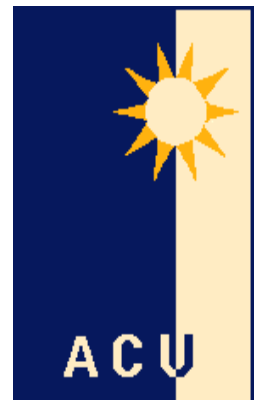




African Higher Education Development and the International Community

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African Higher Education Development**

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African Higher Education Development and the International Community

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Abstract

This short paper outlines the African higher education (HE) development commitments and activities that have been initiated by major international partners between 2000 and 2004, with a particular focus on the G8 countries, but also including Scandinavian and Benelux partners. Projects are analysed by their thematic focus and by their regional focus in Africa, casting light on trends in donor country strategies and international trends. In detailing and comparing the thematic and regional strategies that each major external partner has followed in recent years, this paper provides insight as to how to help maximise HE support in a broader development context.

The analysis illustrates that major international partners have largely developed uncoordinated strategies and domestically-driven policies towards HE development in Africa. While there are examples of logic in each donor country strategy, there is not necessarily strong consonance between the policies of the G8 countries and others countries.

This paper finds that certain development themes, such as investment in Science and Technology and HIV/AIDS, have received disproportionately little international attention in an HE context, while other themes, such as Human Resources Development, have seen very robust support from a variety of donors. Also, when including well-resourced Scandinavian-partnered projects in this analysis, this paper demonstrates that partner countries outside the G8 have developed some of the most significant initiatives in African higher education development.

It is also observed that an established common strategy for African HE development, along with requisite financial support, can help to maximise the effect of aid that is provided. Collaboration between donors and increased communication regarding donor strategies are ways that this is possible.

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African Higher Education Development and the International Community

1. Introduction

African university development is at the heart of the continent's development process. Only universities can provide the human capital necessary to ensure the good governance which lies at the core of the solution to Africa's greatest challenges, from health to business, science and technology, and teacher training. As South African President Thabo Mbeki has argued, "African universities must play an important role in ensuring that we achieve and consolidate peace and stability on the continent,"¹ with university development central to development in every dimension.

The Association of African Universities (AAU) and the Association of Commonwealth Universities (ACU) are contributing to this African vision through their Partnership Programme, *Renewing the African University*. Established in late 2004, with initial financial support from the Department for Education and Skills (DfES) in the UK, the Partnership seeks to mobilise international support for African universities as engines of stable and sustainable development on the African continent.

An understanding of how the international community has helped to mobilise African higher education in the recent past provides useful insights into an understanding of how African higher education can play a central role in future development. As a contribution towards such understanding, this short paper outlines the higher education development commitments and activities that have been pursued by major international actors in recent years, with a particular focus on G8 countries. How active have wealthy countries been in partnering with African higher education institutions (HEIs), and in what capacity have they addressed university development? Have clear links been made between higher education and improved livelihoods in African communities? Which themes have been thoroughly addressed, and which themes have eluded attention?

Principally, this paper will draw data from the African Higher Education Activities in Development (AHEAD) database, a resource developed at the ACU under the mandate of the *Renewing the African University* partnership programme, which catalogues international partnerships in African higher education development. We will also be drawing upon ACU-designed surveys on higher education development, and from desk-based research carried out in 2004 and 2005.

2. Evolving International Norms Regarding Higher Education Development in Africa

It has been said that "the analytical separation of higher education from other levels is highly artificial, and the education system should be taken as an integrated whole rather than as sections competing for resources."² Until the mid-1990s, higher education development in Africa was largely treated as an outlier, as the majority of education development projects focussed on the primary level (which, in large part, is still the pattern). International donors and partners largely regarded universities as institutional enclaves without deep penetration into the development needs of African communities – indeed, this view was spearheaded through World Bank policy for many years.³

¹ Thabo Mbeki, Address to the Conference of the Association of African Universities, Cape Town, February 22, 2005.

² David Court, "The Landscape of External Support to the Social Sciences and Humanities in Africa," paper prepared for SAREC/SIDA workshop on *Supporting the Social Sciences and Humanities at African Universities*, Stockholm (1995), p 116.

³ David Bloom, "Mastering Globalisation: From Ideas to Action on Higher Education Reform," from speech delivered to Université de Laval conference, *Globalisation: What Issues Are at Stake for Universities?* Sept. 18-21, 2002, Québec City. Also see "Constructing Knowledge Societies: New Challenges for Tertiary Education," World Bank report (2002), p. xxv.

Such partitioned educational development strategies, however well-intended, led to development policy that had severe negative consequences for African communities and economies. Neglect of higher education led to the disfranchisement of research centres, medical schools, agricultural centres, telecommunication and technological development, business training centres, vocational and skills schools, and other areas included in the tertiary education sector – areas critical to the development of African societies and economies.

The World Bank position began to move away from this compartmentalised approach in the late 1990s, with support for education at all levels accelerating and becoming more sectorally integrated. In 2000, the Bank commissioned a Task Force on Higher Education and Society, along with UNESCO, to draft an investigative and analytical report on the role of universities in the developing world.⁴ Concluding that higher education can ill afford to be considered a luxury good for developing countries in an era of globalised knowledge and commerce, the Task Force played a key role in influencing World Bank policy into the new decade. By 2002, the Bank openly recognised “the need to embrace a more balanced, holistic approach to... the entire lifelong education system, irrespective of a country’s income level.”⁵ As the World Bank has been called one of the world’s most “influential actors in the education policy arena,”⁶ this change in approach had the effect of prompting new initiatives towards higher education support among other international actors.

3. The G8 and African Higher Education

One way in which this new approach was manifest was in a renewed approach to African development adopted by the G8 countries at the 2002 Kananaskis Summit in Canada, which saw the creation of the G8’s “Africa Action Plan.” As part of this plan, the G8 countries expressed a commitment to boost annual overseas development aid to Africa to US\$12 billion by the year 2006. Education was featured in Section 5, *Expanding Knowledge: Improving and Promoting Education and Expanding Digital Opportunities*.

Regarding higher education development, G8 leaders agreed that:

- there should be increased support for Africa’s higher education institutions
- university scholarships should be supported in order for women to help break down gender barriers
- vigorous support for Africa’s ICT sector should be developed, along with the expansion of digital opportunities
- the global north should encourage the creation of research centres and centres of excellence
- resources for academic exchange between African institutions should be expanded, with new opportunities developed for exchange with higher education institutions (HEIs) in the global north.

Also, as it was observed that combating HIV requires increased support for the training of health professionals, strengthened research centres, and greater community mobilisation, the role of higher education institutions in managing and delivering these services was of key importance.

The G8 undertook a review of the Africa Action Plan one year later when they convened at Évian-les-Bains, France, for the 2003 summit. The eight countries’ “personal representatives for Africa” affirmed that real progress had been made in all dimensions of the Plan, though there were further pledges for action to be made, with increased overseas development aid (and a particular

⁴ “Higher Education in Developing Countries: Peril and Promise,” Task Force on Higher Education and Society (2000)

⁵ “Constructing Knowledge Societies: New Challenges for Tertiary Education,” World Bank report (2002), p. x

⁶ Joel Samoff and Bidemi Carrol, “The Promise of Partnership and Continuities of Dependence: External Support to Higher Education in Africa,” (Washington: paper prepared for the 45th Annual Meeting of the African Studies Association (2002) p 13

acceleration of Africa's share of this funding) running through several G8 countries' development policy statements. In regards to education overall, the United States by this time had tripled its commitments to education support to Africa from US\$114 million to over US\$300 million, and the United Kingdom had brought its education funding from US\$192 million to \$320 million, the highest commitment in the G8. Canadian support for African basic education rose to US\$80 million, with an additional US\$39.5 million being delivered to Mozambican and Tanzanian basic education, although there were not specific commitments to higher education. France boosted basic education commitments to US\$82 million across its four focus countries of Burkina Faso, Mauritania, Niger, and Guinea. Japan found an additional US\$50 million, also for basic education, while Germany committed US\$170 million for both basic and vocational education.

It should be noted, though, that among these pledges, specific and coordinated support for higher education still proved elusive. Indeed, much of the increase in development activity at the higher education level in recent years has resulted from projects implemented by universities themselves, academic and university associations, charitable foundations, and civil society organisations. Government-affiliated development agencies, on the whole, have played a strong funding role, but there has been little in the way of complementary policies which direct this funding into a broad HE development strategy. Much government funding has been divided by numerous agents, which then propels often quite different development processes, thus missing out on the potential to maximise impact through co-ordination.

The bulk of international development support towards Africa, though, continues to engage the university sector tentatively and sporadically, with little in the way of a co-ordinated higher education renewal programme which would bring universities and vocational schools deeper into an "Education For All" framework for HE. The British "Africa Action Plan: Progress Report" in 2003 detailed increased support for universal primary education and extended support for UNICEF's "Accelerated Strategy for Girls' Education" to the amount of nearly \$5 million over two years. While not incorporating higher education in to the educational priorities, other chapters of the Progress Report emphasised new support for areas which depend entirely on a robust higher education system: tackling communicable diseases, notably HIV/AIDS; increasing agricultural productivity through new science research; improving water management and sanitation; and strengthening governance and legal systems. Without a strengthened and renewed African higher education system, the skills that these improvements demand will be too often imported by Africa through short-term aid work conducted by agencies in the global north.

As the G8 pledged in Évian to undertake another review of the Africa Action Plan in 2005, the Gleneagles summit, and subsequent G8 summits, will continue to see heads of government and relevant ministers faced with supporting strategies for African development. The Africa Action Plan, along with the discussions on the state of progress on the Millennium Development Goals (MDGs) developed at the UN Millennium Summit, combining with other Africa-centred development initiatives such as Nepad, have all combined to advance the discourse towards enabling African societies to develop in a sustainable and self-sufficient way.

The British government has responded to the challenges of effecting a long-term development plan along the lines of the Africa Action Plan commitments through seeking a more integrated approach, such as that outlined in the Commission for Africa (CFA) report *Our Common Interest*.⁷ The CFA has reiterated many of the commitments made by the G8 in the past, including a need to improve health, primary education, good governance and democratic institution building, food security and human security. *Our Common Interest* has called for a significant increase in the funding that wealthy global-northern nations commit to development, and by detailing African higher education as a key agent in bringing about these development goals.

⁷ The report recommends both better co-ordination between donor strategies, but also closer co-ordination between African and global-northern partners, in urging that "the measures we propose represent a coherent package. They must be delivered together." See "Our Common Interest," Commission for Africa report (2005), p.4

Universities and vocational skills centres now command major attention in the African development process, and given the long period of neglect that they have undergone, the CFA actively encourages the international community to play an effective role in coordinated higher education development for Africa. Emphasising that the international community must robustly support Africa's higher education systems, particularly in the field of Science and Technology,⁸ the Commission for Africa stresses that "Africa's universities ought to be the breeding ground for the skilled individuals whom the continent needs."⁹ Wealthy global-northern partners can play a most effective role when they achieve better harmonisation between their HE development strategies. This means that donors, implementing agencies, and governments now face the opportunity to strengthen communication and develop complementary approaches.

