reviews and impact studies are utilised in a regular evaluation of all programme aspects and to develop improvement plans							
Overall opinion							

Overall assessment

To have some idea of the value of the figures, bear the following ideas in mind:

Score 1-2 when you believe this aspect should be considered as critical. Something has to be done and cannot wait.

Score 3 when you believe this aspect is unsatisfactory. It must be improved, but does not directly threaten the quality of the graduate.

Score 4 when you believe the situation is satisfactory. The faculty may be satisfied, but there is no reason to be proud.

Score 5 when you believe this topic can be assessed as more than satisfactory, but not excellent.

Score 6 when you believe this topic can be assessed as more than satisfactory and can be seen as an example of good practice.

Score 7 when you believe this topic can be assessed as excellent. The faculty can be proud of it and it is certainly a strong point.

ANNEX 3: LIST OF ORGANISATIONS/PEOPLE INTERVIEWED

Site visits

The main offices and units visited by the team include the following:

Tanzania

University Of Dar es Salaam

List of units visited

1. Quality Assurance Bureau (QAB)
2. Office of the Deputy Vice Chancellor: Academic
3. Office of the Deputy Vice Chancellor: Research and Knowledge Exchange
4. Directorate of Research
5. Directorate of Postgraduate Studies (DPGS)
6. College of Engineering and Technology (CoET)
7. Department of Mechanical and Industrial Engineering
8. College of Applied and Natural Sciences (ConNAS)
9. Department of Aquatic Sciences and Fisheries

Ardhi University

List of units visited

1. Quality Assurance Bureau (QAB)
2. Office of the Deputy Vice Chancellor, Academic Affairs (DVC-AA)
3. Directorate of Postgraduate Research and Publication (DPRP)
4. Directorate of Research
5. The Sida Programme Management Unit (PMU)

Muhimbili University

List of units visited

1. Office of the Deputy Vice Chancellor: Academic, Research and Consultancy (DVC-ARC)
2. Directorate of Continuing Education and Professional Development (DCEPD)
3. Directorate of Postgraduate Studies (DPGS)

Tanzania Commission of Universities (TCU)

List of people interviewed

1. Prof Yunus Mgaya
2. Dr S. Malonga

3. Mr Malehe Seta
4. Mr Ibrahim Mtweve

University Of Dar es Salaam (UDSM)

List of units visited

1. Office of Deputy Vice Chancellor (Academics): DVC (A)
2. Office of Deputy Vice Chancellor (Administration and Finance): DVC (A&F)
3. Directorate of Postgraduate Studies (DPGS)
4. Quality Assurance Bureau (QAB)
5. College of Engineering and Technology

List of people interviewed

6. Prof Gabriel R. Kasenga– DVC (A)
7. Prof E. Mwageni – DVC (A&F)
8. Dr Riziki Shemdoe (Director – DPGS)
9. Dr M.Mgwatu (Director – QAB
10. Dr Christine Noe (Deputy Director – QAB)
11. Prof Shukrani Manya – SIDA coordinator; Head of Department – Geochemistry and Petrology
12. Dr Charles Lugomela – Head of Department (Department of Aquatic Sciences)
13. Dr Rwaichi Minja – Coordinator Food Security Project
14. Dr Isaack Legonda – Coordinator Renewable Energy Project
15. Dr Pancras Bujulu – Coordinator Rural and Urban Infrastructure development project
16. Joseph M. Ngowi – MSc Student – College of Engineering and Technology (COET)
17. Rhoda Mutalemwa – MSc Student – College of Engineering and Technology (COET)
18. Mahir Mohammed Said – PhD student – College of Engineering and Technology (COET)
1. Said Ibrahim – PhD Student – College of Engineering and Technology (COET)

Ardhi University (ARU)

List of units visited

1. Office of Deputy Vice Chancellor (Academics): DVC (A)
2. Office of Deputy Vice Chancellor (Research and Knowledge Exchange) : DVC (RKE)
3. Directorate of Postgraduate Studies – DPGS
4. Quality Assurance Bureau (QAB)
5. Head of Department Aquatic Sciences

