

Studies and Research

Strengthening the Skills of Middle Management in Universities

By Allan Schofield

**A Study undertaken within the framework of the
UNESCO/ACU-CHEMS Joint Action Plan in
Higher Education Management**

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FOREWORD

Since the inception of the UNITWIN/UNESCO Chairs Programme in 1991, one main aim has been to foster the involvement of the NGO community specialized in higher education. Their experience brings a most valuable contribution to the conception and implementation of inter-institutional co-operation projects to benefit universities in the developing world. The NGOs of the Collective Consultation on Higher Education have responded wholeheartedly to this call for enhanced collaboration with the result that a number of dynamic joint projects have been established with UNESCO.

The UNESCO/ACU-CHEMS Programme for Institutional Development is an excellent example. The promotion of higher education management capacities is a cornerstone of the UNITWIN/UNESCO Chairs Programme and thus stands to gain much from the extensive expertise of the ACU-CHEMS Programme in this regard. In 1994-1995, the joint programme undertook research and training activities around five major themes:

- Strategic Planning (including Strategic Planning Guidelines)
- Higher Education Management Information Systems (HEMIS)
- the Middle Management Development and Training Needs
- the Management of International Co-operation in Higher Education
- Private Post-Secondary Education.

The present report focuses on the provision of training for middle management in higher education institutions. The expertise of this level of personnel is essential for the successful implementation of managerial change and the capacity to sustain its desired results.

The range of the analysis undertaken deals with the various types of training required and the variety of provisions available in different regions with particular attention paid to Africa. The question of certification is discussed as well as the potential of distance learning in this area. Also, since capacity-building and the development process are closely linked, the report includes proposals for future collaboration between training providers and the donor community.

UNESCO wishes to thank ACU-CHEMS for its intellectual and practical co-operation in this useful project designed to strengthen management capacities in higher education institutions.

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List of Acronyms Used in the Report

AAU	Association of African Universities
ACBI	Africa Capacity Building Initiative
AITEA	Australasian Institute of Tertiary Education Administrators
AUA	Association of University Administrators, Britain
AVCC	Australian Vice-Chancellor's Committee
CAUBO	Canadian Society of University Business Officers
CHEMS	The Commonwealth Higher Education Management Service
CHERD	Centre for Higher Education Research and Development, University of Manitoba
CPDA	Continuing Professional Development Award, Britain
DSE	German Foundation for International Development
ESAMI	Eastern and Southern African Management Initiative
GIMPA	Ghana Institute of Management and Public Administration
HERDSA	Higher Education Research and Development Society of Australia
IDM	Institute of Management Development, Botswana
IIEP	International Institute for Educational Planning
MDPI	Management Development and Productivity Institute, Ghana
NIEPA	National Institute of Educational Planning and Administration, India
NUFFIC	Netherlands Organisation for International Cooperation in Higher Education
ODA	Overseas Development Administration, Britain
SAPAM	Special Action Programme for Administration and Management, Africa
UCOSDA	Universities and Colleges Staff Development Agency, Britain
UNDP	United Nations Development Programme
UNEDIL	Coordinating agency established by the United Nations, the Education Development Institute of the World Bank, and the International Labour Organisation to support management training organisations in Africa
UNESCO	United Nations Educational, Scientific and Cultural Organisation
USDESA	University Staff Development in Eastern and Southern Africa Network
ZIPAM	Zimbabwe Institute of Public Administration and Management

1 Introduction and the Terms of Reference of the Study

- 1.1 The importance of enhancing the training and development of managers in higher education has been identified by numerous sources as a priority if greater effectiveness is to be achieved in university management. However, in many developing countries where activities have been run to date most attention has been paid to the needs of senior staff including vice-chancellors, rectors and deans, and the needs of middle management has been less recognised (for example, see Sanyal and Martin 1991 and Fielden 1991). Although some initiatives have been taken numerous obstacles exist to its widespread delivery and successful implementation within universities, and therefore this study was conceived in order to: examine the current provision of middle management training; to investigate possible collaborative approaches to its future organisation; and to provide a basis for subsequent discussions to take place between numerous interested parties on the implementation of the suggested recommendations for action. The report focuses largely upon the situation in Commonwealth institutions, although some reference is made to programmes run outside the Commonwealth but which may recruit Commonwealth administrators.
- 1.2 The specific terms of reference agreed between CHEMS and UNESCO for the study were as follows:
- (a) To survey known training providers to confirm and review their understanding of the training needs of middle managers.
 - (b) To review the training needs of middle managers.
 - (c) To consider alternative ways of meeting them.
 - (d) To plan a coherent strategy for developing (or adapting) whatever materials are thought necessary.
 - (e) To produce a costed and coordinated plan for the implementation of the proposed programme.
- 1.3 Data for the study was collected in several ways:
- (a) From a literature search of relevant computerised data bases.
 - (b) Where possible by personal contact with training providers and where this was not possible contact was made by fax or letter.
 - (c) Personal discussions with representatives of relevant bodies, for example the Association of African Universities (AAU), the Australian Vice-Chancellor's Committee (AVCC), and the International Institute for Educational Planning (IIEP).

- (d) Correspondence with the university grants commissions, vice-chancellors committees or equivalent bodies on middle management training needs and the existence of national training policies.
- 1.4 Discussion in this report is organised into five main chapters and two supporting appendices. After this short introduction, Chapter Two provides an outline of the context in which consideration of the training and development provision for middle managers needs to take place, and includes a brief analysis of such issues as the reasons for the lack of support for middle management training and development, what is meant by effective training and development, and the identification of some general pre-conditions if implementation is to be successful and represent value for money. In Chapter Three the existing provision of training and development is reviewed in some detail, based upon the information received from training providers. In Chapter Four the emphasis switches to the future, and an analysis is undertaken of training and development needs as identified by both institutions and individual administrators in various Commonwealth countries. This discussion then leads into Chapter Five which identifies and considers a number of options for the expansion and organisation of middle management training and development, and appropriate recommendations are made.
- 1.5 The discussion in this main volume of the report is supported by two appendices: in Appendix One Dr Immaculate Tumwine of the Association of African Universities provides an analysis of the training needs of non-academic staff and the current providers of middle management training in African universities; and in Appendix Two substantial detail is provided of award bearing programmes on higher education management within the Commonwealth that are taught by distance learning.
- 1.6 At the outset it is important to define the use of the term 'middle management' that is used throughout the report. In most Commonwealth higher education systems the term is used in either of two ways: to describe non-academic staff holding responsible administrative and managerial positions below the level of registrar or chief administrative officer; or to describe academic staff at the level of heads of departments, subject areas, or research units and who may formally report to either a faculty dean or direct to the vice-chancellor depending upon the decision making structure. Although the training and development needs of these two groups to some extent overlap, there are major differences in need largely resulting from both the permanent nature of the appointments of the first group, and also that almost all the second group will already possess discipline based postgraduate qualifications and that the majority in this category will expect to continue to teach and research. Where the training and development needs of these two groups overlap both sets of interests are considered, but priority is paid to the first group, that is non-academic administrative staff.
- 1.7 Within this administrative group the term middle management is used to denote a range of staff undertaking a wide variety of jobs, but an exact definition is difficult and unnecessary as within the Commonwealth a broadly similar pattern of higher education exists. Such staff all are characterised by holding positions of responsibility whereby they will usually be accountable for specific outcomes, and they will often

be responsible for particular offices, sections, or departments. Some such staff might be generalist administrators, for example those in a registry where they might be responsible for aspects of student enrolment, examinations, or timetabling and hold a designation such as deputy or assistant registrar. Others may be undertaking recognised professional tasks for which designated professional qualifications may be required, for example middle level positions dealing with financial affairs or specialist tasks in the maintenance of buildings and physical facilities. In terms of the level of work, they will generally occupy positions up to the second tier of responsibility, with the first tier being occupied by senior staff with titles such as registrar, chief administrative officer, university secretary, pro-vice chancellor administration, or vice-president administration. At the lower administrative grades the designation of middle managers will generally exclude new appointments to university administration (often titled as administrative assistants or similar), and certainly they will exclude staff whose roles are primarily concerned with clerical or secretarial work, or the provision of technical services.

- 1.8 In terms of initial qualifications most postholders will have a first degree or equivalent, and where relevant some professional qualification. A few may have a postgraduate degree (a major issue addressed below in Chapters Four and Five) and many more may aspire to such a qualification, but few institutions currently make it a requirement for appointment to such a post. Finally, the numbers of such staff within a university will vary considerably depending upon its size and the range of administrative functions that need to be managed. Although no exact figures across the Commonwealth are available, in a large institution upwards of fifty such staff may be employed, whilst in a small under-resourced rural institution within a developing country only a handful of such positions may exist. In summary, such staff are characterised by considerable diversity but all occupy important roles within a university administration, and are increasingly expected to exercise proactive leadership within all the major departments.
- 1.9 A note on the nomenclature used in this report on the words 'training' and 'development' is also appropriate. Although many differing definitions are to be found in the professional literature, there is general acceptance that the term 'management training' is most appropriately used in discussing the need to ensure that staff obtain the necessary knowledge and skills to perform effectively the management roles they perform as defined by the institution. The term 'development' on the other hand tends to be used more broadly, and acknowledges the personal, professional and motivational issues which extend beyond a narrow definition of training. Within different settings varying aspects of development may be identified and different terminologies used, for example, 'staff development', 'personal development', 'management development', 'professional development', and 'organisational development' but all are usually set within a broader context than training. This distinction between training and development is used in this report, but it must be acknowledged that not only is there a close overlap between the two concepts in practice, but than in general usage within higher education institutions such distinctions may not always be made.