4. G8 Approaches from 2000 to 2004: Common Goals, Divergent Strategies

Hitherto, development support for higher education in Africa has been relatively uncoordinated, and has been pursued by individual donor countries and development organisations that are motivated by internally-derived, specific goals. This is true in terms of the Africa regions and countries that global-northern partners engage with, as well as the types and themes of projects that are developed and implemented. Through the AHEAD database project, 13 different themes have been developed that constitute important areas of higher education development:

- Institutional Strengthening (material and infrastructure support, campus development, provision of educational resources)
- Sector Governance and Engagement (building of networks between HEIs and among the business, political, and civil-social communities)
- Human Resources Development (teacher training, skills-enhancement for instructors and administrators)
- ICT (development of information technology use in HE, support for hardware and software provision, and expanding online learning opportunities)
- HIV/AIDS (strengthening health training and research with regard to HIV, promoting awareness of the pandemic throughout the university community, and enabling HEIs to take a lead in promoting awareness throughout the community)
- Quality Enhancement (promoting recognised credit accreditation schemes, training and development exercises, university benchmarking, and regional inter-university engagement on best-practice in policy)
- Research Collaboration (academic co-operation on specific projects between researchers at HEIs in different countries)
- Academic Exchanges (promoting academic mobility through fellowships and exchanges between the global north and south)
- Academic Programme Development (direct support for the advancement of a particular university or vocational department and the curricula of its courses)
- Libraries (direct support for university libraries, online library resources, and dissemination of and access to academic journals)
- Science and Technology (support which directly enhances the research capacity of HEIs to develop science and technology)
- Gender Equity (promoting programmes and policies to encourage greater gender balance in the student body, in specific departments, and among academic staff)
- Awards (resources made available specifically for bursaries, scholarships and awards for student and academics in the developing world)

⁸ "Our Common Interest," Commission for Africa report (March 2005), p 14.

⁹ *Ibid.*, p 34.

The following section will examine how the G8 countries have structured their development support for higher education in Africa in recent years. Thematic foci, regional foci, and the types of implementing organisations will be included in each case study analysis, with following sections providing comparative analysis between the major global-northern partner countries.¹⁰ When taking account of the 13 themes identified, interesting differences between the ways in which global-northern countries strategise their development policies can be distinguished. Certain countries address a select number of themes with heavy emphasis in one thematic area, whereas other partner countries approach HE development through a thematically diffuse arrangement of projects. Beyond thematic types, there are also differences in the African regions that receive the most significant amounts of funding and those that host the greatest number of projects. The paper will also look at the different implementing organisations that dominate a given donor country's activity.

In order adequately to compare, contrast, and gauge the strategies, funding amounts, and regional foci among G8 countries, it will be useful for us also to detail the HE development portfolios of two wealthy, global-northern, non-G8, multi-national regions: the Benelux region (including only Belgium and the Netherlands, as Luxembourgish projects have not been catalogued into the AHEAD database), and the Scandinavian region (with projects from Norway and Sweden predominating, but with support from Denmark as well). Also, because recent activity by G8 members Italy and Russia has been negligible in this area, and data is sparse, these countries will not be included for analysis in this paper. For the purposes of this paper, the analysis will thus chiefly concern a group of countries termed "G8(+2)," with the "+2" as the Scandinavian and Benelux regions. These "+2" countries, while their economies are small relative to G8 countries, nevertheless tend to match or exceed the official development aid (ODA) commitments made by the wealthiest global-northern nations. With "+2" nations' higher education development portfolios taken into account, does this affect G8 development objectives and capabilities?

5. Partner Countries: HE Development Portfolios

The following section details the thematic, regional, organisational, and funding components of major donor countries. Also included in each donor country's profile is one or more case studies of significant African HE development projects which they support. These case studies help to illustrate the strategic trends within each donor country. G8 partner-country profiles are ordered according to total funding amounts that have been catalogued in AHEAD, beginning from highest to lowest amounts. Scandinavia and Benelux profiles are included after the G8 member profiles.

5.1 Japan

| | |
|--|-----------------|
| HE Development Commitment (2000-2004): | US \$85,555,638 |
| Number of Active Projects: | 7 |
| Projects focussing specifically on HEIs: | 7 |

With a low number of projects recently implemented in Africa, it is hazardous to draw too many conclusions regarding thematic trends coming from Japan. It is worth noting, however, that the Japanese approach spans five thematic areas in seven projects, suggesting a degree of thematic diffusion. At the same time, the most significant proportion of funding is directed towards two Institutional Strengthening projects. Among these few projects, these illustrative indicators suggest an HEI-specific strategy.

¹⁰ Please note that HE development projects that have been entered into the AHEAD database have been assigned up to three distinct thematic foci. As such, the number of *themes* displayed in the following tables may be significantly greater than the actual number of projects.

Themes

| Japanese Thematic Focus | Total # | % |
|--------------------------------|-----------|------------|
| Human Resources Development | 6 | 40 |
| Quality Enhancement | 3 | 20 |
| Science and Technology | 3 | 20 |
| Institutional Strengthening | 2 | 13.3 |
| Academic Programme Development | 1 | 6.7 |
| Grand Total | 15 | 100 |

The Japanese approach to African HE development has been unique, committing very substantial funds to a select few projects. As such, Japan easily has the highest average funding per project of all G8+2 countries, with an average of US \$12,222,234 per project. These large projects are particularly concerned with Human Resources Development, but with several projects straddling various themes. More striking still is that all projects catalogued are institutionally focussed, which further specifies the target of the funding as opposed to diffusing resources across a broad array of stakeholders. Thus, we find a precisely-targeted system of HE development support in terms of recipients and partners, with funds delivered directly to HEIs. One clear consequence of this is that regionalising, internationalising objectives (such as Sector Governance and Engagement) are exempted from the strategy.

Case Studies

The largest single development project with an institutional focus catalogued in the AHEAD database is a US \$39 million grant delivered to the Jomo Kenyatta University College of Agriculture and Technology in Kenya. Administered in several stages between 1990 and 2003, this project sought to strengthen the HEI's material resources, provide adequate class space and laboratory facilities, and improve management and teaching through training workshops.

Another significant project, also located in Kenya, has been a mathematics and science teacher training programme, with US \$8 million of funding. This project, administered by the Kenya Science Teachers College, completed in 2002, was followed by a second phase of the project, which is currently underway. The objective of this project is to provide the financial resources to recruit and train young maths and science teachers for secondary schools in Kenya and throughout East Africa, in order to enable secondary students to build a sufficient foundation for further study in fields such as engineering, biomedical research, and finance.

Geographic Focus

| Count of African Region | Total |
|-------------------------|----------|
| East Africa & Islands | 5 |
| North Africa | 1 |
| Southern Africa | 1 |
| Grand Total | 7 |

| Count of Country | Total |
|--------------------|----------|
| Kenya | 4 |
| Morocco | 1 |
| South Africa | 1 |
| Uganda | 1 |
| Grand Total | 7 |

As will be seen below, given the low number of Japanese projects, there is a clear contrast between Japanese and British approaches. While the UK has pursued a thematically-precise and nationally-diffuse strategy, Japan's strategy is less thematically-precise, and more nationally precise. Keeping the low number of JICA projects into account, we may nevertheless remark that these few projects have been focussed very specifically towards Kenya, which has benefited from four, of a total of seven, active projects. When including Uganda's single Japanese project (a substantial US \$14 million, long-term arrangement with the Nakawa Vocational Training Institute), East Africa easily receives the lion's share of Japan's attention. Designed significantly to bolster the capacity of individual HEIs, there is nevertheless little in the way of inter-university or inter-college collaboration or knowledge transfer between supported universities and others in the region.

These projects are now in their closing stages, with reviews being conducted as to where success has been achieved and where it has proved elusive. As all Japanese projects have been both funded and administered by JICA, the Japanese government is at the centre of the policy debate in this regard.

5.2 Canada

| | |
|--|-----------------|
| HE Development Commitment (2000-2004): | US \$74,716,896 |
| Number of Active Projects: | 51 |
| Projects focussing specifically on HEIs: | 22 |

Themes

| Canada Thematic Focus | Total | % |
|------------------------------------|-----------|------------|
| Human Resources Development | 26 | 30.6 |
| Sector Governance and Engagement | 17 | 20 |
| ICT | 15 | 17.6 |
| Science and Technology | 7 | 8.2 |
| HIV/AIDS | 6 | 7.1 |
| Quality Enhancement | 4 | 4.7 |
| Research Collaboration/Development | 4 | 4.7 |
| Gender Equity | 3 | 3.5 |
| Libraries | 2 | 2.4 |
| Multi-thematic (3+) | 1 | 1.2 |
| Grand Total | 85 | 100 |

Canada's strongest thematic emphasis is on Human Resources Development, with 30% of its projects being directed towards this area. One of the major organisations supporting these projects is the Association of Universities and Colleges of Canada (AUCC), which administers over US \$55 million in funding from bodies such as the International Development Research Centre (IDRC) and the Canadian International Development Agency (CIDA) towards Canadian HEIs, which implement a wide variety of inter-university activities and development projects around the world under the rubric of the AUCC University Partnerships in Cooperation and Development (UPCD) programme. Twenty-one of 32 catalogued AUCC projects concern Human Resources Development, bringing this national university association clearly into the HE development agenda with strong thematic focus.

Analysis of the Canadian data shows a stronger Sector Governance and ICT focus among its projects than other G8, Scandinavian and Benelux countries. The emphasis on the latter is largely due to the inclusion of projects supported by the Commonwealth of

Learning (CoL).¹¹ CoL is an inter-governmental organisation located in Vancouver, Canada, and focuses on the role of ICT and open and distance learning (ODL) in sustainable development.

What is clear in the Canadian approach is a relatively thematic focus, with the top three themes representing 68% of the total investment. In regional terms, Canada's principal emphasis has been on West Africa, with 40% of higher education development projects in this region being linked to Canadian implementing organisations or funders. Canada is particularly active in Francophone Africa, and this explains some of the West African prominence, although the Canadian West African focus also includes non-Francophone states such as Nigeria, Ghana, and The Gambia. Indeed, in terms of significant international support, Gambian HE development partners are almost exclusively Canadian, as seen in the Case Studies below.

Geographic Focus

Overall, though, Canada's thematic focus is not replicated in terms of national attention. While West Africa commands a significant amount of Canadian concentration, there are not specific countries within this region (or across the continent) which receive extraordinary focus.