List of people interviewed

1. Prof Gabriel R. Kasenga – DVC (A)
2. Prof E. Mwageni – DVC (A&F)
3. Dr Riziki Shemdoe (Director – DPGS)
4. Dr Lucian (Director – QAB)

5. Dr Hilda Kayuza – Sida Coordinator)
6. Dr Charles Lucian(former Sida PhD candidate)
7. Dr Daniel Msangi
8. Dr Daniel Mbisso (former Sida PhD candidate)
9. Prof Evaristo Liwa
10. Prof Livin H. Mosha
11. Prof W.J. Kombe
12. Yeluma Mary Ntali (Msc Student – sponsored by European Union)
13. Mirabel Andin Ntali (Msc Student – sponsored by European Union)
14. Nsani Yannick T. (Msc Student – STREAM)
15. Eng. Shabani Marijani ((PhD Student – SEST)
16. Upendo Matotola (Msc Student – former student and now doing PhD)

MUHIMBILI UNIVERSITY OF HEALTH AND ALLIED SCIENCES (MUHAS)

List of units visited

1. Office of Deputy Vice Chancellor (Academics, Research and Consultancy): DVC (ARC)
2. Directorate of Postgraduate Studies – DPGS
3. Directorate of Research and Publication
4. Directorate of Quality Assurance – DQA

List of people interviewed

1. Prof E. Lyamutya (DVC – ARC)
2. Prof M. Moshi – Director, Research and Publication
3. Prof O. Ngassapa (Director – PGS)
4. Dr Andrea Pembe (Deputy Director PGS)
5. Dr Doreen Mloka (Ag Director – DQA & Deputy Director, Directorate of Continuing Education and Professional Development)
6. Gasto Frumence Deputy coordinator (Health systems sub-programme)
7. Prof Angwasa Denis Kiwara – Coordinator (health systems subprogramme)
8. Prof Omary Minzi - Coordinator – Malaria Subprogramme
9. Said Aboud – Head, Department of microbiology and Immunology , lab coordinator (HIV-TB sub-programme)
10. Billy Ngasalu - Head, Department of Parasitology and Med. Entomology
11. Dr R. Cande –Mallya – Actig Director, Directorate of Libray Services
12. Stanley S. Lyimo – PhD candidate (sponsor – DFG)
13. Clarer Jones (PhD Candidate– sponsor DAAD and WHO – research funds)
14. Ramadhani Nondo (PhD Candidate – sponsor Sida)
15. Rita Mutaganda (PhD Candidate – sponsor Sida)
16. Coline Mahende (PhD Candidate – sponsor Sida)
17. Daniel Matata (PhD Candidate – sponsor Government Chemist Lab Agency Tanzania)
18. Tumaini Nagu (PhD Candidate – sponsor Sida)

University Eduardo Mondlane: UEM

List of people interviewed

- Prof. Ana Mondjana: DVC
1. Prof. Natasha Ribeiro: DDPGS
2. Prof. Patricio Langa: VCA
3. Prof. Carlos Lucas: DC
4. Prof. Luisa Santos: QAO
5. Prof. Nelson Zavale: QAO
6. Prof. Horácio Zimba: DDS
7. Prof. Andrade Egas: Course Coordinator
8. Prof. Romana Bandeira: Deputy Dean for Post-Graduation Studies and MSc
9. Course Coordinator
10. Prof. Manuel Bazo: Course Coordinator
11. Prof. Domingos Buque: Deputy Dean for Post-Graduation Studies and MSc Course Coordinator
12. Prof. Isabel Casimiro: MSc Teacher
13. Prof. Simao Mucavele: MSc Teacher
14. Mrs Danilo Parbato: MSc Student
15. Miss Laura Feliza: MSc Student
16. Prof. Gregorio Firmino: Faculty Director of Social Sciences
17. Prof. Ines Machungo: Course Coordinator
18. Prof. Ines Macamo Raimundo: Deputy Dean for Post-Graduation Sudies and the MSc course Coordinator
19. Prof. Perpetua Gonçalves: PhD course teachers
20. Prof. Marcelino Lipola: PhD course teachers
21. Prof. Henrique Nhabinde: PhD course teachers
22. Cecília Mabote: PhD course students
23. Gaspar Júnior: PhD course students
24. Carlito Companhia: PhD course students
25. Prof. Salvador Mondlane Junior: Course Coordinator
26. Prof. Joao Munembe: Deputy Dean for Post- Graduation studies and the MSc Course Coordinator
27. Prof. Arao Manhique: MSc course Teacher
28. Prof. Abdul Jamal: MSc course Teacher