2 The Context

- 2.1 Extensive attention has been paid to the managerial and organisational problems of many developing country universities, and it is not necessary here to attempt to provide a full account of the issues that have been identified. In general, in the face of increasing enrolments and a decline in resources, numerous reports (see, for example, Salmi 1991) have identified low internal efficiency, poor managerial and administrative effectiveness, a lack of planning capability, low levels of leadership, a decline in academic quality, and an inability to utilise to best effect the extensive staffing resources of the university. In some cases these developments have also been accompanied with a decline in the quality of university administration due not only to the macro and financial issues facing institutions, but also to a lack of trained middle level staff to occupy effectively senior positions when vacated by experienced administrative officers.
- 2.2 Such issues are, of course, not new and concern has been expressed for at least twenty years about the need for high quality university managers in developing countries, but although understood as an issue measures to address the problem have not been taken in a consistent way by either individual institutions or donor agencies. Coombe (1989) notes that governments have generally failed to fund improvements in university management, and that many of the donor agencies have often failed to devise and adopt constructive programmes in essential aspects of institutional management and planning. Although agencies such as UNESCO, the British Council, the Netherlands Organisation for International Cooperation in Higher Education (NUFFIC) and the German Foundation for International Development (DSE) have provided support for a number of programmes, and individual administrators have been sponsored for postgraduate studies, short courses, or other forms of programmes, donor finance has not been able to match institutional need, and in the case of some agencies the amount of financial support available for such activities has declined considerably. In this context Coombe goes on to observe that there is common agreement that improved management and administration are fundamental to improvements in the tertiary sector, but notes that the constituents of appropriate training for policy makers and administrators are not well understood.
- 2.3 Although such a pattern has been found in many developing countries, there are inevitably variations in the ways that university management has been affected. Writing in Appendix One Tumwine reports on the general absence of such training and development in Africa, and indeed its decline in countries like Nigeria from even the small previous base. Also writing primarily about higher education in Africa, Lillis (1989) observes that although there has been substantial investment in management training to improve the quality of the school system, such training for the higher education sector has received low or zero priority. More generally, the African Capacity Building Initiative (1992) has drawn attention to the generally poor state of management in much of the public sector in African institutions, despite a number of developments having previously been set in train, including the UNEDIL programme for creating a network of relevant training bodies, the Special Action Programme for Administration and Management (SAPAM), the UNDP Management Programme, the work of ESAMI in Arusha, as well as ACBI's own initiatives.

However, typically such activities do not involve the area of higher education management.

- 2.4 In 1987 the Vice-Chancellors of the universities in Eastern and Southern Africa issued the 'Harare Declaration on Staff Development' which called for greater emphasis on coordinated training and development initiatives including for management and administrative staff, but although a number of activities have subsequently occurred including the creation of a network of institutions involved in such efforts, they have been largely concentrated upon teaching staff, perhaps reflecting the interests and priorities of both donors and the specialist advisers concerned. In some universities outside this geographical area, there exists a recognition that management development needs to be enhanced, and for example the strategic plan of the University of Zambia commits the institution to achieve " re-orientation in the style and management culture of university managers as well as the complementary need to re-equip such managers with the requisite skills" (Kashoki 1994).
- 2.5 Such a situation is to be found more generally among other developing country higher education systems. For example in describing the position in parts of the Asia-Pacific region Harman (1994) reports on a UNESCO supported workshop for senior university managers which acknowledged that the challenges of managing modern universities requires senior administrators of a high calibre, with well developed skills in management and strategic planning. He also noted that such management skills will not be available to higher education institutions unless special efforts are made to provide the necessary training and professional development for both current senior administrators and those likely to move into such positions over the next decade. Indeed in a move which to some extent paralleled the 'Harare Declaration' participants in this workshop regarded the issue as so significant that they agreed a formal statement drawing attention to the importance of such management training and development in the Asia-Pacific region, and they urged governments, professional bodies, and international organisations to do everything possible to facilitate and support the extension of such opportunities.
- 2.6 Outside of the Commonwealth similar needs have been identified, and organisations such as IIEP have been organising regional workshops in areas such as Latin America and South East Asia, although many such activities have been aimed at senior staff.
- 2.7 In some developed country Commonwealth higher education systems more progress has been made in providing management training and development generally, including that for middle managers, and this is reviewed in the next Chapter. It is, however, worth noting that the general situation described above in developing country institutions has some similarities with the provision before 1970 in Britain, Australia, and similar systems. In general, it is only in the past 20 years that such support has started to be provided, often initially resulting from pressure by administrators themselves. In this context the growth of professional groups and associations of university administrators in Canada, Australia, and Britain has provided a helpful focus for encouraging both training and the broader development of high quality administrative services, and the absence of such associations from

many developing countries is a barrier to the implementation of effective training and development.

Developments in the Management and Administration of Commonwealth Higher Education Institutions

- 2.8 Any consideration of management training and development has to take into account that in many developed Commonwealth higher education systems the past two decades has seen a significant change in the role of administrative staff as universities have adjusted to changed social and financial circumstances. In a process coined by Brookes (1973) as the administrative modernisation of universities, and more memorably by Fielden (1976) as "the decline of the professor and the rise of the registrar", university administrations have become much more aware of managerial imperatives and the need to be able to demonstrate the effectiveness of both individual and institutional performance.
- 2.9 In Britain this process has perhaps gone further than in other Commonwealth countries, and when coupled with rapid student enrolments has led to a higher education system which in some ways is almost unrecognisable from that which existed 20 years ago. In such a situation many administrative roles have changed from being primarily facilitative and based upon a traditional 'academic civil servant' concept of the role (Sloman 1964), to one where middle level staff are expected to manage functional areas of activity and are given the appropriate authority to do so. In addition significant numbers of new universities have been created from previously existing polytechnics and colleges, and have brought with them managerial systems that were never rooted in the strong spirit of collegiality that existed in many 'traditional' universities.
- 2.10 In this context Caston's (1977) identification of a prime administrative role being that of a 'manager of conflict' has come about, and clearly raises issues about the preparation and training required for the effective fulfilment of such a role. These developments have, of course, brought with them significant drawbacks, and Trow (1994) has recently written critically of external attempts to impose 'hard managerialism' on British universities, contrasting this with the growth of internal 'soft managerialism' and noting that "the greatly strengthened administrative leadership of universities which has grown out of the movement I have called 'soft managerialism' is the best defence of the university...our study shows us how effectively administrators, especially the professional managerial staff, defend their universities in a game whose rules are invented by others and are constantly changing."
- 2.11 The apparent increases in the efficiency of the higher education system that has been produced by such changes has inevitably led many other higher education systems in developed countries to attempt to replicate some of these approaches to university management. Within the Commonwealth both Australia and New Zealand have seen similar policy shifts occur, and within Europe universities are increasingly under pressure to provide increased value for money. Among the specific changes that have

affected university management in many developed systems are: the requirements for greater public accountability; an increase in both internal and external forms of evaluation; the delegation of financial responsibility to institutions; the growth of information technology both in terms of management information systems and increasingly in electronic forms of curriculum delivery; the growth of income generating activities such as consultancy, conference services, etc; and a much greater awareness of institutions operating within a market orientation, where the judgement of both academic and management quality may rest at least as much with the users of the service as it does with the providers.

- 2.12 Encouraged by such initiatives in developed country systems many donor agencies have exerted pressures on developing countries to introduce such changes, and when coupled with additional challenges such as the growth of student fees and the likelihood of the increase in privatisation of parts of the higher education system, it is clear that the job of administrators in many developing country universities may be expected to change significantly in the years ahead and become more managerial. Not only will much more proactive forms of leadership be required to meet such institutional challenges (Middlehurst 1993), but middle management will have to be strengthened if service delivery is to meet the demands that will be placed upon universities. In this context one of the immediate challenges facing many developing country universities is to clarify the roles that administrative staff are expected to play, and the implications of this for management and decision making systems.
- 2.13 Almost all such changes whether the result of external factors or not, are increasingly predicated on the basis of increasing levels of institutional autonomy, with universities being required to manage their own affairs and to be responsible for the consequences. In some Commonwealth systems this builds upon long existing traditions of universities being independent bodies, responsible for their own affairs, able to appoint their own staff and so on. However, many other systems both inside or outside the Commonwealth have different traditions, with institutions having less autonomy and with staff being civil servants. In such circumstances it has been frequently been hard to motivate universities and their staff to take the difficult decisions that are required to effect organisational change, and the increase in the interest of major donor agencies such as World Bank in both lessening government control of universities, and also encouraging experiments in privatisation, can be seen as a way as trying to make institutions more responsive to the social and economic context in which they operate.
- 2.14 Clearly such changes have major implications for training and staff development, and therefore the nature of the recommendations made in this study. As universities increasingly operate within a market context, their organisational structures will have to become more responsive to the pressures for change, and, in particular, their human resource management policies will have to improve and to be comparable with the best practice of public and private organisations. Such pressures are more likely to sharpen the focus within which training and staff development is organised, with the planned enhancement of performance being the basis for determining how training needs are to be met. Thus staff development schemes are likely to be accompanied with mechanisms for monitoring effective performance such as individual staff

appraisal and review systems and the evaluation of departmental performance. Indeed, it is argued below that the absence of a rigorous focus upon performance has been a major contributory factor in the lack of progress in providing staff training and development at all levels.

The Expansion of Academic Staff Development in Higher Education

- 2.15 Many developed country universities have invested heavily in academic training and development within the last decade and this contrasts with a much more limited growth in management training. Many universities in Britain, Australia, and New Zealand now have specialist units offering a range of provision, and central staff development units have been set up in some cases (for example, the Staff Development and Training Committee of the Australian Vice-Chancellor's Committee and the Universities and Colleges Staff Development Agency in Britain). Along with such initiatives have come a number of mechanisms for monitoring individual performance suggested above: staff appraisal systems; quality reviews mechanisms for both teaching and research; and in some institutions limited attempts at introducing systems of performance related reward.
- 2.16 In contrast, in a study primarily devoted to academic staff in developing countries Mukherjee and Singh (1993) note that increased activity in the area of academic staff development has been driven by two main factors: shortages of adequately trained academic personnel to assist the process of localisation of staffing; and the poor quality of the teaching and learning process as experienced by students. The first of these has been, and remains, the focus of most activity, with significant levels of donor support to assist staff in obtaining postgraduate qualifications. Indeed in many developing country institutions the term staff development is synonymous with such upgrading of qualifications. However, Mukherjee and Singh note that in developing countries where a large pool of qualified staff already exist (for example, India) then greater interest may be shown in institutionally based activities to improve both teaching and learning and other academic tasks.
- 2.17 In reviewing the experience of developing countries in undertaking such initiatives a number of constraints have been identified which have implications for the subsequent discussion on middle management training and development. Mukherjee and Singh note the following:
 - (a) A generally complex set of administrative procedures in many developing country institutions which make access to staff development and associated resources difficult for individual staff members.
 - (b) That the quality of programmes is frequently poor, particularly when designed by a central agency and then run in a form unadapted to meet the local needs of those involved. In addition they argue that local trainers are frequently inadequately prepared.