CIDA maintains a six-country Africa priority focus as part of its overarching development policy, which includes Ethiopia, Mali, Senegal, Tanzania, Ghana, and Mozambique. This focus, however, has not translated very clearly into higher education, where these countries receive a low to moderate degree of attention from Canadian implementing agencies. Combined (as seen in the tables below), five of these six countries take part in nine projects with Canadian organisations, while Tanzania is not currently engaged in an active higher education development project with cooperation from Canada. South Africa maintains six projects and The Gambia four, bringing these two countries ahead of CIDA's focus countries in the number of active projects. In terms of funding, though, South Africa and The Gambia receive just over US \$12.3 million for HE development projects, while CIDA's six focus countries receive US \$19.6 million, including a US \$9 million (over six years) teacher training and administration project in Mali, funded by CIDA and administered by the AUCC.

| Canada Region Focus | Total # | % |
|-------------------------|-----------|------------|
| West Africa | 18 | 32.3 |
| East Africa & Islands | 12 | 23.5 |
| Southern Africa | 8 | 15.7 |
| All Sub-Saharan | 5 | 9.8 |
| All Commonwealth Africa | 4 | 7.8 |
| Horn of Africa | 2 | 3.9 |
| North Africa | 2 | 3.9 |
| Grand Total | 51 | 100 |

| Canada Country Focus | Total |
|----------------------|-------|
| Not specified | 7 |
| South Africa | 6 |
| Gambia | 4 |
| More than 1 | 4 |
| Uganda | 4 |
| Ghana | 3 |
| Nigeria | 3 |
| Cameroon | 2 |
| Egypt | 2 |
| Ethiopia | 2 |

¹¹ The Commonwealth of Learning is an inter-governmental organisation which maintains a Commonwealth-wide mandate. It has been highlighted in the Canadian section due to its physical base in Canada.

| | |
|--------------------|-----------|
| Kenya | 2 |
| Senegal | 2 |
| Benin | 1 |
| Burkina Faso | 1 |
| Congo, DR | 1 |
| Madagascar | 1 |
| Malawi | 1 |
| Mali | 1 |
| Mozambique | 1 |
| Rwanda | 1 |
| Sierra Leone | 1 |
| Zimbabwe | 1 |
| Grand Total | 51 |

As regional projects dominate Canadian activity (more so when including multinational projects), this reaffirms a Canadian approach to HE development that accentuates Sector Governance activity between nations. Fourteen West African countries host country-specific projects with Canada, while four other West African countries take part in regional projects. Outside of West Africa, though, the ratio of country-specific projects to non-specific ones drops markedly.

| Canada Implementing Organisations by Type | Total |
|--|--------------|
| University Association | 30 |
| Foundation or Charity | 18 |
| Government (or affiliated) Agency | 2 |
| Not specified | 1 |
| Project Total | 51 |

As mentioned earlier, the AUCC plays the dominant role in Canada’s international HE development portfolio, managing IDRC and CIDA funds across the African continent in 30 different projects. The government itself is not directly involved with implementation, though the IDRC is active in helping to fund HE projects administered by Canadian and non-Canadian organisations alike.

Case Studies

One of the largest projects coming from Canada is a US \$9.7 million project titled “Strengthening Continued Teacher Training in Mali,” managed by the AUCC in association with the University of Ottawa, and funded by CIDA. Engaging the Malian Ministry of Education, the project seeks not only to strengthen primary and secondary teacher education, but also to promote the decentralisation of education structures responsible for basic and continuing education. Drawing upon both Human Resources Development and Sector Governance themes, this large, West African project is quite typical of the Canadian higher education development strategy in many regards.

Another CIDA-supported project of note involves the leadership of St. Mary’s University, which has run student exchanges and a university extension programme in The Gambia since the 1990s. This project, “Capacity Building for Higher Education in The Gambia,” was a 60-month programme, completed in 2002, which aimed to strengthen policy formulation and planning mechanisms, as well as administrative and management systems. This included training and equipping administrative staff together with the transfer of expertise and management from the St. Mary’s University Extension Programme to facilitate the establishment of the University of The Gambia.

5.3 United States

| | |
|--|-----------------|
| HE Development Commitment (2000-2005): | US \$41,698,573 |
| Number of Active Projects: | 85 |
| Projects focussing specifically on HEIs: | 65 |

Themes

| Count of Thematic Focus | Total # | % |
|------------------------------------|------------|------------|
| Institutional Strengthening | 26 | 17.9 |
| Human Resources Development | 21 | 14.5 |
| Academic Programme Development | 15 | 10.3 |
| HIV/AIDS | 14 | 9.7 |
| Quality Enhancement | 13 | 9 |
| Science and Technology | 11 | 7.6 |
| Sector Governance and Engagement | 9 | 6.2 |
| Awards | 8 | 5.5 |
| ICT | 7 | 4.8 |
| Research Collaboration/Development | 7 | 4.8 |
| Libraries | 6 | 4.1 |
| Gender Equity | 4 | 2.8 |
| Academic Exchange | 3 | 2.1 |
| Multithematic (3+) | 1 | 0.7 |
| Grand Total | 145 | 100 |

The U.S. supports the largest number of projects, with 85 projects covering 145 thematic foci: a project total which makes up nearly a third of all HE development projects in the AHEAD database. This, though, is in contrast to the relatively low amount of overall funding, as the total reported amount of US \$42 million places American contributions behind Scandinavia, Japan, and Canada.

The combined effect of very high numbers of projects and low overall funding means that U.S. average funding-per-project is the lowest of G8 countries (minus Russia), at \$490,571. As will be seen in greater detail in the G8+2 comparative section (to follow), this also falls behind non-G8 regions such as the Benelux countries and the Scandinavian countries.

Notably, the United States invests more support in HIV/AIDS research and education than any other country. 9.7% of American projects catalogued in the database are dedicated to some aspect of HIV/AIDS and enabling African universities to strengthen their response to the pandemic. This American support, in the form of 14 projects, constitutes 46.6% of all active, internationally-supported HIV/AIDS projects in African universities.¹²

The United States also leads, by a close margin, in the proportion of Science and Technology projects in the database. 28% of all Science and Technology projects, active or recently-expired, are linked to American partners, while 27% of all such projects are linked to Scandinavian countries and 13% are linked to Canada and the Benelux countries.

Case Study

One prominent case study relates to HIV/AIDS support: a grant of US \$1,120,700 to the University of KwaZulu-Natal (formerly University of Natal) in South Africa to establish the KwaZulu-Natal Centre for HIV/AIDS Networking (HIVAN) was made in 2001 by

the Carnegie Foundation under the auspices of the American foundation consortium, the Partnership for Higher Education in Africa (PHEA). The objective of this grant was to support researchers in analysing the strategies of other African countries in their fight against HIV, co-ordinate research efforts across universities and solicit support for efforts to bring HIV education into the forefront of higher education.

Today, HIVAN has Networking and Biomedical Research Teams working in close concert with the Nelson R. Mandela School of Medicine and the Doris Duke Medical Research Institute. It has also established outreach offices at local hospitals, where scholars and researchers work to address the biomedical challenges that interact with both sociological and cultural barriers in the fight against AIDS. A Campus HIV/AIDS Support Unit (CHASU) has been established at the University on three separate campuses provide counselling, training, referrals and peer education.

AIDS-related research capacity is strengthened through HIVAN's leadership role at KwaZulu-Natal, and young scholars and researchers are encouraged to design and implement intervention programmes. In terms of networking, HIVAN plays a central role in facilitating collaboration between civil society organisations, community sectors, public and private sector actors and higher education across South Africa and throughout the region.

Geographic Focus

| U.S. Region Focus | Total # | % |
|--------------------------|-----------|------------|
| Southern Africa | 47 | 55.3 |
| West Africa | 16 | 18.8 |
| East Africa & Islands | 13 | 15.3 |
| All Sub-Saharan | 3 | 3.5 |
| Horn of Africa | 3 | 3.5 |
| All Africa (incl. North) | 2 | 2.4 |
| Not specified | 1 | 1.2 |
| Grand Total | 85 | 100 |

| U.S. Country Focus | Total |
|--------------------|-----------|
| South Africa | 37 |
| Nigeria | 12 |
| Not specified | 7 |
| Tanzania | 5 |
| Namibia | 4 |
| Ethiopia | 3 |
| Kenya | 3 |
| Mali | 2 |
| Mozambique | 2 |
| Uganda | 2 |
| Botswana | 1 |
| Congo, DR | 1 |
| Gabon | 1 |
| Ghana | 1 |
| Lesotho | 1 |
| Malawi | 1 |
| Rwanda | 1 |
| Sweden * | 1 |
| Grand Total | 85 |

* = The Ford Foundation provided a grant of US \$100,000 to Sweden's University of Uppsala to conduct field work regarding intrastate conflict in Africa, particularly in the context of states in transition from civil war. While not engaging with African higher education institutions directly, this grant is included for its relevance to HEIs' capacity to advance African development.

¹² In terms of HIV/AIDS projects, it should be noted that international university associations such as the ACU and the AAU, as well as national university associations such as South Africa's SAUVCA, have also implemented HIV/AIDS projects in higher education in the past, with pan-African programmes developed to enable Universities to fight the pandemic.

Analysis of the data shows a marked regional and national concentration on the part of U.S. higher education support, with over half of the active or recently-expired projects taking place in Southern Africa. Additionally, 37 of Southern Africa's total of 47 U.S.-linked projects are implemented in the Republic of South Africa. In marked contrast to the Canadian strategy, projects which are country non-specific make up a relatively marginal proportion of U.S. total projects. Most U.S. projects have focussed on South Africa (as a Southern African hub), Nigeria (a hub for West Africa) and Tanzania (the East African hub). All other countries host fewer than five U.S.-linked HE development projects each. This trend indicates an overall U.S. strategy of significantly emphasising one particular region over others and, likewise, significantly emphasising one particular country within each region over others.

With South Africa leading in terms of U.S. attention, it is of further interest that 30 of South Africa's 37 U.S.-linked projects are implemented with a particular HEI focus, demonstrating a powerful institution-centric development drive on behalf of U.S. partners. Three of these South Africa HEI projects are funded by over US \$1 million each. These include two separate million-dollar grants to the University of KwaZulu-Natal: Carnegie's funding for the foundation of HIVAN (mentioned above), and a further US \$1,128,707 Rockefeller grant to establish an African centre for crop improvement at the University, providing course-based PhD training in the plant sciences. The third is an additional grant of US \$1,086,100 from Carnegie to the University of South Africa to establish a Centre for the Improvement of Mathematics, Science, and Technology Education.