EMBASSY OF SWEDEN

List of people interviewed

Prof. Cristina de Carvalho Eriksson

CNAQ

List of people interviewed

1. Prof. Jeff Muchora: Consultant

2. Dr. Rafael Xadreque: Promotion Department
3. Dra. Neide Macamo: Department of Communication and Information
4. Dr. Morreira: External Evaluation Department

MINISTRY OF EDUCATION AND HUMAN DEVELOPMENT
DIRECTORATE OF COORDINATION IN HIGHER EDUCATION (DICES)

List of people interviewed

1. Prof. Sandra Brito: Director of Higher Education
2. Dra. Laila Dambo: Academic Department

UNIVERSITY OF EDUARDO MONDLANE

List of units visited

1. Office of Deputy Vice Chancellor (Academics Affairs): DVC (A)
2. Office of Scientific Director of UEM – SD
3. Office of Vice Chancellor Adviser for Strategic Planning: VCA (SP)
4. Office of Director of UEM Cooperation DC
5. Quality Assurance Office – QAO
6. Office of Director of Documentation Services DDS
7. Directorate of Postgraduate Studies – DPGS
8. Faculty of Agronomy and Forestry Engineering
9. Faculty of Education
10. Faculty of Social Sciences
11. Campus of the Faculty of Engineering

ANNEX 5: TERMS OF REFERENCE

Assessment of Quality Assurance Systems of Postgraduate Programmes in Tanzania and Mozambique

Introduction

Sweden has supported research capacity in low-income countries since 1975. It was then a new, innovative and quite controversial approach within the area of development cooperation. As many low-income countries lacked sustainable systems to generate evidence-based knowledge, the support to research was seen as key to address many of the problems these countries grappled with and that affected poor people the most.

The modality of the Swedish support has not been static; it has rather developed organically over time. Creating capacity through doctoral training is at the core of the support. The focus, however, is not on individual research capacity but on institutional research capacity. At the same time as doctoral students are trained abroad, funding is provided to establish research environments at their home university i.e. research infrastructure (ICT, laboratory facilities, access to scientific journals, etc.), research management (research policies, research structures, research grants), university reform (administration& finance) to establish sustainable research environments.

The *sandwich* model has for many years been the modus operandi of Swedish research cooperation. Universities in partner countries find the model highly valuable. Firstly, research training at a Swedish university offers an international research environment, with opportunities for networking, access to well-equipped labs and literature. Other opportunities are participation in international conferences, publishing in international journals and obtaining a worldwide recognised doctoral degree. Secondly, since the students are recruited among university staff at partner universities and data collection is carried out at their home institution, the *sandwich* model contributes to retain staff and diminishes the risk of losing human capital to foreign countries.

Gradually, Sweden is shifting focus from the sandwich doctoral training, with graduation only at Swedish universities, to support the establishment of local doctoral training at collaborating institutions in the south. What occurs is not really a change in the nature of support, but rather a change based on the progress of the research capacity within a country. In this regard support to the establishment of local MSc programmes is an important first step to establish local PhD programmes. The sandwich modality serves its purpose well at a given point in the development of a country´s research system where such did not exist before. Its purpose is to create a critical mass of PhD graduates/researchers for a partner university in selected disciplines. When achieved, the critical mass of trained researchers can create, manage and sustain local MSc and PhD programmes.

Many countries involved in Swedish research cooperation now have the capacity and the conditions to develop their own doctoral programmes. While the *sandwich* model was directed to university staff, the local MSc and PhD programmes can increase in scale and offer training to larger number of doctoral students and respond better to national demands. It is also a further step towards sustainability.