- (c) Inadequate resources, including the availability of physical facilities and training materials.
- 2.18 Similarly in describing the outcomes of DSE support for activities run by USDESA (University Staff Development in Eastern and Southern Africa Network) Bajah and Winkler (1992) report that amongst the problems in the implementation of professional staff development projects for academic staff in five universities in Kenya and Zimbabwe were: a lack of ability of institutions to carry forward donor supported training, including the inability to train their own trainers; and a lack of commitment from vice-chancellors and institutional heads.
- 2.19 What such examples indicate is the crucial lesson that effective training and development must be firmly embedded within a supportive institutional culture before its full potential can be realised. Such action not only requires proactive leadership from senior staff, but for training and development to become an integral part of departmental and institutional life. At its most straightforward Warren Piper and Glatter (1977) have provided a reminder that effective staff development depends upon a sound platform of on-the-job training activities and similar learning experiences, rather than a reliance upon external courses. Moreover, unless such a base can be established the transfer of learning between what takes place on an external course and what can be applied within the home departmental context is frequently unbridgeable.
- 2.20 On the basis of such studies it is possible to identify a number of pre-conditions that need to exist if training and development in higher education is to be effectively implemented, and in a subsequent chapter these conditions will be considered in the light of proposals for middle management training. Such conditions include:
- (a) Continued and public support at the highest levels in universities is required if staff development is to be effectively implemented in the face of numerous pressures and competition for resources. Such support must also ensure that appropriate financial provision is made. Whilst such support cannot by itself guarantee success, the reverse is true: without such support staff development cannot fulfil its potential.
 - (b) Training and development policies need to be formulated within institutions, and need to be consistent with other operational systems and structures. Such institutionalisation should not be a bureaucratic process, rather a way of ensuring that institutional and individual needs can be identified and then integrated effectively.
 - (c) Training and development must be associated with a heightened concern for enhancing performance, and therefore needs to be supported by processes such as staff appraisal, departmental evaluations, and so on.
 - (d) Those organising institutional training and development initiatives must be credible within the eyes of their colleagues. This in turn requires such staff

to have a wide range of skills and experience, and their rewards and conditions of employment should be at an appropriate level of seniority.

- (e) Training and development initiatives must themselves be of high quality whatever form they take, whether in-house activities, short courses, distance learning activities, written materials, etc. Many middle level managers (particularly academics) will be rightly critical of programmes that fall below the high standards that they will set for themselves in their own work, be it teaching, research or administration.
- (f) Expenditure of training and development must be seen to represent value for money in the face of multiple funding pressures. For much of the Commonwealth this, in turn, will require more cooperative and regional initiatives, with the use of shared materials, programmes, and trainers.

3 Current Middle Management Training and Development Provision

3.1 This section reviews the existing provision of middle management training and development within the Commonwealth under the following headings:

- (a) In-house institutional provision.
- (b) Co-operation between institutions on a regional or international basis.
- (c) National provision for middle management training and development and the role of central system-wide agencies.
- (d) International provision, that is those programmes and activities that are designed for participants from more than one educational system, and which may recruit from numerous Commonwealth countries.

No attempt has been made to review the very large number of training programmes that are available within the private sector in many Commonwealth countries, and which are most usually undertaken in the form of short courses.

Institutional Provision

3.2 Institutional provision within the Commonwealth is characterised by wide variations, ranging from no provision at all through to a considerable range of activities in a small number of countries. As noted in Chapter 2 in several developed country Commonwealth higher education systems special units have been established in universities to organise the provision of a wide range of staff development activities. The ways that such units operate also vary considerably and two main variants can be detected:

- (a) Units which have responsibility for all forms of staff development including that for both academic and administrative middle managers. Often, but not always, such units are located within the personnel or human resource management function.
- (b) Units which only provide support for academic and educational development with responsibility for non-academic staff development often resting with either the chief administrative officer, individual departmental heads, or occasionally individual members of administrative staff who may have a part time responsibility for the organisation of non-academic staff training and development. In such an arrangement the responsibility for providing management training for academic staff may often be confused.

3.3 Typically such units tend to be relatively small, although a few are larger particularly in some Australian universities. The forms of decision making concerning staff development programmes and policy also vary, but in some countries there has been

a movement away from collegial committee based decisions, to the situation where the staff development coordinator or manager is able to undertake executive action. In Britain such a position has been recommended by the Committee of Vice-Chancellors and Principals (Guildford 1990), although institutional practice still varies considerably.

- 3.4 In some cases where institutional provision is located within the personnel or human resource management function, training and development may be organised as part of an overall institutional quality improvement strategy, perhaps based upon the ideas of total quality management. In Britain a government supported scheme to encourage staff development in all kinds of organisations entitled 'Investors in People' has attracted some interest from universities, and involves identifying clear objectives and targets by which the implementation of training throughout the workforce can be assessed.
- 3.5 However, as a generalisation it is probably true to say that even within institutions with clear training and development policies and systems for implementing them, provision for middle management has received less attention than other areas. Much of the focus of attention has been on academic staff development, and in many cases basic training for clerical and manual staff has also been widely introduced, particularly in the areas of technical training, computer and information technology training, activities resulting from the general tightening of health and safety regulations in many countries, and also training to encourage improvements in user and customer service.
- 3.6 So far as academic middle managers are concerned (heads of departments etc) where training exists it tends to take the form of short workshops lasting one or two days, which may be residential. Typical content may involve issues such as: planning and strategic thinking; aspects of human resource management; managing innovation and change; and so on. However, the provision of these activities varies widely, between institutions where all heads will be expected to have taken part in such programmes before appointment, to those institutions where little has been done in-house except perhaps to communicate the availability of external courses to interested heads. Some general reasons for the slow growth in such programmes include:
 - (a) In fact that in-house provision of such training and development represents a challenge to staff development coordinators. In order to be credible programmes have to be provided to a very high standard, and heads of academic departments can constitute an extremely critical audience. In such circumstances a cautious staff development coordinator may well choose not to make such activities a priority until the value of less demanding forms of training have been demonstrated.
 - (b) The heavy demands of time on such staff frequently means that major logistic difficulties exist in the organisation and timing of such activities.

- (c) The active support of vice-chancellors for such training and development is of critical importance, as is the willingness of such senior staff to accept that criticisms of institutional leadership may well be an outcome of it.

- 3.7 Administrative middle manager training and development will also typically consist of short courses organised either internally or externally, on issues such as human resource management, planning, and a range of specific technical job related activities. Although training in some 'basic' administrative skills may be available (for example, computing and word processing skills, time management, report writing, etc) in most developed country universities it is generally assumed that middle managers will already have acquired basic administrative and managerial skills in their earlier careers. Institutional budgets for such training vary widely although no accurate figures exist on levels of spending on middle management training and development. In general, it is felt that provision in Australia has remained more generous than in Britain, where budgets are reported to have been squeezed considerably particularly in relation to attendance on external courses. In recent years institutional provision in Australia has grown considerably following a review of training and development provision (Topley 1991 see below), and Table 1 provides an indication of levels of different types of management development in Australian universities. Within individual institutions management development programmes are increasingly common, for example, at James Cook University a 22 day programme is provided to develop performance in three areas: communication and people skills (six half days); basic managerial skills (ten days); and best university management and administrative practice (five contact and four non-contact days). MacQuarie University also runs a certificate programme in higher education for its own staff. In Britain provision is variable and pre-1992 universities have a slightly stronger tradition of middle management training and development than their post-1992 counterparts. However, in the latter group the University of Central Lancashire is proposing to introduce a postgraduate diploma and masters course in higher education for its own staff, and at least one other institution is proposing to take similar action. It is clear that the level of provision of middle management training and development, is very closely related to the attitude of the chief administrative officer, or equivalent, and where this is not positive it is difficult for any realistic commitment to be given to training at more junior levels.
- 3.8 A significant issue associated with the provision of in-house training for administrative staff is the availability of suitable trainers and training material. Although many courses are run by internal or external training specialists, there are numerous examples of training activities being run in-house by administrative staff who may have a particular interest and expertise in the topic concerned. Such an approach can be valuable in ensuring that training is anchored in departmental life and also ensures that activities can always be related to immediate problems facing administrators. It may also appear to be significantly cheaper to provide training in this way, but if full staff costs and preparation time are included such a calculation may not necessarily be true. If such part time trainers are to be used then two issues arise: how they themselves are trained in presentational and training skills, and how to obtain the material that they need to use to run sessions.

Table 1: Reported Levels of Management Development Activity for Australian Universities (Mennell and Ryan 1994)

Range of Management Development Processes						
Levels of University Management	Internal Senior Staff Conference	Orientation Programme	Forums, Discussion Groups, Retreats	Skill Development		AVCC, AITEA AIM
				Internal	External	
Vice Chancellor, Deputy VC, Pro VC.	GU, TUW, RMIT, MQ, UQ, QUT, VUT, JCU, VUW, LT, UNSW, NTU.	UQ, JCU, MQ, GU.	GU, MQ, OU, VUT, UA, UWS, UWS-H, UNSW, UQ, QUT, JCU, VUW.	OU, UNSW, GU, VUW.	UNSW, GU.	MONASH, JCU, UQ, ANU, VUT, NTU, SU, MQ, UNSW.
Deans, Registrars.	GU, TUW, RMIT, MQ, UW, UA, VUT, VUW, JCU, UNSW, LT, NTU.	MONASH, QUT, UQ, JCU, MQ, GU.	GU, MQ, VUT, UA, UWS-H, UNSW, UQ, DEAKIN, LT, JLU, VUW.	UNSW, GU, VUW	UNSW, GU.	GU, SU, JCU, OU, UNSW, MQ, VUT, UQ, UWS-H, ANU, DEAKIN, NTU.
Heads of School (Academic) Heads of Dept. (General)	SU, GU, RMIT, MQ, USQ, UA, UQ, VUW, VUT, UNSW, JCU, AUCK, LT, NTU.	GU, QUT, UQ, AUCK, JCU, NTU, MQ, UNSW.	GU, AUCK, MONASH, VUT, DEAKIN, MQ, UQ, LT, UA, UWS-H, UNSW, SU, JCU.	MONASH, VUW, VUT, TUW, OU, UNSW, ANU, UQ, GU, NTU, NTU, QUT.	GU, VUT, TUW, UQ, UNSW, QUT, LT, NTU.	GU, UNSW, VUT, QUT, JCU, OU, AUCK, MONASH, TUW, UQ, ANU, NTU, DEAKIN.
Management Teams	GU, VUW, UQ, VUT, AUCK, UNSW, SU.	VUT, UNSW.	GU, MONASH, AUCK, UW, UNSW, UW, QUT.	VUT, UWS-H, UQ, DEAKIN, AUCK, TUW, NSW.	VUT, UWS-H, UNSW.	UWS-H, ANU, DEAKIN, MQ.
Supervisors	DEAKIN, LT, AUCK, GU, VUW.	LT, LT, DEAKIN, UQ, ANU.	AUCK.	ANU, AUCK, GU, JCU, LT, UQ, DEAKIN, TUV, VUW, UWS-H.	TUW, GU, UQ.	ANU, UQ, GU, DEAKIN, MQ.