It is worth noting that these three large grants were all co-ordinated through the auspices of PHEA, which includes the major American foundations Carnegie, Rockefeller, Ford, and MacArthur. PHEA's co-ordinating role between the foundations has led to a comprehensive donorship strategy (as evidenced by these three grants in particular) that directs funds to particular HEIs with an aim of establishing centres of excellence in a range of fields relevant to higher education and to national development objectives. The risk of overlap (and oversight) in addressing project themes and objectives has been reduced by the co-operative leadership role that PHEA has played between the foundations. Furthermore, the consortium developed a strict six-country remit, with South Africa, Nigeria, Tanzania, Uganda, Ghana and Mozambique constituting PHEA's focus, allowing for congruous geographic and thematic project delivery. Though the majority of PHEA projects began in 2001 and 2002, the consortium's portfolio represents a regionally- and thematically-complementary array of projects.

| Count of Organisation Type | Total |
|-----------------------------------|-----------|
| Foundation or Charity | 49 |
| University or HEI | 21 |
| Government (or affiliated) Agency | 15 |
| Grand Total | 85 |

Further demonstrating the role of foundations in U.S. HE development, the above table shows that 49 projects, or 57.6% of U.S. activity, are initiated by foundations or charities. Government-affiliated development agencies fund fewer projects than individual universities cumulatively, although in terms of overall funding, government-linked USAID has played a much stronger role, providing US \$5,645,193 over an array of projects, as compared with the \$4,758,785 provided by universities themselves. Foundations, though, dominate in funding terms as well, with over \$42 million worth of support for African HE development.

5.4 United Kingdom

| | |
|--|-----------------|
| HE Development Commitment (2000 – 2004): | US \$21,909,798 |
| Number of Active Projects: | 22 |
| Projects focussing specifically on HEIs: | 3 |

Themes

| UK Thematic Focus | Total # | % |
|------------------------------------|-----------|------------|
| Libraries | 8 | 15.1 |
| Human Resources Development | 7 | 13.2 |
| Research Collaboration/Development | 7 | 13.2 |
| Institutional Strengthening | 6 | 11.3 |
| ICT | 5 | 9.4 |
| Quality Enhancement | 4 | 7.5 |
| Sector Governance and Engagement | 4 | 7.5 |
| Science and Technology | 3 | 5.6 |
| Academic Exchange | 2 | 3.8 |
| Academic Programme Development | 2 | 3.8 |
| Awards | 2 | 3.8 |
| HIV/AIDS | 2 | 3.8 |
| Gender Equity | 1 | 1.9 |
| Grand Total | 53 | 100 |

The 22 British-partnered higher education development projects which have been entered into the AHEAD database incorporate 53 thematic hits, with Libraries' projects followed by Human Resources Development and Research Collaboration in the top three foci. It is interesting to note not only that libraries take up the highest share of British projects, but also that no other country has dedicated as high a proportion of its HE development resources to Libraries' projects. Much of this initiative has been taken by the Oxford-based INASP (International Network for the Availability of Scientific Publications), which plays a strong role in promoting journal accessibility and supporting research initiatives at African HEIs, including through the use of ICTs. The organisation receives funding from a variety of international sources, with Danish, Swedish, and Norwegian support having been renewed into 2005.¹³

With Libraries' projects and Research Collaborations among the three most common types of project that UK-based organisations engage in with Africa, there seems to be a concerted effort to bolster the research capacity of African HEIs. Human Resources Development projects, which are also of high significance in the UK's HE development portfolio, concern health sciences and leadership in management and administration. Research Collaboration projects also play a significant role in British projects, which mandate greater interdependency between African researchers and others.

A very low proportion of projects are institutionally focussed; only three of 22 engage specific HEIs directly. Libraries' and research collaboration projects instead are diffused across a large array of HEIs and centres of excellence in several countries.

Case Study

One project in which Britain helps to play a role is the joint South Africa-UK inter-university endeavour Tabeisa. With leadership from the Universities of Coventry and Greenwich, as well as South African HEIs the Tshwane University of Technology, Peninsula Technikon, Eastern Cape Technikon, and Durban Institute of Technology, this consortium, funded by the EU and the UK Department for International Development (DfID), acts as an educational resource for issues in support of entrepreneurialism, science and

¹³ "INASP Annual Report and Accounts," INASP 2005, p 7

engineering, as well as HIV/AIDS. Promoting entrepreneurialism and small business generation through counselling, advice and support, as well as publications detailing successful examples of South African entrepreneurs from historically disadvantaged communities, Tabeisa seeks to link higher education resources with the wider community. The group hosts counselling and advice centres on campuses in the various South African HEIs, although these centres are fully open to the public.

Publications produced by Tabeisa include “How 2 B AIDS Aware,” an accessible book which seeks to dismantle much of the social stigma surrounding HIV/AIDS discourse while providing useful and straightforward advice and information. Other publications, such cover issues ranging from electrical engineering and business to ICT.

Geographic Focus

| UK Region Focus | Total # | % |
|--------------------------|-----------|------------|
| All Sub-Saharan | 5 | 22.7 |
| Southern Africa | 5 | 22.7 |
| All Commonwealth Africa | 4 | 18.2 |
| All Africa (incl. North) | 2 | 9.1 |
| East Africa & Islands | 2 | 9.1 |
| Not specified | 2 | 9.1 |
| West Africa | 2 | 9.1 |
| Grand Total | 22 | 100 |

| UK Country Focus | Total |
|--------------------|-----------|
| Not specified | 7 |
| More than 1 | 7 |
| South Africa | 3 |
| Ghana | 1 |
| Kenya | 1 |
| Malawi | 1 |
| Namibia | 1 |
| Tanzania | 1 |
| Grand Total | 22 |

The above tables reflect a regionally-unfocussed higher education development policy, as projects applied to the whole of the sub-Saharan dominate along with projects specific to Southern Africa, as well as Commonwealth-focussed projects. While DfID has voiced support for the development of a clearer country focus in its own development plans and in its partnerships with other international organisations,¹⁴ many UK-based HE projects are implemented and/or funded by other independent organisations, which has helped lead to a somewhat disparate national development portfolio in this regard. Fourteen of 22 projects are not country-specific, with each of them reaching across a number of countries, and even across geographic regions. There is an opportunity for UK development community to significantly increase HE specific projects.

The bias against HEI-specific projects is particularly prevalent in the context in which charitable foundations, civil society organisations (CSOs), and associations are the implementing organisations. When factoring in the activity of individual UK universities themselves, we find a significant number of individual research collaboration projects and academic exchanges with African university counterparts. A survey conducted by the ACU in collaboration with Universities UK (UUK) attracted responses from over 40 British HEIs which play a role in over 200 collaborative projects in African higher education. Loughborough University, The Open University, University of Birmingham, University College London, University of Ulster and the University of Greenwich all reported over 10 distinct, formal, ongoing projects apiece which engaged African HEIs or the HE sector directly.¹⁵ Many institutions reported maintaining informal research connections, but these were not included as constant and tangible development projects.

¹⁴ “Working in Partnership with the World Health Organisation (WHO): Institutional Strategy paper,” Department for International Development document, 2002.

¹⁵ The ACU is currently developing a forthcoming, detailed report on the findings of this survey.

University-initiated Projects (survey based data)

| Project Type | % of projects |
|-------------------------------------|---------------|
| Collaborative Research and Exchange | 62% |
| Capacity Building | 25% |
| Community Engagement | 8% |
| Course collaboration/exchange | 5% |

Other projects (research based data)

| Project Type | Total |
|--------------------------|-------|
| Capacity Building | 50% |
| Collaborative Research | 9.1% |
| Conference | 9.1% |
| Community Engagement | 9.1% |
| Not specified | 9.1% |
| Departmental Support | 9.1% |
| Scholarships/fellowships | 4.5% |

The UK universities' survey returned a much higher ratio of research collaboration project types than the ratio which was found in projects initiated by various development agencies: this is perhaps natural, given how ideally placed global-northern universities will be to carry out academic exchanges and common research projects, as compared with government-affiliated development organisations and civil society organisations. While UK government support for the university research collaboration projects was very significant at 45.5% (with universities themselves providing funding for only 2% of the projects which they initiated and implemented), analysis suggests that universities (as project implementing organisations) are far more likely to engage other universities in the developing context, through collaborative research exchanges and university twinning (established networks of sharing best practise).

5.5 Germany

Number of Active Projects: 12

Projects focussing specifically on HEIs: 1

| Count of Thematic Focus | Total # | % |
|----------------------------------|-----------|------------|
| Quality Enhancement | 6 | 25 |
| Human Resources Development | 3 | 12.5 |
| Sector Governance and Engagement | 3 | 12.5 |
| Academic Exchange | 2 | 8.3 |
| Academic Programme Development | 2 | 8.3 |
| Awards | 2 | 8.3 |
| HIV/AIDS | 2 | 8.3 |
| Institutional Strengthening | 2 | 8.3 |
| Gender Equity | 1 | 4.2 |
| ICT | 1 | 4.2 |
| Grand Total | 24 | 100 |

In the German context, there is a high proportion of projects concerning Quality Enhancement, which cuts across administrative levels of higher education and teacher training. With Sector Governance as the second highest theme (albeit at only 3 projects), along with Human Resources development, there is an apparent emergence of an HE development policy which seeks to promote institutional interdependence, potentially between different countries, emphasising a broad standardisation of quality assurance mechanisms.

Germany's most visible organisation in terms of higher education development is the German Academic Exchange Service (DAAD), which manages hundreds of exchanges between Germany and countries around the world. Many of the programmes managed under the auspices of DAAD are intra-global-northern, but the government-supported organisation does manage extensive

programmes in Africa. Of its \$300 million budget, \$262.5 million comes from German government agencies, and a further \$24 million is directed to DAAD by the EU.

Case Study

One notable project is the Vocational Training Development Project taking place in Ethiopia, with principal support from the German agency for technical development (GTZ) as well as numerous German development organisations connected with federal funding. Linking vocational education with employment in industries critical to entrepreneurial development, the GTZ project promotes reform in the vocational sector to improve administrative connections between schools and industry, and providing financial management training to students, especially in regards to small business management. The project aims especially at secondary school drop-outs, young school-leavers, the under- and unemployed, and seeks ultimately to raise employment levels in key sectors. National examination standardisation in Ethiopia is also one key objective, and training courses are to be developed which more closely match the needs of the labour market.

Geographic Focus

| African Region Focus | Total |
|-----------------------|-----------|
| All Sub-Saharan | 6 |
| East Africa & Islands | 2 |
| Southern Africa | 2 |
| Horn of Africa | 1 |
| Not specified | 1 |
| Grand Total | 12 |

| Country | Total |
|-------------------------------|-----------|
| Not specified | 8 |
| Ethiopia | 1 |
| More than 1 (see description) | 1 |
| Mozambique | 1 |
| Grand Total | 12 |

With the international focus of groups such as DAAD, which implement global programmes throughout developing regions, as opposed to supporting specific programmes for restricted areas, half of the German projects catalogued are specific only to sub-Saharan Africa, with very few country specific projects. The Ethiopian vocational training example cited above is one case of specific country focus, but generally, there have been few nationally-focussed projects that incorporate local development needs: instead, a broad template of vocation skills training tends to be applied across countries and regions.