Quality Assurance of postgraduate training programmes

For sandwich PhD students trained and graduated at Swedish accredited universities, quality of the training has not been an issue[118] Quality has become a concern when supporting local PhD training. Most of our partner countries lack or have emerging and weak mechanisms to ensure quality of higher education and MSc and PhD programmes. Increasing intake of students causes worries of what influence "overcrowding" (lecturer/student ratio, space, use of and access to resources) may have on standards of quality. There is also a fear that in the competition for students (where the numbers of students are crucial to allocation of resources) quality will be traded off.

There is still no international common standard on quality of higher education and how it should be measured, but initiatives like the Bologna process in Europe is one initiative in that direction. When the Swedish research cooperation increases its support to the development of local research training in low-income countries, a key issue will be to ensure the quality of these training programmes. The stand of Swedish research cooperation is that all students supported by Sweden should receive training of equal quality irrespective where training and graduation is taking place. Thus, a minimum requirement for PhD training programmes has been set to five years[119].

To gain increased knowledge of existing quality assurance systems as well as the quality of current postgraduate programmes in Tanzania and Mozambique will be very helpful in the planning of future research cooperation with these countries and the embassies of Sweden in the respective country have decided to commission a review for this purpose.

Aim of the assignment

The aim of the assignment is to assess both the QA systems[120] and the quality of postgraduate programmes in Tanzania and Mozambique. The quality of the QA systems will be assessed at national level by looking at the regulations established by national agencies[121] with the specific mandate to oversee and ensure that national standards for postgraduate training programmes are implemented. The QA system at institutions of higher learning will also be assessed. In the case of the latter focus will be on their internal regulations for ensuring quality and to what extent these harmonise with the national QA system. In both cases the assignment will include an assessment of extent to which the regulations are implemented and the quality of the training upheld.

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[118] The Council for University and Higher Education ensures the quality of the higher education in Sweden.

[119] 2 yrs MSc + 3 yrs PhD or 1 yr MSc + 4 yrs PhD

[120] National Quality Assurance system: a structure which defines principles and processes designed to monitor and evaluate standards and systems in place and use the outcomes to lead to improvement (EUA, 2013).

[121] In Tanzania this responsibility falls on Tanzania Commission of Universities (TCU) and in Mozambique on Conselho Nacional de Avaliação do Ensino Superior (CNAQ).

Since there are no universal agreed upon standards for postgraduate training programmes the assessment of the quality of the QA system should be made with relation to regional and international quality.

The second part of the assignment is to assess the actual quality of the postgraduate programmes offered at the universities supported by Sweden[122].

The third part of the assignment is to compare QA systems between the two countries and give recommendations on how these can be developed further based on regional and/or international best practices.

In this assignment "Postgraduate programmes" is referred to PhD programmes as well as MSc programmes making the distinction when relevant.

The assignment

Assessing the QA system of postgraduate training

- Provide information of the national institutions that has the mandate to set the quality standards of higher education as well as assessing their capacity to monitor and ensure that these are implemented (with focus on postgraduate programmes).
- Provide an overview of the existing standards and regulations for postgraduate programmes within Tanzania and Mozambique.
- Review and asses the existing quality of the QA systems setting the standard for postgraduate programmes in respective country.
- Provide information about the departments at universities supported by Sweden that has the mandate to ensure quality of postgraduate training and their capacity to do so.
- Outline and review the quality of the standards and regulations for postgraduate programmes within the universities supported by Sweden. Assess if they harmonise with their respective national QA standards and regulations.
- Assess the monitoring and evaluations capacity of the regulating institutions at national and university level.
- Compare and assess the QA of postgraduate training in Mozambique and Tanzania with regional and international standards[123].

Assess the quality of local postgraduate training

- Assess to what extent the postgraduate programmes are designed and implemented in line with formal regulations and standards.
- Assess the academic positions/qualifications of lecturers/supervisors for postgraduate training.
- Assess the quality of the outcome of local postgraduate training i.e. theses and publications.
- Provide Information of what indicators that are being used for monitoring the quality of postgraduate training at national and university level.

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[122] University of Dar es Salaam (UDSM), Ardhi University (ARU), Muhimbili University of Health and Allied Sciences (MUHAS) in Tanzania and University Eduardo Mondlane (UEM) in Mozambique.