Range of Management Development Processes						
Levels of University Management	Mentoring	Exchanges, Secondments, Industry Visits.	Conferences, (Higher Education Management).	Higher Duties	Individual Development Planning	Other Processes
Vice Chancellor, Deputy VC, Pro VC.		VUT.	OU, MQ, JCU, UNSW, UQ, QUT, NTU, LT, VUW.		MONASH, MQ, UNSW, QUT.	Acting in a Senior Position, Clearing House - NTU, Performance Planning - JCU, SSP/ PEP - JCU, Women in Leadership - Monash, Biculturalism - VUW.
Deans, Registrars.		VUT, UWS-H, VUT.	JCU, MQ, GU, UNSW, OU, UQ, UWS-H, NTU, VUW.	UNSW, UWS-H.	MONASH, MQ, UNSW, TUW, DEAKIN, UQ, QUT.	Formal award in management of H.E. - (UNE - Dist Ed SA). Sponsors and mentors in action learning projects - UQ, Biculturalism - VUW.
Heads of School (Academic) Heads of Dept. (General)	GU, VUT, UQ, NTU, VUW	VUT, MONASH, NTU, VUT, QUT.	GU, AUUCK, MQ, MONASH, VUT, OU, VUW, UNSW, UQ, QUT, JCU, UWS-H, UWS-H, NTU.	UWS-H, NTU, VUT, AUUCK, UNSW.	GU, MQ, VUT, MONASH, UNSW, AUUCK, TUW, DEAKIN, UQ, NTU, QUT.	R.L. Martin Fellowships - Monash, Caroline Chisholm Awards - Monash, Sponsors and Mentors in action learning projects - UQ, Biculturalism - VUW.
Management Teams	VUT, UWS-H, MQ.	VUT, UWS-H.	DEAKIN.		VUT, AUUCK, MONASH, MQ, UWS-H, QUT, DEAKIN.	Collegiate Groups - Melb, Interviews of Senior Exec. -Melb, Team Building - VUT, Quality Service Project - VUT.
Supervisors	UWS-H, VUW	AUCK, TUW.	DEAKIN, AUUCK, MQ, GU.	UWS-H, UQ.	UQ, ANU, AUUCK, TUW, UWS-H, DEAKIN, ANU, MQ.	

Legend to University Codes

ANU	Australian National University
AUCK	Auckland University
AVCC	AVCC (Staff Development and Training)
DEAKIN	Deakin University
GU	Griffith University
JCU	James Cook University
LT	La Trobe University
MELB	University of Melbourne
MONASH	Monash University
MQ	Macquarie University
NTU	Northern Territory University
OU	Otago University
QUT	Queensland University of Technology
RMIT	RMIT
SU	Sydney University
TUW	The University of Waikato
UA	University of Adelaide
UNSW	University of New South Wales
UQ	University of Queensland
UW	University of Wollongong
UWS - H	University of Western Sydney - Hawkesbury
VUT	Victoria University of Technology
VUW	Victoria University of Wellington

Guide to Using the Table

- Each cell records those universities in Australia currently offering programs employing the management development process indicated for the corresponding level of university management
- Those universities planning to offer programs in those areas in the near future are indicated by italicised initials
- Additional development processes are listed in the final column
- Further information on the nominated programs is available from the university contacts listed on the attached sheets.

- 3.9 In the past significant attempts were made in Britain by administrator associations to encourage the spread of training by running 'training of trainer' programmes, although such activities have now largely ceased except in specific cases as training has started to become 'professionalised' with the introduction of specialist staff development units. However, in circumstances where such units do not exist, the development of trainer skills is still an important preparatory phase associated with the introduction of training, and some attempts to develop such skills have been made by USDESA and others. The specialist circumstances involving the current use of training trainer programmes appear to be largely associated with the introduction of extensive internal training programmes, that could not be easily resourced using more specialist providers. Thus, for example, several British universities that have sought to introduce customer service training throughout their administrations have been faced with the dilemma of providing significant amounts of training to one thousand or more members of staff (everyone from the head of the administration through to temporary part time cleaning staff). In such circumstances several institutions have adopted a strategy of having the training provided by specially trained departmental staff, working with pre-prepared material.
- 3.10 The provision of training material for management training (whether for use by part time internal administrative trainers or by full time specialists) has undergone various phases in the past two decades. Within Africa the first widely available materials were produced in 1967 (Nylen, Mitchell, and Stout) and although primarily designed for commercial management training were certainly capable of use within higher education. In Britain numerous materials were produced for university training programmes in the 1970s (Warren Piper and Glatter 1977), and to some extent this tradition has continued with the work of the Universities and Colleges Staff Development Agency (UCOSDA) although the majority of their published material is more appropriate to academic staff training. Within education more generally a major study of training methods and materials available for developing countries was produced by Rodwell (1986) and was supported by the British Overseas Development Administration (ODA). More generally in developed countries there is, of course, an extensive and ever increasing amount of commercially available material in the form of videos, course outlines, computer based learning packages and so on, that can be adapted for use in administrative staff training. The production of publications to be used generally in the development of administrative staff is more widespread, and Commonwealth agencies such as The Higher Education Research and Development Society of Australia (HERDSA), The Australasian Institute of Tertiary Education Administrators (AITEA), The Canadian Society for the Study of Higher Education, and The Canadian Association of University Business Officers (CAUBO) have been active. The Commonwealth Higher Education Management Service (CHEMS) also intends to produce a series of practical guides to university management.
- 3.11 Although it is a useful part of the development of in-house training, the production of training materials and its delivery by non-specialist in-house staff is not without problems. These include:
- (a) The use of much training material is heavily dependant upon the quality of trainers and presenters, and there is considerable evidence that extensive

support and training may be required in order to provide an adequate basis for such trainers to feel able to deliver material effectively.

- (b) Much training material emphasises participatory forms of learning (for example, through case studies, simulations, etc) and the appropriateness of both the content and the forms of learning across a range of cultures is problematic.
- (c) Notwithstanding the cultural issues in the design of the material, the market for the purchase of training materials devoted to higher education in any one Commonwealth country is probably too small for such materials to be made widely available unless supported by donor funding.

Despite these drawbacks, the potential remains for a reassessment of the role of such training material for some aspects of administrative middle management training and development on a collaborative basis within the Commonwealth, and proposals are made in Chapter 5.

Regional Activities

- 3.12 In a number of Commonwealth countries institutional arrangements for middle management training and development have been extended into voluntary regional groups either within individual countries or operating on a cross-national basis. The potential advantages of such regional groupings are immediately apparent, and include the possibility of organising a larger number of activities than would be achievable for the small groups of staff within any one institution. Such cooperation may simply extend institutional provision as is the case in largely informal groupings of universities in some areas of Britain (for example Scotland), or may involve more organised joint planning of activities with perhaps the establishment of some kind of shared secretariat (for example, in the case of USDESA).
- 3.13 There is the clear possibility of regional activities being extended in the future to assist in the development of middle level staff, and in Appendix One the possibility of greater future cooperation between Ghana and Nigeria is considered. However, such regional activities may be particularly important in the case of a number of the small Commonwealth states where single universities may exist (for example, Malta, Lesotho, Botswana, and Swaziland). However, such international developments in regional activity are not without problems, and Coombe (1989) has noted that although there may be some consensus about the potential advantages of regional cooperation in higher education, in practice it is full of difficulties, of which she highlights five:
 - (a) That cooperative regional programmes in developing countries often depend on external funding which may be insecure in the medium and long term.
 - (b) That foreign exchange constraints are a major obstacle to regional interchange.

- (c) That generally loans and bilateral assistance are channelled on a strict country-to-country basis.
- (d) That the bulk of bilateral funding for advanced study or research continues to favour developed country institutions.
- (e) That regional infrastructures are often too fragile to carry the burden of coordinating and sustaining inter-regional programmes.

It is therefore important that any extension of the current limited attempts at regional support for middle management training and development be planned on a careful basis.

National Agencies

3.14 In several Commonwealth countries recognised national agencies or centres exist which provide a range of services for universities within their systems, both for middle management training and development and other forms of staff development. Such organisations are generally of two kinds:

- (a) Designated national agencies for providing advice and coordination, and these may range in size from one person (for example, within the National Universities Commission in Nigeria) through to a small unit (for example, the Staff Development and Training Committee of the Australian Vice-Chancellors Committee). In Britain UCOSDA operated on a similar basis, but has now become a self-financing agency of the Committee of Vice-Chancellors and Principals.
- (b) Centres which have come to provide a specialist role and which can award their own qualifications. These may also be of two kinds: first, independent centres established by individual universities but which nonetheless have come to occupy a broader national role within their system, for example, the Centre for Higher Education Research and Development (CHERD) at the University of Manitoba, Canada; and second, those designated centres established by government or a higher education agency, for example, the National Institute of Educational Planning and Administration (NIEPA) established by the University Grants Commission in India.

In the following paragraphs a summary is provided of some current activities on middle management training and development organised by such national agencies.

Britain

3.15 In Britain the main central agency concerned with university staff development is UCOSDA (The Universities and Colleges Staff Development Agency) an agency established by the University of Vice-Chancellors and Principals to encourage and coordinate staff development for all types of staff within British higher education.

Although it initially received financial support from the CVCP it is now funded through a membership subscription paid by universities who wish to use its services (membership is not compulsory) and through running self-financing programmes and other activities. A small core staff exists supplemented by a number of advisors seconded from universities on a part time basis.