5.6 France

| Count of Thematic Focus | Total # | % |
|------------------------------------|-----------|------------|
| Research Collaboration/Development | 5 | 27.8 |
| ICT | 2 | 11.1 |
| Libraries | 2 | 11.1 |
| Quality Enhancement | 2 | 11.1 |
| Sector Governance and Engagement | 2 | 11.1 |
| Academic Exchange | 1 | 5.5 |
| Awards | 1 | 5.5 |
| HIV/AIDS | 1 | 5.5 |
| Institutional Strengthening | 1 | 5.5 |
| Science and Technology | 1 | 5.5 |
| Grand Total | 18 | 100 |

Themes

French higher education development policy shows a slight bias towards Research Collaboration projects, although a relatively low number of French-based African higher education development projects has been catalogued overall. With ten projects catalogued

(covering 18 thematic foci), French projects average out at just under two thematic hits per project, which cover a wide range of thematic areas. France is linked to 9.4% of all Research Collaboration projects, giving France the fourth-highest number of projects dedicated to this theme, behind Scandinavia, the UK, and the U.S. respectively.

Case Study

One important French HE development project is the Scientific Mobility Grants and Scholarships scheme: an Awards programme that seeks to bolster the scientific capacity of sub-Saharan Africa's tertiary sector. Designed to contribute to the development of teachers and researchers, especially promoting the advancement of women in scientific endeavours, there is also a concerted effort to promote science teaching and research in the French language.

Supported chiefly by the Agence Universitaire Française (AUF), the project also creates bursaries to promote mobility for students and researchers within the global-south, and builds upon francophone networks while taking into account the specific development needs of each HEI engaging in the project and of each community and region in which the projects are taking place.

Geographic Focus

| African Region | Total |
|-----------------------|-----------|
| All Francophonie | 6 |
| All Sub-Saharan | 1 |
| East Africa & Islands | 1 |
| Southern Africa | 2 |
| Grand Total | 10 |

| Country | Total |
|--------------------|-----------|
| Not specified | 7 |
| South Africa | 2 |
| Madagascar | 1 |
| Grand Total | 10 |

French projects tend to be very geographically diffuse, with a strong emphasis towards projects which strengthen HE capacity across the Francophonie. 70% of the projects catalogued are country non-specific. Predictably, this leads to a very low incidence of projects that are specific to particular institutions: only the UK has a lower proportion of HEI-specific projects among all G8 countries, as well as among Benelux and Scandinavian countries.

5.7 Scandinavia

HE Development Commitment (2000-2004): US \$92,284,129

Number of Active Projects: 51

Projects focussing specifically on HEIs: 44

Themes

| Count of Thematic Focus | Total # | % |
|------------------------------------|-----------|------------|
| Research Collaboration/Development | 27 | 27.6 |
| Sector Governance and Engagement | 14 | 14.2 |
| Science and Technology | 11 | 11.2 |
| Quality Enhancement | 9 | 9.2 |
| Academic Programme Development | 8 | 8.2 |
| Human Resources Development | 8 | 8.2 |
| Institutional Strengthening | 7 | 7.1 |
| HIV/AIDS | 5 | 5.1 |
| Gender Equity | 4 | 4.1 |
| ICT | 3 | 3.1 |
| Libraries | 2 | 2 |
| Grand Total | 98 | 100 |

With 51 projects in African HE development and 98 thematic hits, Scandinavian countries are equal with Canada for the second-highest number of projects, but exceed Canada's thematic hit count of 85. Beyond this, despite the second-highest number of projects, the two combined Scandinavian countries lead their G8 counterparts in total funding. Sweden and Norway together provide over \$90 million for projects catalogued between 2000 and 2004: this total does not include Danish project funds, as information about such funds has not been made available by government-linked funding agency DANIDA. With the highest funding levels and a very high number of projects, average project funding reaches a significant US \$1,845,682, second only to Japan.

The prominence of Research Collaboration as a Scandinavian thematic focus helps illustrate a high preponderance of institution-focused projects. Fully 44 of 51 projects engage HEIs directly, a strategy clearly established by the Norwegian Centre for International Co-operation in Higher Education (SIU). Comparable to the AUCC in terms of development strategy, SIU co-ordinates inter-university collaborations on research projects between global-northern and African HEIs on subjects which are of mutual academic benefit, but are principally of practical, developmental benefit for the African communities and the countries involved. Scandinavia has a higher proportion of projects dedicated to Research Collaboration than any G8 countries or other international groupings, with 27.6% of catalogued projects incorporating this theme.

Case Studies

As suggested in the above table, a number of collaboration activities are in the area of Science and Technology, with projects ranging from agricultural sciences to health. Six projects run across both Science and Research Collaboration themes.

The Swedish development agency, SIDA, has supported fewer projects than Norway's SIU, but SIDA has supported its projects with significant sums of capital. One example is a US \$27.9 million project which directly engages the University of Dar es Salaam in Tanzania, providing research support and, again, seeking to strengthen sciences across a range of disciplines from information technology and engineering to the health sector, marine biology, and the natural sciences. With regard to health, SIDA has emphasised that the intent is to significantly elevate the research capacity of scientists investigating communicable diseases which affect East African societies the most severely, notably malaria and HIV/AIDS. Additionally, with a provision for human resources development in the administrative capacity of the University, there is an intent to help the University of Dar es Salaam in managing these funds in an efficient and appropriate manner.

Another prominent project, funded by Norway's SIU to the amount of US \$2 million, seeks to strengthen scientific research capacity at Makerere University in Uganda, promoting interdisciplinary research, and promoting inter-university collaboration in scientific research endeavours. In collaboration with the University of Bergen, this project, titled "Research in Basic Sciences at Makerere and Collaborating Universities to Promote Technological Development," also seeks to explore local development issues and concerns through scientific knowledge. Engaging with industry as part of this, the ongoing project also promotes the inclusion of women in research and encourages young female scholars to pursue a lifelong career in the sciences or in industry in a science-relevant capacity. Makerere, an emerging hub for international research collaboration, has been focussed on in several instances by Norway's SIU, as well as by SIDA.

Geographic Focus

| Count of African Region | Total # | % |
|-------------------------|-----------|------------|
| East Africa & Islands | 17 | 33.3 |
| Southern Africa | 15 | 29.4 |
| Horn of Africa | 10 | 19.6 |
| West Africa | 8 | 15.7 |
| All Sub-Saharan | 1 | 2 |
| Grand Total | 51 | 100 |

| Count of Country | Total # |
|--------------------|-----------|
| Ethiopia | 10 |
| Uganda | 8 |
| Tanzania | 7 |
| Ghana | 4 |
| Zimbabwe | 4 |
| Malawi | 3 |
| Mozambique | 3 |
| South Africa | 3 |
| Not specified | 2 |
| Botswana | 1 |
| Burkina Faso | 1 |
| Cameroon | 1 |
| Mali | 1 |
| Nigeria | 1 |
| Rwanda | 1 |
| Zambia | 1 |
| Grand Total | 51 |

The Scandinavian regional focus tends towards East Africa and the Horn of Africa, with one third of the total number of projects taking place in East Africa. When including the Horn of Africa, almost half of all projects are based in Ethiopia, Tanzania, and Uganda, with the number of projects in West Africa and Southern Africa decreasing. Indeed, Scandinavia leads other global-northern countries by a wide margin in the number of active HE development projects on the ground in Ethiopia. The 10 Ethiopian projects listed in the table above contrasts with just two Ethiopian projects linked to Canada, despite Canada and Scandinavia both partnering in the same number of projects overall. Even the United States, which has 85 projects implemented, has just 3 projects linked to Ethiopia.

While the Republic of South Africa commands significant attention as a hub for dozens of small HE development projects from most other countries, Scandinavian countries appear to put little emphasis on the South African HE development agenda. Scandinavia sustains more HE developmental links in the Southern African region with Zimbabwe and Mozambique than with South Africa.

The thematic strategy employed by Scandinavian partners shares much in common with the Canadian strategy, although Scandinavia is overall much more nationally-precise than Canada: only two catalogued projects here are country non-specific, and only one is specifically fragmented towards all sub-Saharan Africa. Additionally, all Scandinavian projects that are catalogued are associated with national development agencies, putting governments at the core of the Scandinavian movement in African HE partnerships.

5.8 Benelux Countries

| | |
|--|-----------------|
| HE Development Commitment (2000-2004): | US \$14,411,277 |
| Number of Active Projects: | 25 |
| Projects focussing specifically on HEIs: | 18 |

Themes

| Benelux Thematic Focus | Total # | % |
|------------------------------------|-----------|------------|
| Human Resources Development | 13 | 23.6 |
| Academic Programme Development | 12 | 21.8 |
| ICT | 7 | 12.7 |
| Institutional Strengthening | 5 | 9.1 |
| Quality Enhancement | 5 | 9.1 |
| Science and Technology | 5 | 9.1 |
| Sector Governance and Engagement | 4 | 7.3 |
| Research Collaboration/Development | 2 | 3.6 |
| Awards | 1 | 1.8 |
| Libraries | 1 | 1.8 |
| Grand Total | 55 | 100 |

A total of 25 projects covering 55 thematic foci gives Benelux countries an average of just over two themes per project. As seen in the above table, almost half of the total number of projects incorporates themes of Human Resources Development and Academic Programme Development, making the Belgium-Netherlands axis (no projects have been found which are funded by Luxembourg) the most prolific supporter of Academic Programme Development as a proportion of total projects. The United States has more projects in this theme – 15 versus Benelux’s 12 – but these constitute a smaller proportion of American projects overall, just over 10% of them.

Unlike Scandinavian counterparts outside the G8, Benelux does not place significant emphasis on Research Collaboration. Benelux attaches much higher importance to projects in ICT development than does Scandinavia, with nearly 13% of projects devoted to this theme, as opposed to just over 3% of Norway’s and Sweden’s.

This indicates that the two non-G8 regional-national communities included in this paper have a degree of thematic diffusion, with Scandinavian countries focussing highly on themes which Benelux focuses on less, and vice versa. The two regions thus come to complement each others’ thematic strategies to an extent, although levels in funding differ between the two regions. Whereas Scandinavia has committed a combined total of US \$90 million over the past four years, Benelux commitments appear to total much less – \$14,411,277. This conclusion, however, is tempered by the fact that a large proportion of Benelux projects do not have funding amounts ascribed to them, as a number of supporters, including the prolific Vrije Universiteit (Free University of) Amsterdam, have not as yet made these figures available.

Given the relatively small economies of Belgium and the Netherlands as compared with the industrial powers in the G8, Benelux still punches well above its weight in terms of support for African HE development. Projects from this small region are, on average, funded more generously than the average project from the United States, with the Benelux average climbing to US \$576,451 over the American average of \$490,571.