[123] Especially with reference to IUCEA and the EU/Bologna process.

- Inform about number of local postgraduate programmes and number of postgraduate students (MSc and PhD).
- Inform about drop out, completion and time to completion rates.

Analysis, conclusions and recommendations

- Data and information shall be analysed and interpreted systematically. Underlying assumptions shall be made explicit and taken into account.
- Conclusions should be substantiated by findings and analysis.
- Recommendations and lessons learned should follow logically from the conclusions. More specifically, concrete recommendations shall be made on how the QA systems in each country can be improved both at university and national levels. Also, recommendations regarding possible forms of future support to institutions to improve QA systems should be provided.
-

Methodology

The consultant will carry out the assignment by an initial desk review scrutinising existing laws and regulations; policies/strategies[124]; guiding documents; statistics; and by site visits where stakeholders such as administrative staff; lecturers/supervisors; and students at relevant institutions (government agencies and academic institutions) will be interviewed.
The consultant will randomly chose postgraduate programmes (MSc and PhD level) in order to assess the quality of research outputs from the training programmes.

Timeframe

The assignment will be initiated on 16 February 2015 and end on 31 May 2015.

Budget

A budget shall be provided by the consultant separating costs between the activities of the assignment to be carried out in Tanzania and Mozambique, respectively. Common costs for the assignment (e.g. for desk study and report writing) shall be split between the two budgets for each country. It is foreseen that two separate contracts should be signed with the Embassy of Sweden in the two respective countries.

Reporting

The consultant shall provide the embassies of Sweden in Tanzania and Mozambique with an inception report outlining how the assignment will be performed, incl. methodologies and a detailed plan for the assignment.

In connection to (at the end of) the site visits in Dar es Salaam and Maputo, the consultant shall organise a debriefing meeting to inform the Embassy of Sweden and stakeholders about initial findings. When the mission has been concluded, the major findings, conclusions and recommendations shall be compiled in a report in line with the scope of the review.
The consultants shall prepare two draft reports in English, following the form for a Sida review report. The first draft report following the review of Tanzania shall be submitted

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[124] Incl. policies/strategies for research, higher education and science, technology and innovation.

electronically to the Embassy of Sweden in Tanzania for comments no later than March 31, 2015. The second and final draft report (including Tanzania and Mozambique) following the review of Mozambique shall be submitted to the embassy for comments no later than April 30, 2015. The final draft report shall be submitted May 31, 2015.

The report shall answer all the questions detailed in the scope of the review. Where this is not possible, reason and explanations must be provided. The report shall present conclusions, recommendations and lessons learned separately and with a clear logical distinction between them. The report must contain an executive summary. The summary shall provide an overview of the report, highlighting the main conclusions, recommendations and lessons learned.

The major findings, conclusions and recommendations from the draft reports shall be presented and discussed in a seminar with Sida and embassy staff before the consultants leave the respective countries.

Two weeks after receiving comments on the final draft report the final report shall be submitted to the embassies of Sweden (electronically and in two paper copies). The report shall be written in English in Word for Windows and should be presented in a way that enables publication.

Qualifications of the consultants

Composition:

The review team should possess a mix of evaluative skills and thematic knowledge and if possible be gender balanced and include professionals from the region concerned.

Team leader:

PhD with a minimum of 5 years' experience of carrying out research after graduation.
Experience of carrying out research in low-income countries.
Knowledge and experience of QA of higher education and research.
Broad knowledge of higher education and research management/institutions.
Knowledge of universities in low-income countries.
Knowledge of Tanzania, Mozambique, and/or the sub-Saharan region.

Team members:

At least one team member must have a PhD and knowledge of conditions for scientific research in low-income countries.
Any additional team members must have a minimum of masters' degrees.
Knowledge and experience of QA of higher education and research.
Broad knowledge of higher education and research management/institutions.
Knowledge of universities in low-income countries.
Knowledge of Tanzania, Mozambique, and/or the sub-Saharan region.

Language:

All members must be fluent in spoken and written English.
At least one member must be fluent in spoken and written Portuguese.