- 3.16 So far as middle management training and development is concerned UCOSDA inherited a diverse range of activities mainly based on a series of short courses run by either associations of administrators or by individual universities which may have been open to participants from other institutions. UCOSDA now runs a range of short courses and conferences for specialist groups of middle level managers (for example, computer managers), but its most significant initiative so far as this study is concerned has been that during the past three years it has been attempting to enhance the more junior and introductory area of middle management training and development by organising a coordinated programme entitled the 'Continuing Professional Development Award for Administrators' (CPDA). Such an initiative reflects the increasing trend in the UK for professions or quasi-professions to introduce continuing professional development. The CPDA was an attempt to meet criticisms of managers in the pre-1992 universities that although a considerable number of ad-hoc and regional training courses took place, they were not coordinated, nor was any form of award or accreditation provided. Originally devised jointly with the Conference of University Administrators (the association to which many administrative staff in the pre-1992 universities were members, and which has since become the Association of University Administrators with the participation of many post-1992 universities) it consists of a programme of six short periods of study or modules covering twenty days over a three year period. Four modules are compulsory and cover the following topics: an introduction to higher education; planning and resource allocation; general management; and information technology. In addition two optional modules must be selected from the following: student administration; external relations; staffing and personnel management; financial management; the conduct of meetings; the changing structures of academic practice; estates and premises; and non-academic commercial activities. These modules are run primarily by university departments (both academic and administrative) and in one case by a private sector supplier, and all module presenters were chosen on the basis of competitive tendering. The award is made on the basis of attendance of the required number of modules and the completion of an examined project of 5-10,000 words on a topic set within the participant's own institution (and conducted with the support of an internal mentor) but examined externally.
- 3.17 However, despite strong initial support from some universities, the CPDA programme has not been successful, and numbers of applicants are falling to the point that the viability of the programme is now in question and a re-structuring is likely. Some of the problems that have occurred raise major issues which are taken into account by the recommendations for action made in Chapter Five, and have included:
- (a) Initial support from some universities has not materialised for reasons which include the availability of resources, existing institutional provision already

covering many of the programme topics, and the increasing difficulty of busy staff being released from their duties.

- (b) A particular problem has been recruitment from the post-1992 universities (the previous polytechnics and colleges) where only very small numbers have been attracted. Partly this represents real financial pressures and priorities in such institutions, and also a programme which has a rather traditional feel to it as it is based upon functional topics as opposed to the examination of processes such as the management of change. However, more significantly the absence of the concept of the professional administration in the post-1992 universities means that the conceptual basis of the idea of continued professional development is problematic.
- (c) Within those institutions who are participating problems have been experienced in the extent to which participants have obtained the support that was envisaged, and in particular the concept of mentoring does not appear to be widely understood.
- (d) From the perspective of individual administrators themselves the award fails to provide a qualification that is sufficiently recognised and that can lead to employment elsewhere. Thus in the UK there is a gradual trend for administrative staff to obtain recognised transportable qualifications such as a postgraduate degree at masters or diploma level or an MBA. If the CPDA award provided credit to such further qualifications then it might be much more attractive, but there are no plans for this at the moment.

3.18 In addition to running the CPDA, UCOSDA also undertakes the following activities for middle management staff:

- (a) It runs regular one-off short courses and conferences on specific topics of current interest.
- (b) It runs similar occasional short courses for heads of academic departments on subjects related to management and leadership within academic departments.
- (c) It provides advice for those universities running their own middle management training and development programmes (see Chapter 4 for an overview of some relevant issues in the identification of training and development needs).
- (d) It produces occasional publications and training materials of relevance to middle management training and also has a small library and resource centre which stocks selected training materials which member institutions can borrow for in-house use.

3.19 During the last decade British universities at various times have run programmes for senior managers and those at top level of middle managers. Courses took place both in the North and South of England, and consisted of a number of two or three day

seminars on designated topics being run over a period of two years. Both have now closed but plans exist to re-establish the one in the North.

Australia and New Zealand

- 3.20 A review in 1991 initiated jointly by Administrative Staff Conference of the Australian Vice-Chancellors Committee (AVCC) and the Australasian Institute of Tertiary Education Administrators (AITEA) identified general under-provision of management training and development within Australian higher education (Topley 1991), and a particular deficiency in three areas: academic management; the development of academic and career administrators for transition from middle to senior middle and senior management; and the induction of new junior administrators. At the time three national initiatives were arranged through the AVCC as follows:
- (a) Since 1985 the universities comprising the Administrative Staff Conference have funded the appointment of a national co-ordinator for staff development and training concerned mainly with administrative staff. This post acted as an information exchange; provided advice for individual institutions; and support in running two main courses: an administrative staff course, and a universities senior management programme.
 - (b) During the past two decades approximately 25 administrative staff courses have been held, usually annually, and directed by senior administrative staff of the university which hosts the course.
 - (c) Inaugurated in 1985, a universities senior management programme has been run on approximately an annual basis, and is aimed at senior managers such as vice-chancellors and their deputies, registrars, deans, and the deputies of these offices.
- 3.21 Following the 1991 review the AVCC has boosted the provision of management development, and the position of National Director: Staff Development and Training was created in 1992 reporting to the AVCC's Staff Development and Training Committee. Numerous activities are currently being planned to enhance provision, including: the delivery of national programmes; supporting universities and their staff development advisors and units; commissioning studies and programmes; and developing resource materials for training. Of particular interest for this study, is that a new programme for middle managers has been introduced entitled the 'AVCC Leadership Programme for Middle Managers'. The administrative staff course has also been retitled to provide a clearer focus of its role, and is now called the 'Australian Administrative Staff Course for Middle Managers' (AVCC Staff Development and Training Programme Newsletter September 1994).
- 3.22 A number of the concerns identified in Australia also apply to New Zealand, and indeed membership of AITEA is open to New Zealand university administrators. A short course for administrators has been held for some years under the auspices of the New Zealand Vice-Chancellors Committee, who have also recently inaugurated a senior management programme.

India

- 3.23 In India a central role in the development of administrative and management staff is played by the National Institute of Educational Planning and Administration (NIEPA), and in particular its Higher Education Branch. The main functions of the Institute include training, research, consultancy, and providing advisory services to Indian institutions. The Institute also organises programmes in collaboration with other countries, especially in the Asia-Pacific region as well as international organisations such as UNESCO, IIEP and UNDP. The Institute works in all sectors of the education service, although it runs a number of specialist programmes in higher education, including on planning and management of higher education colleges, academic staff colleges and universities. As part of its networking role, NIEPA maintains links with both the numerous staff colleges established in the last decade whose task it is to conduct training and development programmes for academic staff according to guidelines laid down by Universities Grants Commission, and also with the Indira Gandhi National Open University which has staff development responsibility for any university using distance education.
- 3.24 In addition to this central provision there is a wide variety of regional provision. For example, the Himachal Pradesh Institute of Public Administration in Simla has been used on occasion for administrative staff training in universities, as has the Administrative Staff College of India in Hyderabad. More recently, the Department of Foundations of Education (Jamia Millia Islamia) organised a management development programme for university administrators. However, the organisation of administrative staffing varies widely between Indian states, and in some cases the staff of state universities may be transferred not only between universities, but also to different parts of the education service, thus complicating training arrangements.

Africa

- 3.25 In Appendix One Tumwine describes in some detail the position concerning the training provision in African universities, and it is clear that middle management training exists in only a few institutions. Where it does responsibility primarily rests with the individual university, although in the case of Nigeria, the National Universities Commission does have an interest in staff development, and, if resources permit, appears interested in extending its limited support to institutions. In the past some steps were taken in encouraging such training particularly in Nigeria through the NUC, and this took two main forms: through donor supported training programmes (usually funded by the British Council) held either in Nigeria or in the UK, and by support to programmes on university administration run by the Obafemi Awolowo University, Ife. Although such programmes are reported still to exist, they appear to be running on a much more restricted basis than previously. In Ghana university administrations themselves have made little provision for such training, but some use has been made of organisations such as the Management Development and Productivity Institute (MDPI) in Accra, the Ghana Institute of Management and Public Administration (GIMPA) in Achimota, and the Institute for Educational Planning and Administration which is part of the University of Cape Coast. Elsewhere, the Association of African Universities is attempting to coordinate

provision where appropriate, and also to initiate new programmes, including a recent study programme on higher education management in Africa, and a series of senior university management workshops.

- 3.26 In Southern Africa little provision has been made for middle management training, and in the past it appears that staff have been expected to have many of the relevant skills on appointment and to acquire the rest whilst in post. Where such training has been provided, it has largely taken place at either general public sector management units or within the private sector, for example, at the Zimbabwe Institute of Public Administration and Management (ZIPAM), Speciss College Zimbabwe, and the Institute of Management Development (IDM) in Gaborone. However, a small number of institutions are reported as providing their own training, for example, the University of the Orange Free State which has a certificate programme for its own staff.

Canada

- 3.27 Whilst responsibility for administrative staff training and development in Canada is an institutional matter within the provincial system, a major role in general provision is played by two organisations in cooperation. The Canadian Association of University Business Officers (CAUBO) is a professional grouping of university administrative staff that runs a number of programmes in cooperation with the Centre for Higher Education Research and Development (CHERD) at the University of Manitoba. Details of these programmes are listed in the next section, but include a certificate programme in university management, the only one of its kind in Canada.

International Provision

- 3.28 The activities described above are designed for participants from within individual higher education systems, but in this section are listed programmes which recruit participants from both other in-country institutions and are also available to participants from other countries. The following programmes are divided in four categories for ease of reference:

- (a) Regular short courses
- (b) Certificate and diploma courses
- (c) Postgraduate masters degree courses
- (d) Award bearing courses taught by distance learning

The list of courses has been drawn up on the basis of library searches; requests for information from known training providers; from central agencies concerned with staff development; and from existing data bases. However, although every attempt has been made to make the list as comprehensive as possible at the time of writing it is inevitable that some programmes will have been omitted. As authors of this

report, the Commonwealth Higher Education Management Service propose to produce an updated list of programmes as amendments and additions are received by them).

(a) Short Courses

- 3.29 The following are all regular short courses organised by established providers, that is programmes that are usually organised on an on-going basis and for which attendance can be planned well in advance. They do not include occasional one-off programmes that may be organised on numerous special topics:

Britain

- Universities of Warwick and Oxford: a two week summer school on university administration.
- The British Council: two week courses on various aspects of university administration located at British universities with specialisms in the areas concerned.
- The University of Bath: occasional short courses on university finance and management.
- The University of Manchester: a three month course on university administration.

Australia

- 3.30
- University of Melbourne: two week summer school for academic leadership development.
 - University of New England, Armidale: twelve week international executive development programme for public sector managers.