Case Studies

One example which bears many characteristic features of the Benelux approach is a US \$3,240,390 project funded by the Netherlands Programme for Post-Secondary Education and Training (NPT), administered chiefly by the Dutch HEI Larenstein University, and supported by the Vrije Universiteit (VU). Titled “Staff Training and Curriculum Development,” this institution-specific project directs support to both Mekelle University and Alemaya University in Ethiopia, incorporating themes of Human Resource Development, Academic Programme Development, and ICT Development. Larenstein provides 20 staff dedicated to project management, while VU hosts training workshops on both ICT development and curriculum development.

This project includes both academic and ancillary staff in its workshops and training exercises, and encourages as wide a range of people as possible to use ICT technologies and to take part in a locally-driven, quality-assured development of a relevant university curriculum which speaks to the needs of the communities. Other avenues of training involved experimental farming, operation of new ICT infrastructure, and efficient laboratory procedures.

Another key Benelux project comes from Belgium, which is the largest active, internationally-supported HE development project in the Democratic Republic of Congo. Dubbed “Project Backbone,” this project is supported by the Flemish Inter-university Council (VLIR) and the Inter-university Council of the French Community of Belgium (CIUF) to the amount of US \$492,887 annually. Begun in 2002, this project cuts across the themes of ICT, Institutional Strengthening, and Science and Technology, through offering investments in infrastructure at the University of Kinshasa, and enabling new educational opportunities in sciences such as biology, pharmacy and toxicology, and soil sciences. In terms of ICT infrastructure, VLIR commits itself to providing for the University of Kinshasa’s internet subscription fees until such time as the university becomes self-sufficient in this area, while CIUF commits to maintain responsibility for servers and computers.

Geographic Focus

| African Region | Total # | % |
|-----------------------|-----------|------------|
| Southern Africa | 13 | 52 |
| Horn of Africa | 4 | 16 |
| All Sub-Saharan | 3 | 12 |
| East Africa & Islands | 3 | 12 |
| Not specified | 1 | 4 |
| West Africa | 1 | 4 |
| Grand Total | 25 | 100 |

| Country | Total |
|--------------------|-----------|
| Mozambique | 5 |
| Not specified | 5 |
| Ethiopia | 4 |
| South Africa | 4 |
| Congo, DR | 2 |
| Namibia | 2 |
| Tanzania | 2 |
| Burkina Faso | 1 |
| Grand Total | 25 |

A total of 16% of Benelux projects are active in the Horn of Africa, making up 19% of all countries’ active projects in Ethiopia – a higher proportion than any G8 country, although the number of projects is actually quite low. The region also has as many projects active in the Southern Africa region as Canada and Great Britain combined, and is bested only by the United States on this indicator.

Benelux has a high proportion of country non-specific projects, with a fifth of their projects not directed towards a specific country. This stands against the above-average number of projects which are institutionally-specific – as such, in the case of the Netherlands’ 22 projects, four of them are country non-specific. Of the 18 country-specific projects, only two do not focus directly on specific HEIs. When Benelux countries focus on a particular African country in HE development terms, there is a great likelihood that this is done in order to engage the HEI directly, as opposed to a ministry of education, industry and planning, or other such government channels.

| Organisation Type | Total |
|-----------------------------------|-----------|
| University or HEI | 19 |
| University Association | 3 |
| Foundation or Charity | 2 |
| Government (or affiliated) Agency | 1 |
| Grand Total | 25 |

Individual universities and vocational schools play a very strong role in Benelux countries, implementing 76% of the projects catalogued. Similarly, 72% of Benelux projects link directly to HEIs in Africa, the fourth-highest proportion in the selected group of countries, ahead of Canada, France, and the UK. Institution to institution programme development has been the *modus operandi* for

Benelux countries in recent years, which may require less funding than massive, Institutional Strengthening projects, and yet can often have significant impact on capacity building.

6. International Activity: Comparing G8 Member (+2) Strategies

In this section, each major G8(+2) donor is compared over indicators, in order to provide a sense as to what areas (be they thematic, geographic, etc.) have been stressed by each country, and which areas have been over- and under-emphasised. Do we see tangible patterns that reflect a concerted international effort to treat African HE development holistically, or is the case instead an ad hoc, nationally-determined development agenda?

Percentage of Countries' HE Development Projects, by Theme

| | CAN | DEU | FRA | GBR | JPN | USA | BNL | SCN |
|-----------------------------|-------------|-----------|-------------|-------------|-----------|-------------|-------------|-------------|
| Academic Exchange | | 8.3 | 5.6 | 3.8 | | 2.1 | | |
| Acad. Programme Dev'l | | 8.3 | | 3.8 | 6.7 | 10.3 | 21.8 | 8.2 |
| Awards | | 8.3 | 5.6 | 3.8 | | 5.5 | 1.8 | |
| Gender Equity | 3.5 | 4.2 | | 1.9 | | 2.8 | | 4.1 |
| HIV/AIDS | 7.1 | 8.3 | 5.6 | 3.8 | | 9.7 | | 5.1 |
| Human Resources Dev'l | 30.6 | 12.5 | | 13.2 | 40 | 14.5 | 23.6 | 8.2 |
| ICT | 17.6 | 4.2 | 11.1 | 9.4 | | 4.8 | 12.7 | 3.1 |
| Institutional Strengthening | | 8.3 | 5.6 | 11.3 | 13.3 | 17.9 | 9.1 | 7.1 |
| Libraries | 2.4 | | 11.1 | 15.1 | | 4.1 | 1.8 | 2 |
| Multithematic (+3) | 1.2 | | | | | 0.7 | | |
| Quality Enhancement | 4.7 | 25 | 11.1 | 7.5 | 20 | 9 | 9.1 | 9.2 |
| Research Collaboration | 4.7 | | 27.5 | 13.2 | | 4.8 | 3.6 | 27.6 |
| Science and Technology | 8.2 | | 5.6 | 5.6 | 20 | 7.6 | 9.1 | 11.2 |
| Sector Governance | 20 | 12.5 | 11.1 | 7.5 | | 6.2 | 7.3 | 14.3 |

Italic figures =

Thematic area's highest location

Bold figures =

Country's highest priority area

Italic and bold figures =

Country's highest priority area is also priority area's highest location

The above table compares the proportions of support for each thematic area that each G8(+2) country allocates by project. In terms of the number of active or recent projects, ICT, for example, receives a higher share of attention from Canadian HE development actors in Africa than any other G8(+2) country (with this figure italicised). At the same time, ICT is not Canada's primary priority: attention to this theme is seconded by the significant proportion that is dedicated to Human Resources Development (with this figure emboldened). Libraries' development receives more attention from the UK than from any other countries, and likewise, the British have placed Libraries development at the top of their agenda (as such, this figure is both italicised and emboldened).

While there is some variance between countries with regard to their respective attention to thematic areas, it is interesting to see which themes receive the least attention. Perhaps surprisingly, no G8 country prioritises the development of Science and Technology in African higher education above all other thematic areas. As development in Science and Technology is arguably more cost-intensive than development in other thematic areas (if such investment is to support institutional strengthening projects such as laboratory facilities, engineering facilities, as well as other support to centres of excellence and research centres), it is a major blow

to the African science community to see the international community place relatively little weight behind science in higher education. Scandinavia has the highest proportion of projects in this thematic area, just topping 11%.

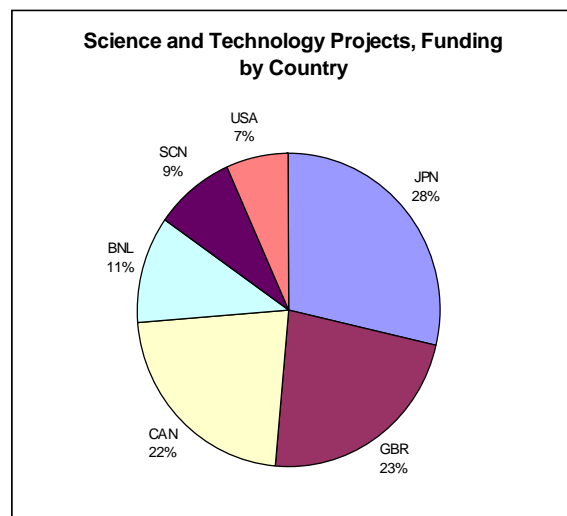
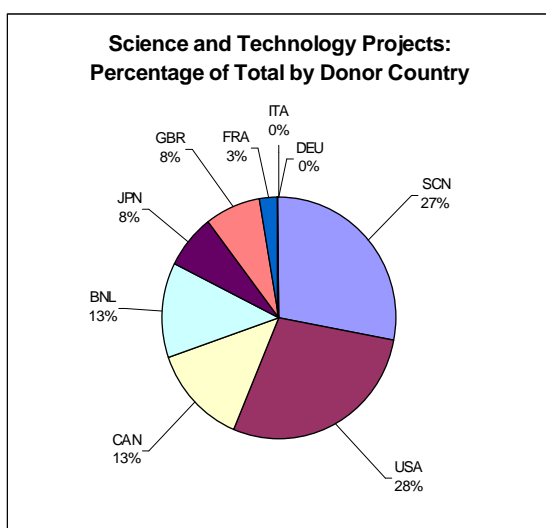
Faring worse than Science and Technology is HIV/AIDS. The strongest proportional support for higher education initiatives in HIV comes from the United States, which devotes just under 10% of its total number of projects to HIV/AIDS in African universities. The average of all countries here is to dedicate 4.95% of projects to HIV/AIDS. This, coupled with the low attention given to Science and Technology, means that health sciences, the training of health professionals, the development of research into communicable disease, and other areas of community engagement on issues of HIV, are all deflated by the dearth of internationally-supported university activity in these areas. African HEIs have enormous potential as engines of health training and locally-applicable research, especially in regards to HIV. As such, a thorough review of international thematic foci by major donor and partner countries would serve African HE well, improving efficiency and delivering funds where they have a strong overall developmental impact.

Human Resources Development receives the highest proportion of international attention, with Canada, Japan, and the Benelux countries all placing HR above the other 12 thematic areas. The argument can be made that, in terms of the number of projects dedicated to this theme, Human Resources Development has been overemphasised at the expense of other critical development areas such as Science and Technology and HIV/AIDS. If human resources training projects catalogued in the database demonstrably focus on ICT training or HIV/AIDS, these projects would also be included in these thematic foci for our analysis.

Besides the catch-all “Multi-thematic” category, the thematic area that receives the least attention is Gender Equity. Germany puts more emphasis on Gender Equity than any of the other G8 countries, and that at a relatively tiny 4.2% share of their projects. This stands in notable contrast to strong ambitions to emphasise gender equity in higher education, which were professed at the 2002 G8 Summit in Kananaskis, as detailed earlier in this paper.

7. Thematic Distribution by Project

How have the G8+2 countries and others have responded, in an interconnected way, to other Kananaskis commitments?