Canada

- 3.31
- Inter-American Organization for Higher Education, Quebec: Institute of University Management and Leadership seminars.
 - University of Manitoba, Centre for Higher Education Research and Development: university management course (for academic managers), senior university administrators course (for university administrators), and other short courses.
 - Universite du Quebec Ecole Nationale D'Administration Publique: occasional short courses.

Africa

- 3.32
- Eastern and Southern African Management Initiative (ESAMI), Arusha, Tanzania: assorted short courses on public sector management topics.
 - University of Stellenbosch, South Africa: assorted short courses in particular on the management of academic affairs and the curriculum.
 - Ghana Institute of Management and Public Administration: ten week course on higher education administration.

Other Programmes

- 3.33 In addition to these Commonwealth activities a range programmes in other countries are offered to Commonwealth institutions. IIEP are currently running a number of sub-regional workshops on university management, but perhaps the best known programme are those available in the United States, and these include:

- Carnegie Mellon University: the College Management Programme
- Centre for Creative Leadership, North Carolina: assorted programmes
- Cornell University: annual Administrative Management Institute
- Harvard University School of Education: annual Institute for Educational Management and annual Management Development Programme
- Higher Education Resource Services: annual programmes for women in higher education at both Bryn Mawr College and Wellesley College.
- NACUBO (National Association of College and University Business Officers): college business institutes run in different parts of the United States

In addition several donors agencies outside the Commonwealth offer programmes; and NUFFIC (Netherlands Organisation for International Cooperation in Higher Education) has recently organised a number of seminars on management and administration in higher education in association with the University of Limburg in the Netherlands.

(b) Certificate and Diploma Courses

- 3.34 The following programmes are either exclusively concerned with higher education administration and management or else have such topics as an optional part of a more general education management curriculum:

- Anglia Polytechnic University, England: Certificate and Diploma in Education Management
- MacQuarie University, Australia: Certificate in Higher Education
- Massey University, New Zealand: Diploma in Business Studies with Endorsements in University Administration
- National Institute for Educational Planning and Administration, India: International Diploma on Educational Planning and Administration.
- Obafemi Owolowo University, Ife, Nigeria: Certificate and Diploma in Higher Education Administration
- University of Hong Kong: Certificate Course in Tertiary Educational Administration and Management.
- University of Keele, England: Diploma in Education Management and Diploma in Business Administration in Education Management (both part time)
- University of Manitoba, Canada, Centre for Higher Education Research and Development, Certificate Programme in University Management (in partnership with The Canadian Association of University Administrators)
- University of New England, Armidale, Australia: Graduate Diploma in Tertiary Education and Diploma (and Graduate Diploma) in Administrative Leadership

(c) *Postgraduate Masters Degrees in Higher Education Management*

3.35 The following programmes are either exclusively concerned with higher education administration and management or else have such topics as an optional part of a more general education management curriculum:

- Anglia Polytechnic University, England: MSc in Education Management
- Flinders University, Australia: MA in Educational Management
- Griffith University, Australia: MA in Higher Education
- Makerere University, Uganda: MA in Education Management
- Obafemi Owolowo University, Ife, Nigeria: MA and MEd in Higher Education Administration

- University of Greenwich, England: MA in Post-Compulsory Education and Training
- University of Keele, England: MA in Education Management and MBA in Education Management (both part time)
- University of London Institute of Education, England: MA in Higher and Professional Education
- University of Manchester, England: MEd in Educational Management and Administration
- University of Melbourne, Australia: MEd specialising in Higher Education
- University of New England, Australia: MEd Educational Administration specialising in Tertiary Education
- University of New South Wales, Australia: MA in Higher Education
- University of Surrey, England: MSc in Applied Professional Studies in Education and Training
- University of Toronto, Canada: MA and MEd in Higher Education
- University of Zimbabwe: MEd in Educational Administration

(d) Award Bearing Programmes Taught by Distance Learning

3.36 The following list has been drawn up on the basis of a computer search using the Open University International Centre for Distance Learning (ICDL) data base. In some cases only part of a full programme of study may be available by distance learning. Full details of the courses listed can be found in Appendix Two:

- Deakin University, Australia
- University of New England, Armidale, Australia
- University of South Australia
- University of Southern Queensland, Australia
- Ontario Institute for Studies in Education, Canada
- Open Learning Agency, Open University, Canada
- Indira Gandhi National Open University, India

- Massey University, New Zealand
- Allama Iqbal Open University, Pakistan
- University of South Africa
- University of London Institute of Education, England
- Open College, England
- Open University, England
- University of Sheffield, England
- Open University of Sri Lanka

3.37 In addition to these programmes, IIEP in Paris are in the process of designing written distance learning training materials on management in higher education. However, at the moment they do not currently lead to award bearing qualifications.

4 The Future Training and Development Needs of Middle Managers

- 4.1 In this Chapter two key issues are considered: first, what analysis - if any - has been undertaken in Commonwealth countries of the training needs of middle managers, both academic and administrative; and second, where this has not been done whether a framework can be developed to assist institutions and national systems to do it. This analysis will, in turn, lead to the discussion in the next Chapter of the extent to which any cooperative activities are required within the Commonwealth context. However, it is clear that although general training needs are similar in many Commonwealth countries, the way that such needs are met and the levels of productivity that are expected from administrative staff vary widely, and therefore the practical implications of meeting such needs through collaborative programmes requires very careful thought.

Existing Analyses of Training and Development Needs

- 4.2 In attempting to collect information on the extent to which such an analysis of training needs has been undertaken, letters were sent to all university grants committees or vice-chancellors committees within the Commonwealth. In general from those replies that were received not only was the level of training provided low (as described in Chapter 3) but little formal analysis has been completed of training needs. In a sense this is unsurprising, since if an activity does not take place, institutions are scarcely likely to undertake an analysis of what is required from it.
- 4.3 Within Africa, Tumwine concludes in Appendix One that although the desirability of management training was identified by almost all respondents there has been little analysis of what form it should take. The evidence that was collected suggested the following:
- (a) That the provision for more junior middle management staff (administrative officers and assistant registrars etc) should emphasise basic skills acquisition in a practical way, with respondents suggesting training delivered in a series of 2-4 week workshops.
 - (b) For mainstream middle managers (senior assistant registrars) broadly based management skills were felt to be required by many universities, with staff needing to be taught principles of management as well as a range of skills. Longer terms of training of up to 10 weeks were suggested by some respondents.
 - (c) More senior middle managers (principal assistant registrars and deputy registrars) were felt by respondents to need general management training including personnel management, financial management, planning, human and organisational behaviour. Many universities in Africa who responded to the request for information felt that senior middle managers, particularly at deputy registrar level should have a masters degree, both for the direct benefit obtained from the course of study leading to the qualification, and also

because of the parity of status that it would provide with academic staff. Because of this opinion there is a strong view that training which provides award bearing qualifications is strongly valued amongst administrators.

- 4.4 In operational terms it was suggested by a number of African respondents that training can be conceived and organised for three main groups: the more junior to middle level administrative staff; the middle level to senior administrative staff (including registrars); and a third group outside the remit of this study for vice-chancellors, their deputies, and those holding similar offices. For more detail of this discussion see Appendix One.
- 4.5 In Southern Africa no detailed analysis of management training needs appears to have been undertaken, although the Committee of University Principals supports its expansion. In the view of at least one university from whom information was obtained, the availability of a qualification would assist in establishing the acceptability of training and encourage participation. Such a qualification might be associated with a system for the accumulation of credit for related activities undertaken both within universities and also externally.
- 4.6 In Hong Kong considerable interest has been expressed in management development for administrative staff, although no institution has conducted a systematic training needs analysis. Several institutions voiced the opinion that such needs would be almost identical to those of other developed country institutions, although additional issues only of relevance to Hong Kong may also be required. Several institutions from Hong Kong send participants on international courses, and most institutions are anxious to expose their citizen staff to management practice in other countries. Nonetheless an expansion of domestically organised short courses was felt to be desirable using international speakers, perhaps run on a cooperative basis. Such courses should support and not conflict with the new certificate course listed in Chapter 3. It was felt that such courses should be international in outlook, and not solely based on British practice. No clear indication was provided on the need for award bearing postgraduate courses for middle managers, either at the level of diploma or masters degrees. On the one hand the view was expressed that the demand amongst individual administrators for such a programme would be high; on the other hand, several other institutions observed that the time involved would be a deterrent for institutions providing support for participants in the form of time off for study. The possibility of undertaking such a course by distance learning was raised, but no clear indication of demand is available.
- 4.7 It is in Australia and Britain where most attention appears to have been paid to analysing training needs, and the influence of the two central agencies that are both part of the respective committees of vice-chancellors can be no coincidence. In Australia, the identification of administrative staff training needs has been given impetus by the existence of a variety of federal government initiatives to encourage training, including placing legal obligations on universities as employers to provide training at work. As part of a review of administrative staff training (Topley 1991) the AVCC and the AITEA undertook a survey of institutional provision and priorities, as a result of which a three level strategy of provision has been introduced: at

institutional, regional, and national levels. Under this system individual universities have prime responsibility as employers for the organisation and funding of training; regional collaboration between institutions ensures that a range of provision can be met, whilst at the national level the AVCC Staff Development and Training Programme provides coordination, facilitation and advisory services. However, even within this context, there is a dearth of formal award bearing programmes aimed specifically at university managers.

- 4.8 However, it is in Britain where the most extensive discussion of the training and development needs of both academic and administrative middle managers has taken place, although no formal nationally based training needs analysis has taken place. Initiated by various discussion documents produced by UCOSDA, attention has been drawn to various aspects of management development: including the possibility of a national framework on preparation for academic leadership (UCOSDA 1994a); the need for continuing professional development for all university staff (UCOSDA 1994b); the extent to which an external framework for national vocational qualifications are appropriate for use within the university context (UCOSDA 1995a); and specific proposals for the training and development of university administrators (Guildford 1995). These last proposals are set out in a briefing paper which provides a useful summary of the development of administrator and middle management training within Britain, and is attached to this volume of this report as Annexe A.
- 4.9 In Britain, some information on the profile of university administrators as a professional group is available following a survey in 1994 conducted by the Association of University Administrators, an association to which over 3000 British university administrators belong (AUA Newslink 1995). On the basis of more than 1500 replies (a 49.5% response rate) it is clear that there is a relatively high proportion of new recruits within the sector: 20% of respondents had been university administrators for less than three years; 41% for less than five years; and 63% for less than ten years. So far as qualifications were concerned, 73% held a first degree, 26% a professional qualification, and a further 26% a masters degree, and MBA or a PhD. In addition 24% of respondents were members of a professional body.
- 4.10 The same survey asked respondents about their training requirements and how they might be met. Universities' attitude to training were felt to be supportive by 90% of respondents, and some type of training course had been attended by 25%, although the majority of training activities were undertaken in-house. When asked to identify future training requirements, the majority of respondents felt that many could be met within their own institutions, but the following list of topics was identified by more than 100 respondents:
- (a) Strategic issues: including the funding of higher education, patterns of higher education, general knowledge of higher education, structure of higher education.
 - (b) Specialist and managerial issues: finance, academic audit, chairing meetings, counselling, decision making, team building, information technology

awareness, leadership, quality assurance, stress management, staff supervision.

- (c) Skills: interviewing, interpersonal skills, meetings, presentational skills, problem solving, report writing, time management.

4.11 The results of this study tends to support the recommendations made by UCOSDA that provision should be planned in an integrated way at several levels, and, although similar to the framework proposed in Australia, the British approach has more levels to it:

- (a) Individual level: where the particular needs of individuals should be planned in the light of institutional requirements and the forms of provision.
- (b) Unit or departmental level: where basic managerial skills development should occur.
- (c) Institutional level: where mainstream provision should be made and departmental practice coordinated.
- (d) Regional level: where programmes organised by consortia of universities might form the appropriate focus for the management development needs of unit managers and team leaders.
- (e) National and system wide levels: where more specialist programmes and those for the most senior managers might be organised.
- (f) International and cross-sector levels: designed to provide different and comparative experience. Although it is recognised that some opportunities currently exist, they are available only to a few staff and might usefully be extended. International programmes with the British context would be primarily directed at European experiences.

4.12 Interestingly these recommendations did not include provision for further professional or academic qualifications and this is being considered separately, and in Britain both UCOSDA and AUA are currently reviewing whether a framework for professional and academic qualifications is required. One possibility being considered is using a credit based system whereby participation on validated in-house courses could lead to a ladder of awards including a certificate in university administration and eventually to a masters qualification. It could also be possible to accredit prior learning for those who had worked in higher education for some time. As is clear from the list of postgraduate programmes in education management in Britain the likely demand for such activities can be met from within the system, and if any additional demand existed it is possible that a number of new suppliers would provide programmes within the competitive market for such activities that exists within the British higher education system.

- 4.13 Perhaps the most detailed attempt at defining training needs within a coherent framework has been attempted by UCOSDA in applying the needs of administrative staff to the British national vocational qualifications framework. Using a model based upon defining competencies, they have produced a consultative document which defines eight key functional areas associated with administrative performance, and associated with each are the competencies that apply to each area. These are reproduced in full in Annexe B in this volume of this report, but in summary are as follows:
- (a) To manage specific services which support the institution's administrative and academic processes.
 - (b) To co-ordinate and manage the effective use of physical resources.
 - (c) To support the delivery and enhancement of the institution's admissions, teaching, assessment and validation processes.
 - (d) To enable the institution to manage effectively its financial resources.
 - (e) To generate income to the institution by marketing and co-ordinating the delivery of services/resources.
 - (f) To determine, develop and provide services which enhance the personal academic and career development of students.
 - (g) To provide training/learning opportunities to groups and individuals.
 - (h) To provide a personnel service to staff of the institution.
- 4.14 Outside the Commonwealth there is also little evidence that the training needs of middle-managers has been seriously considered. For example, in describing the position in the United States, McDade (1987) reports that professional development for middle level administrators is in the same "disorganised state as that of senior level executives". She goes on to note that research on the roles of middle level administrators has been minimal, and that this lack of clarity has inhibited the development of professional development programmes. However, in research which attempts to rectify partially this lack of data, McDade surveyed a sample of academic administrators on their perception of needs and identified the following in rank order: speaking publicly; delegating; working with boards; planning; acquiring resources; working with governments; time management; financial management and control; developing support; analysing data; conducting meetings; cultivating constituency support; negotiating and resolving conflict; motivating personnel; framing programmes and policies; measuring and evaluating programmes; and establishing market strategies. Clearly such a list needs to be seen within the context of North American institutions, although many items will be recognisable within many Commonwealth universities.

Frameworks For Considering Future Training and Development Needs

- 4.15 It is clear from the above that no comprehensive analysis of middle management training and development needs has been undertaken within Commonwealth higher education systems, and this might usefully be undertaken as part of the series of measures suggested in the next Chapter. Such a needs analysis could also be helpful in determining the extent to which shared needs exist across different types of institutions and different countries. Traditional approaches to determining training needs have emphasised the identification of institutional requirements of knowledge and skills, and have attempted to determine the 'gap' between such requirements and the abilities of individual members of staff. Clearly such an exercise becomes much more complex when undertaken for a whole occupational group (for example university admission officers), and the more diverse the group the more difficult such an analysis is likely to be. In North America, McDade (1987) has also noted the complexities caused to the provision of training and professional development by the diversity of career paths into higher education management that are increasingly to be found in developed country systems.
- 4.16 As Hirst and Rodwell (1986) have suggested, such an analysis is particularly helpful in determining the priorities to be given to training and development when the needs of staff are diverse and heterogenous. In attempting to undertake such an analysis for school administrators, they developed the so-called 'Modified Quadrant Assessment Method' originally devised at the University of Alberta, Canada. For all aspects of administration and management this method involves identifying both the importance attached to particular tasks, and also the extent to which they are performed effectively in practice. This allows a two dimensional matrix to be drawn, with items identified as having both high importance and poor performance being regarded as a high priority for training. The appropriateness of such an approach for university administration could usefully be tested.
- 4.17 Any attempt to undertake an analysis of this kind would, of course, have to take into account existing attempts to define needs, whether based on individual perceptions of need or on models of occupational and professional competencies that are being introduced more generally in countries such as Australia and Britain (see paragraph 4.13 and Annexe B). However, an important omission in much of such thinking, is a lack of attention to the broader conceptual and intellectual requirements of development as opposed to the narrower demands of management training. Much current institutional thinking is focused on the acquisition of job related technical skills, and whilst this is important it runs the risk of ignoring crucial conceptual thinking skills which may be required in the longer term, for example, skills in planning, problem solving, policy formation, and so on.
- 4.18 Numerous approaches exist within the management literature to the classification of such broader intellectual and developmental abilities, particularly in relation to the management of change. Within management generally Morgan (1988) has identified nine general competencies crucial to both senior executives and middle managers. In his own words they are: reading the environment; managing proactively; leadership and vision; human resource management; promoting creativity, learning and

innovation; skills of remote management, that is managing those with whom regular contact may be unusual; using information technology as a transformative force; managing complexity; and broadening contextual competencies. Similarly Cunnington and Trevor-Roberts (1986) have identified five clusters of such competencies worded slightly more prosaically: the ability to manage and relate to people; the ability to get things done; the ability to see the big picture; the ability to think clearly; and personal maturity. In attempting to apply these concepts directly to higher education, Zuber-Skeritt (1990) has emphasised that this is difficult to achieve through conventional skills based training; rather broader strategies are required which attempt to integrate both intellectual and applied activities, perhaps through approaches such as action learning.

- 4.19 It is, of course, precisely in such areas that appropriately designed postgraduate programmes can make a major contribution to performance, and the absence of any real attention to them in relation to the needs of middle managers in current institutional thinking suggests an over-reliance on short term training at the possible expense of long term development. At a different level this issue, of course, more broadly reflects private and public sector discussions on the desirability of MBAs as a form of management development, and the nature of postgraduate education that they represent, with advocates arguing that they provide valuable general programmes and critics drawing attention to the dangers of over-simplification and the lack of a disciplinary rigour.
- 4.20 In summary, it is clear that considerable further work is required in the identification and clarification of training needs of all kinds for university middle managers. On the basis of the above, Table 2 is suggested as a guide to the main steps that such an analysis should consider. The Table identifies seven steps which should be seen conceptually as a sequence which must be addressed by institutions in order, although in practice any particular training activity may involve a number of steps at the same time. Thus in planning training and development, and in trying to determine both institutional and individual needs, stage 1 provides a basis for stage 2 and therefore needs to be considered by universities before it, and so on.

Table 2: A Seven Stage Framework For Identifying Institutional Training and Development Needs

1	The formulation of relevant institutional policy
2	The analysis and provision of induction and introductory training
3	The identification and acquisition of core job-related knowledge and skills
4	The identification and acquisition of core team-working knowledge and skills
5	The identification and acquisition of broader conceptual, problem solving and 'future-focused' competencies
6	The identification and acquisition of comparative approaches to management, both within higher education (nationally and internationally) and with other private and public sector organisations
7	Understanding, undertaking and achieving institutional change

4.21 In brief, each step involves the following:

- (a) **The Formulation of Institutional Policy:** It is clear that many universities need to think much more rigorously about the roles they expect middle level managers to play and the decision making systems which they are part of. In addition, human resource management policies need to be introduced which are consistent with the requirement for the sustained achievement of high quality performance. Without clarity in the conception and implementation of such policies, the subsequent execution of effective training and development is extremely difficult.
- (b) **The Analysis and Provision of Induction and Introductory Training:** A significant weakness reported by a number of sources is that in many universities little or no basic training is provided at induction or introductory stages. Without such activities the foundations for providing more broadly based training are weakened, and a culture which takes training and development seriously may not have a chance to grow.
- (c) **The Analysis and Acquisition of Core Job-Related Knowledge and Skills:** It is at this level that most existing consideration of training needs as reported above takes place. Although valuable the activities which could be described under this heading, must be seen in the broader context as outlined in the whole framework.
- (d) **The Analysis and Acquisition of Core Team-Working Knowledge and Skills:** Few universities appear to make systematic provision for developing team-working knowledge and skills, but effective performance frequently depends upon harnessing the energies of all members of a group or department. Partly this may be because of the individualistic nature of much university activity, but any detailed analysis of university management and administration is likely to reveal considerable needs in this area.
- (e) **The Identification and Acquisition of Broader Conceptual, Problem Solving and 'Future-Focused' Competencies:** As noted above the acquisition of such competencies is designed to enable managers to know why something needs to be done, and to assist in coherent policy formulation. As such they are different from, but must be based upon, the core knowledge and skills (c and d), which are primarily concerned with being able to perform effectively within a defined context. Such competencies may be obtained in a variety of ways, from appropriate postgraduate programmes through to a variety of forms of experiential and action learning.
- (f) **The Identification and Acquisition of Comparative Approaches to Management:** One of the advantages frequently cited of attending courses and conferences outside of the employing institution, is that participants obtain the benefits of being able to experience different forms of management. Most usually such benefits are claimed for international visits of developing country managers to developed country programmes, often donor funded, but other

variants of this process include undertaking activities with other institutions within a single higher education system, and also private and public sector organisations. Although potentially of great value such activities are not without problems: inexperienced participants may often not be adequately prepared to enable them to get the full benefit from such visits; and conversely experienced participants may often find international programmes which are of an inappropriate standard and do not meet their needs. Perhaps the central point here is that because of obvious resources constraints such opportunities need to be planned more seriously, and for many managers comparative activities need to be undertaken once the forms of knowledge and skill identified in the paragraphs above have been obtained and not as an alternative to them.