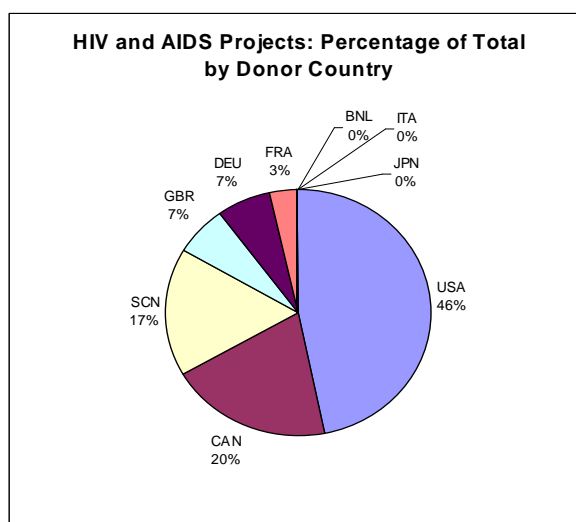
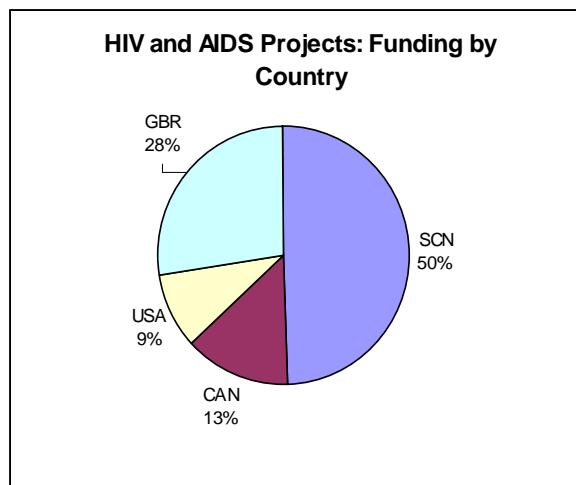
Focussing on Science and Technology, one theme which has been particularly neglected, there are interesting differences between countries with the most projects being implemented and countries which commit the highest levels of funding. As suggested earlier, Science and Technology projects will have a higher incidence of cost-intensive activity insofar as creating physical infrastructure is concerned. While the United States partners with the second-highest number of S&T projects in African higher education, being edged only by the Scandinavians, the picture is quite different in funding terms: among projects for which funding details have been disclosed, the U.S. invests the lowest overall, and Scandinavia the second-lowest. Japan and Britain, comparatively underperforming in terms of S&T project linkages, are nevertheless leaders in the G8+2 in terms of funding. Benelux and Canada do not alter their positions between the two measurements.

The result is surprising: countries which create larger numbers of Science and Technology projects tend to provide **less** overall funding to divide between projects, meaning that the funding-per-project ratio for S&T deteriorates exponentially among countries with higher numbers of projects. The U.S. commits \$5.3 million to Science and Technology, to be divided between 11 separate projects. At the other extreme, Japan commits \$22.4 million divided

between only three Science and Technology projects. In between, the UK commits \$17.8 million, Canada commits \$17.6, Benelux countries a combined \$8.7, and Scandinavia \$6.7 million.

It is worth noting that certain projects, as has been explained in the early stages of this paper, cover more than one theme. When a country's financial support for a particular HE development theme is analysed, it must be taken in to account that this funding amount also includes initiatives in other themes. One example is the British-backed Tabeisa programme, where the \$17 million funding behind this project is included both as funding for Science and Technology (above) and for HIV/AIDS. As the database does not distinguish the precise proportions that each organisation

allocates to the various themes included in its mandate, these figures are included as totals for both themes. As such, repeating the trend from Science and Technology, it is clear that the United States hosts a disproportionately high number of projects as compared with the amount of funding behind them. While nearly half of all HIV/AIDS related projects are linked to the United States, the U.S. puts just under \$6 million into its HIV-related HE development projects. Scandinavia, by contrast, links to 17% of African



HE/HIV projects, yet supports these with 50% of the total HE/HIV funding: over \$30 million, thanks in large part to a generous SIDA grant. UK funding is also disproportionately higher for HIV/AIDS given the relatively low number of projects it supports. Canadian HIV/AIDS support is more balanced between project total and funding totals, while German and French HIV/AIDS projects do not disclose funding amounts.

8. Development Projects by Implementing Organisation

Implementing Organisations by Type by Donor Country, as Percentage of Total

| | CAN | DEU | FRA | GBR | JPN | USA | BNL | SCN |
|----------------------------|-------------|-------------|-----------|-------------|------------|-------------|-----------|------------|
| Academic Association | | | 30 | 36.4 | | | | |
| Foundations/ Charities | 35.3 | | | 22.7 | | 57.6 | 8 | |
| Government Agencies | 3.9 | 83.3 | 20 | 9.1 | 100 | 17.6 | 4 | 100 |
| HEI | | | | 9.1 | | 24.7 | 76 | |
| University Association | 58.8 | 8.3 | 40 | 18.2 | | | 12 | |
| Civil Society Organisation | | | 10 | | | | | |

Italic figures =

Bold figures =

Italic and bold figures =

Organisation type's highest location

Country's highest organisational emphasis

Country's highest organisational emphasis is also organisation type's highest location

It can be seen from the table above that three of the eight country/groups listed have government agencies as their most active organisation types. While Canada's CIDA and IDRC fund numerous projects, they do not take as active a role in terms of administration or implementation, thus Canadian government support appears much lower than it is in funding terms. For Canada, France, Britain, and the U.S., government's direct role in higher education development in Africa is limited. Strikingly, while the funds are made available for various development organisations to carry forward, there is not evidence of a specific government-commissioned directive to bolster higher education robustly.

The United States is the only country in the G8+2 in which foundations and charities take the leading role in promoting HE development in Africa - and this by a wide margin. The British foundations are also relatively active, though professional and academic associations are far ahead of charitable foundations in terms of implementation. Both French- and Canadian-based university associations lead the way for these countries respectively, with France's internationally-focussed AUF and the Canadian national AUCC both playing important roles in implementation strategy and project management. It must be noted, though, that with the Canadian AUCC example, projects are principally funded by the IDRC or CIDA with individual HEIs taking charge of implementation, winning contracts according to their particular strengths.

Civil society has not played a decisive role in African higher education development, with only a small amount of activity from France and no activity found from other G8(+2) countries. The capacity for CSOs to add value to higher education development is generally some way behind the capacity of universities themselves and university associations, and the type of funding that can best help to improve the institutional strength of an HEI is typically beyond the scope of many development-oriented CSOs. As such, it is not of great surprise that CSO activity is as low as it is in this sphere.

9. Regional Attention *

Funding to African Regions, by Country and Funding Amount (\$US)

| | CAN | GBR | JPN | USA | BNL | SCN | Total |
|-----------------|-------------------|-------------------|-----------|-------------------|-----------|------------|------------|
| Southern Africa | 10,112,593 | 17,833,680 | 4,527,207 | 14,482,465 | 6,755,050 | 19,858,606 | 73,569,601 |
| West Africa | 28,259,571 | | | 13,433,113 | 136,000 | 5,673,750 | 47,502,434 |

| | | | | | | | |
|--------------------------|-------------------|------------|-------------------|--------------|------------------|-------------------|-------------|
| East Africa & Islands | 16,444,502 | | 73,384,889 | 10,149,264 | | 57,180,430 | 157,159,085 |
| Horn of Africa | 1,171,885 | | | 342,516 | 7,520,227 | 8,602,912 | 17,637,540 |
| All Sub-Saharan Africa | <i>17,501,585</i> | 556,516 | | 3,500,000 | | 968,424 | 22,526,525 |
| | | | | | | | |
| Total Funding | 73,490,136 | 18,390,196 | 77,912,096 | 41,907,358 | 14,411,277 | 92,284,122 | 318,395,185 |
| GDP per capita | 31,500 | 29,600 | 29,400 | 40,100 | <i>30,050**</i> | <i>34,200**</i> | |
| Total Funding / GDP p.c. | 2,333 | 621 | 2,650 | 1,045 | 479 | 2,698 | |

Italic figures =

Bold figures =

Italic and bold figures =

African region's highest funding source

Country's highest priority region

Country's highest priority region is also African region's highest funding source

* = Please note that French and German funding figures have not been included in this table as the majority of catalogued projects from these countries have not been ascribed funding amounts.

** = Median GDP per capita between countries included per group: Belgium and Netherlands for BNL, and Norway and Sweden from SCN

According to the funding map by African region, there is a more even distribution of G8+2 attention than is seen in thematic areas. Overall, East Africa is given the greatest priority, with both Japan and Scandinavia putting their most significant efforts here, combining to deliver over \$120 million to the region for higher education development. The remaining countries, Canada, the UK, Benelux, and the U.S., have each prioritised a different African region. This is encouraging from the perspective that Africa's regions have each received particular attention from disparate international development interests, although there is not evidence that such a distribution of regional foci has been deliberate or complementary. A coherent and complementary international donor approach would likely better co-ordinate thematic foci as well as regional foci, which has not been demonstrated among projects in the AHEAD database.

The UK provides the highest percentage of its total allocation to one priority region, with 96% of projects directed to Southern Africa (this, despite a more general regional focus in terms of numbers of active projects). Japan is a very close second in terms of regional funding focus, with 94% of its funding delivered to projects in East Africa. Scandinavia comes third in regards to regional funding focus, with 62% of its funding delivered to East African projects, and Benelux allocates 52% of its total towards the Horn of Africa (Ethiopia as the exclusive recipient in this region).

When comparing the total amounts of funding in this table with the GDP per capita of each country, there is a wide difference between what each country/region supports as a ratio of their national wealth. Scandinavia leads in terms of overall funding, but this region also leads in terms of project funding as a proportion of GDP per capita. The degree to which Sweden and Norway combine to exceed the G8 average is worthy of note.

Japan comes in a close second to Scandinavia in terms of total project funding as a factor of GDP per capita, while Canada comes in third, each of these countries comfortably above average. The United States falls below average in terms of funding by GDP, ahead of the United Kingdom and the Benelux countries. In taking account of these findings, though, and to reiterate an earlier point, many donors and partners do not make known the funding amounts that secure their projects, making our analysis of funding levels illustrative rather than comprehensive.

Funding to African Regions, by Percentage of G8(+2) Countries' Projects

| | CAN | DEU | FRA | GBR | JPN | USA | BNL | SCN |
|----------------------------|-------------|-------------|-----------|-------------|-------------|-------------|-------------|-------------|
| Southern Africa | 12.7 | 16.7 | 20.0 | 22.7 | 14.3 | 55.3 | 52.0 | 29.4 |
| West Africa | 28.6 | | | 9.1 | | 18.8 | 4.0 | 15.7 |
| East Africa & Islands | 19.0 | 16.7 | 10.0 | 9.1 | 71.4 | 15.3 | 12.0 | 33.3 |
| Horn of Africa | 3.2 | 8.3 | | | | 3.5 | 16.0 | 19.6 |
| All sub-Saharan Africa | 7.9 | 50.0 | 10.0 | 22.7 | | 3.5 | 12.0 | 1.9 |
| All Africa / not specified | 19.0 | 8.3 | | 9.1 | | 2.4 | 4.0 | |
| North Africa only | | | | | 14.3 | | | |
| Francophonie | | | 60 | | | | | |

When analysing each G8+2 country's priorities in terms of the number of projects supported in a region, as opposed to the amount of funding provided, there is a somewhat different finding. Having noted that no country prioritises sub-Saharan Africa as a region in funding terms, both Germany and the UK sponsor a priority-level of projects (the highest proportion of Germany's, and tied for the highest in the United Kingdom) that are deliberately diffuse in country focus. A fifth of Canadian projects are deliberately focussed towards the entirety of Africa, making national diffusion (in terms of project numbers) a pillar of the Canadian strategy.

Germany and France are the only countries in the table which devote the highest proportions of their funding to geographically-unspecific regions, being "all sub-Saharan Africa" and French-speaking Africa respectively. As these regions are vast and, in the case of the Francophonie, non-contiguous, it is worth considering what the impact will be for Sector Governance projects which require stronger networking and inter-university communication and exchange over long distances. At the same time, a unilingual region such as the Francophonie, while inconvenient geographically, is advantaged by the simplicity of communication through a common language between all institutions and stakeholders in the region.

When there is great divergence in a donor country's average funding-per-project between regions, it may be argued that this suggests signs of incoherence between funding agents within the donor country. For example, the United States targets over half of its projects towards Southern Africa, and under one-fifth of them to West Africa. At the same time, the U.S. puts very similar funding totals towards each region: \$14.5 million to Southern Africa and \$13.4 million to West Africa, skewing the funding-per-project ratio significantly between regions. Of course, it is natural that different regions with different needs (and different priority levels for each donor country) will receive different overall amounts of funding from a given donor country, but when the principal difference is between funding-per-project averages between regions, this suggests that agents within the donor country itself are divided in their objectives and strategies. Well-resourced agents are ascribing large amounts of capital to projects in their particular focus regions, while less well-resourced actors are attending to different focus regions altogether.

10. The Scandinavian Factor: A Development Agenda from Outside the G8

The utility of exploring the African higher education development strategies of the G8(+2) is underlined by the (+2) factor. Precisely through comparing the policies and commitments (especially at government level, where G8 leaders themselves are best able to articulate international agreements into policy) of the world's wealthiest nations against those of relatively smaller economies can we see how great the potential is for the G8 countries to increase significantly their support for African HE.

Based on the data in AHEAD, Scandinavia commits more funding to African higher education development than the G8 countries, in both total terms and in terms of a factor of national GDP per capita (combined for Scandinavia). The region also leads all G8 countries in terms of the number of Science and Technology projects they maintain. In regards to HIV/AIDS, Scandinavia is more active in their number of projects than all but two of the G8 countries. In terms of funding for these projects, however, Scandinavia is far above other G8+2 countries, providing the African higher education sector with half of the total funding the sector receives for HIV-related projects. Furthermore, slightly over half of all research collaboration projects in sub-Saharan Africa are linked to academics and universities in Scandinavia, with the support of their government-affiliated development agencies.

Despite its relatively small economy, when compared with the G8 countries, and despite its moderate GDP per capita, Scandinavia has maintained a relatively balanced African regional portfolio while still providing more funding to Southern Africa than any G8 counterpart, and a very high amount of funding to East Africa, second only to Japan. Scandinavia has managed a high level of commitment which is both regionally-balanced while keeping one specific region (in this case, East Africa) at a clearly higher level of priority. What is more, there is generally strong coherence between the amount of funding directed towards a region and the number of projects in the region, reflecting a relatively consistent funding-per-project ratio across African regions.

Complementary regional prioritisation is one way in which donor countries may be better able to avoid international funds overlapping and/or strategic conflict of objectives.

11. The Response to Kananaskis

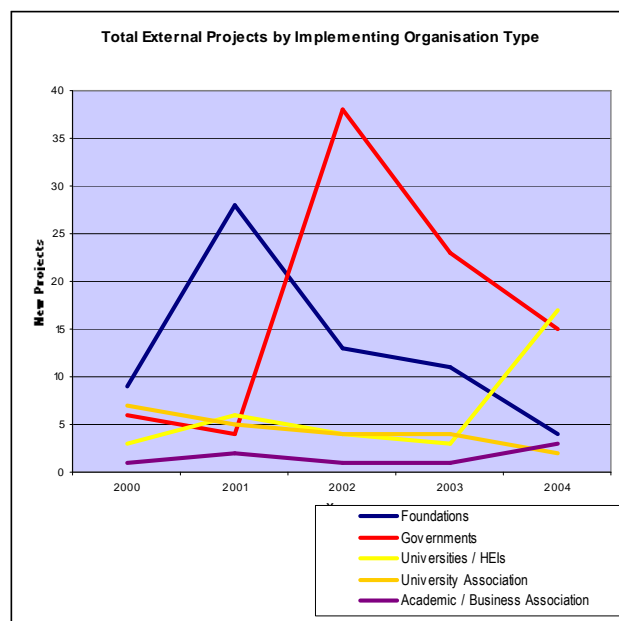
The Africa Action Plan which came out of the 2002 G8 Summit included higher education development as one of a large array of development needs: primary education, higher education, health, conflict and corruption were all treated as topics that the international community was implored to help address. The Commission for Africa report, though, approaches higher education differently. Here we find universities as **enablers** of development, not only as targets of development aid themselves. African higher education is presented as playing an indispensable role in any programme of sustainable development.

Despite recent World Bank conclusions that higher education is a critical element in development and empowerment, it took significant time for this understanding to translate into donor action. Overall international funding to higher education development projects in Africa declined steadily from 2000 to 2003, although the number of newly-implemented projects actually increased. The funding-to-project ratio diminished exponentially between 2000 and 2003 for new projects, declining to almost an eighth of its former total.

However, this negative trend was abruptly broken in 2004, when more than \$300 million in new funding was committed over the previous year's total and when, as total new projects actually declined slightly, the funding-per-project average shot to its highest levels in five years. The renewed impetus on university development, which had begun to establish itself as part of the overall development discourse, was now commanding significant attention, two years after the declaration at Kananaskis.

New External Funding by Year for African Higher Education Development

| Year | Funding Committed this Year | Number of Projects Begun this Year | Funding-per-Project Ratio |
|------|-----------------------------|------------------------------------|---------------------------|
| 2000 | \$224.6 million | 28 projects | 8,021,000 |
| 2001 | \$142.4 million | 46 projects | 3,095,000 |
| 2002 | \$115.0 million | 64 projects | 1,797,000 |
| 2003 | \$58.4 million | 46 projects | 1,270,000 |
| 2004 | \$360.1 million | 41 projects | 8,782,926 |



The above table reveals a great deal about trends in which external organisations have been the most pro-active in supporting African HE. Largely through the activity of PHEA in the early stages of this decade, charitable foundations led all other organisation types by a large margin in 2001, to be superseded by a massive increase in government-affiliated project implementation the following year. As foundation-linked projects declined in number into 2002 and 2003, however, government implementation declines from its high as well. Between 2003 and 2004, the only organisation type to see large-scale increases in the number of projects implemented have been global-northern HEIs themselves.

This stands alongside the previous finding that the total number of projects has not increased, although funding has increased in 2004, leading to a positive change in the average funding-per-project ratio. However, universities have taken in less new funding proportionate to project growth. HEIs as implementing organisations have seen their funding almost double between 2003 and 2004, from \$2.5 million to \$4.6 million. However, the number of projects they are active in has quadrupled from 4 to 17. The organisations which have seen the greatest increase in funding over the past year have actually been government-affiliated agencies, despite the decline in the number of projects they are actively implementing. Project totals declined from 23 to 15 between 2003 and 2004, while funding overall surged from \$54.3 million to \$353.8 million. This seems to suggest an international HE development drive that increasingly resembles the long-standing Japanese strategy: infuse significant funds into selected projects with limited (and familiar) stakeholders.

While the increase in funding for African HE development is a very welcome progression from the years of decline, the fluctuations in attention by partner organisations (deviations between funding-per-project ratios chief among these), and the apparent desire for greater thematic and regional cohesion, mean that there will remain a risk that this increase in funding will not be delivered in the most strategically-thorough manner possible. A close comparison of donor strategies, conducted between the principal partners and stakeholders international HE development, will maximise the impact of these badly-needed resources.

12. Concluding Remarks

Growing numbers of stakeholders in the international development community are increasingly convinced of the transformative power of universities in developing countries. The World Bank, the Commission for Africa, the foundation partnerships, and the university association partnerships, have all argued for a new priority for African higher education. There is renewed recognition that skills in health training, medical research, science and technology, business, law and justice, agricultural sciences, water management, engineering, and others, must be developed in a university or vocational educational context. Not only will new skilled graduates energise the economies of African countries, but also the universities themselves should shift from merely producing new generations of graduates to becoming “engines of community development.”¹⁶

If the potential of the African university is to be fully realised, the wealthiest global-northern countries must devote both more resources and a more systematic and co-ordinated approach to programmes in support of African higher education. Many wealthy countries have begun to emphasise the importance of higher education in their development portfolios, yet the diversity of strategies and objectives, the discrepancies in funding ratios, and the neglect of certain key thematic areas, means that HE development support has yet to be efficiently maximised. If the aim is to maximise the impact of aid, a holistic strategy which covers the whole of Africa can work at its best when major donors focus on thematic and regional priorities which neither overlap with other donors’ strategies, nor leave possible strategic outcomes unexplored.

Years of neglect of support by development agencies have left much of the HE sector in Africa in a position of institutional weakness and acute financial need. University associations and individual institutions have sought to collaborate to address at least some of these weaknesses. Universities and vocational institutions work at their fullest potential when they engage with other HEIs in their communities, their regions, and across the world. As HEIs are perhaps the most inter-dependent types of institutions in the education sector, an international development programme which seeks to maximise their potential should be equally inter-dependent. Financial constraints, however, continue to hinder sub-regional and pan-African collaboration.

It is especially striking that Science and Technology projects, and HIV/AIDS projects, have not featured more prominently in programmes in support of African higher education, either in terms of total funding or in terms of project numbers. It cannot be overemphasised that the continent’s most urgent social and economic challenges will not be met without a step change in investment in Science and Technology. Universities have the potential to enable communities to secure clean water, to increase agricultural productivity (whilst maintaining sustainable agricultural practices), to develop sustainable sources of energy, and to increase the capacity of health workers in the fight against an array of communicable diseases. It is universities which will provide the needed health workers and centres of research in health science. It is the universities which have the capacity to educate the campus community and society more generally on the realities of HIV and to break down social stigma.

¹⁶ Calestous Juma, “We need to reinvent the African university,” SciDev.Net article, June 14, 2005