- (g) **Understanding, Undertaking and Achieving Institutional Change:** For many universities the ultimate aim of much training and development is helping its staff to understand and then undertake and then achieve change, whether restricted to a single administrative process or a major change across the whole institution. Thus any framework for identifying training and development needs must include a focus on institutional change, and indeed in the long term a key factor in the evaluation of training and development will be the contribution it makes to such change.

5 Possible Collaborative Activities in Middle Management Training and Development

5.1 In this Chapter an outline plan based upon possible collaborative activities is provided for addressing the issues identified above. As in the rest of the report, the focus is on Commonwealth initiatives but in practice there may be considerable merit in extending such collaboration beyond Commonwealth boundaries. The following plan is based upon the need to bring together two sets of factors that have already been identified:

- (a) Implementing the framework for identifying training and development needs outlined in paragraphs 4.20 and 4.21.
- (b) Meeting the pre-conditions that were identified in paragraph 2.20 as being necessary if middle management training and development is to be implemented effectively.

In the following plan, proposals for action are made under each of the items in the training and development needs framework, and against each item relevant pre-conditions are identified.

The Formulation of Institutional Policy on Training and Development

5.2 Three previously identified pre-conditions are relevant to this need: the requirement for continued support and leadership from senior staff and institutional heads, including the commitment of appropriate resources; coherent staff development policies consistent with broader human resource management practice; and a heightened concern for institutional and individual performance. In order for these to be achieved four general needs can be identified, and others may exist within particular systems:

- (a) Advice and support to institutional heads on the organisation and operation of effective training and development systems. Such support might need to take the form of both specialist regional workshops, and also advice and consultancy in-house on the design and operation of schemes. This advice should be available from experienced specialists from a number of different higher education systems, in order to reflect the wide diversity of approaches that are available.
- (b) Advice and support within institutions for those directly responsible for both the operation of training and development (where it takes place) and, more broadly, for human resource management. Where no training and development activities take place, it may be necessary to provide specialist assistance for newly appointed officers.
- (c) In those higher education systems where staffing issues are still closely monitored or controlled by the state, it may be necessary to provide support

to ministries of education, university grants commissions or similar bodies to enable them to review both their training and development and human resource management policies. Depending upon circumstances this could be organised on a regional basis, or for individual ministries in the form of short term consultancies. Assistance may also be required in order to consider major organisational issues such as the balance between institutional and central responsibilities for training and development, and the desirability of central initiatives, whether in the form of a specialist advisory agency or a staff training college or institute.

- (d) If the pre-conditions concerning leadership and a heightened concern for enhancing performance are to be addressed there is a clear need for further institutional support in at least two key areas: the general improvement of university management and leadership; and the introduction of quality assurance and monitoring systems. Such a need might be met by a combination of regional meetings, policy oriented workshops for education ministries, and support and advice within individual universities.

The Provision of Induction Training, and Core Job-Related and Team-Working Knowledge and Skills

- 5.3 All three of these areas identified in the needs analysis framework raise similar issues and are therefore considered together. They represent the crucial institutional requirements for training which must underpin any more broadly based development programme. Although a number of general needs have previously been identified for both academic and non-academic groups of middle managers, it has been suggested in the last Chapter that many institutions will find it valuable to undertake a more detailed training and development needs analysis in order to design in-house programmes. Where homogeneity exists within a higher education system, such an analysis could, perhaps, be undertaken at a national level with small subsequent adaptations made in-house. Support for such an activity could be provided by the type of experienced group of specialists from various countries suggested in paragraph 5.2(a).
- 5.4 A pre-condition identified in paragraph 2.20 is that in order to be credible training and development activities must be of high quality, both in terms of the teaching and learning provided and the overall organisation. It follows that once needs have been identified two main issues will arise: support for those staff who will undertake such training (the so-called 'training of trainers' issue); and the provision of training material to support in-house activities. Within a context where resources are likely to be scarce it is important that almost all such training is provided within country (or within regions so far as small higher education systems are concerned), and wherever possible within institutions, although there may be some sharing of trainers and individual specialists.
- 5.5 So far as the 'training of trainers' issue is concerned, it is crucial that based appropriate staff are in post at the outset, and are credible to those that they are

expected to train (a further pre-condition identified in paragraph 2.20). The competencies required by such trainers are considerable, and they will need: to be experienced academics or managers; to be effective teachers and presenters of training; to possess good human relations skills; to be capable of providing support and assistance to staff on a one-to-one basis and in some cases counselling those who have performance problems; and also to be sound and reliable organisers. In many institutions the availability of such staff will be severely restricted, and it may be important to ensure that their responsibilities as trainers do not become incompatible with other duties that they may have.

- 5.6 Support for such trainers is usually provided in a number of ways, ranging from short courses through to award bearing diploma or postgraduate programmes on training management. The precise needs of trainers will have to be determined by each university depending upon the skills and competencies of those who fulfil the role, but it is likely that the most generally appropriate method of support will be through specialist workshops held on a regional or sub-regional basis. A typical length might be approximately two weeks and would cover such topics as: designing training activities; presenting sessions; using training materials; facilitating small group and one-to-one learning; evaluating training; and so on. Initially such training will probably need to be provided by the same group of experienced specialists suggested above, but in the longer term it will be important that national and regional groups of trainers are formed, and that mutual support is undertaken in this way.
- 5.7 Although such trainers should be able to design and produce training materials, it is clear that considerable benefits can be achieved if existing materials can be used and if additional ones can be produced on a shared and cooperative basis. These advantages are particularly apparent for training in core management skills, where similar needs are likely to exist in relatively homogenous forms in a wide range of institutions. Such materials can be of many different kinds and involve different sets of media, but in developing country universities in the medium term it is most likely that such materials will continue to be in print form, and will usually fall into three main types:
- (a) Articles, reports, or papers on a topic which require trainees to take no particular action after reading them. This is the form of material most familiar to higher education, and is typified by structured forms of learning and presentation, for example by the production of conference papers.
 - (b) Written materials which require trainees to undertake some activity after having read them, either on their own or as part of a group. Examples might include case studies, tests, questionnaires, in-basket exercises, and so on. Training in many core administrative skills requires a much more participative form of activity than in (a), and such materials are designed to support this.
 - (c) Distance learning or open learning materials. Although these two are technically different types of approach they can be grouped together for this purpose. However, they are of limited availability in higher education at the moment, although it is likely that their use will increase. Indeed IIEP are

soon about to start a trial of pilot distance learning materials on university management.

- 5.8 The use of existing training material does, of course, bring with it the dangers of inappropriate items being used in terms of both relevance and cultural suitability. However, despite this risk there are clear advantages for both using existing material more widely, and also for creating new material in a cooperative way. The copyright implications of the use of existing resources would have to be investigated, but if this problem can be resolved, it is likely that for relatively little effort a significant resource could be made available for widespread use.

The Acquisition of Broader Conceptual, Problem Solving and 'Future-Focused' Competencies

- 5.9 A detailed training and development needs analysis is likely to show that the action suggested above would, in general, apply to both academic and administrative middle managers, although with obvious differences in the content of programmes. However, in terms of what might be called 'future-focused' competencies, clear differences are likely to emerge in how such requirements apply to the two groups. So far as academic middle managers are concerned, the postgraduate study and research that most will have undertaken together with their previous experience will have partly equipped many with some conceptual and problem solving skills, although the extent of this will probably depend on the academic discipline concerned. Thus although academic middle managers may need to update themselves in relation to specific management related competencies, in general they are unlikely to require sustained and extensive support in this regard. Thus their needs are most likely to be met through a combination of short programmes and seminars, which involve both an analysis of appropriate higher education policy and also developmental activities such as action learning and other experiential strategies.
- 5.10 For most non-academic middle managers in developing country universities the position is different, and few will have postgraduate qualifications or have been encouraged to both develop and practice the kind of critical thinking that is increasing required of managers in all organisations. However, this potential need clearly raises the issue of the future role of administrators, and as noted in Chapter 2 many universities will have to clarify the roles they expect administrators to play in management and decision making. However, the assumption made here is that if middle managers are to be fully effective in their roles, and certainly if they are to be prepared effectively for senior positions, then an awareness of 'future-focused' competencies will become ever more important.
- 5.11 Although the activities suggested above for academic middle managers would be helpful for non-academics, there appears to be in some Commonwealth countries a considerable demand for a more sustained form of activity leading to an award bearing postgraduate qualification, either at diploma or masters level. In this context the possibility of a Commonwealth wide programme needs to be considered whereby existing resources would be shared in designing a programme that might be operated

in a number of Commonwealth countries. The feasibility of such a programme is considered in paragraph 5.14 below.

The Identification of Comparative Approaches to Management

- 5.12 In addition to the above there remains the need in many countries for middle managers to gain experience of other higher education institutions and systems. Although valuable comparative analysis can be done within country both between universities and also with other public and private employers, international comparisons remain crucial. There is, however, little that is new that can be recommended here in terms of methods of gaining such experience, although it is possible that within a more professional approach to the organisation of staff development the value of such visits can be enhanced. The point to emphasise, however, is that such visits are not and cannot be a substitute for the forms of training and development identified above. Rather they provide the basis for informed comparative approaches to management to take place.

Understanding, Undertaking and Achieving Institutional Change

- 5.13 The programme outlined above should in the longer term make a significant contribution to assisting in the process of managing institutional change, but in the short term further impetus could be provided by a group of specialist experts providing both seminars and direct assistance to institutions of higher education, ministries of education, and associated bodies on the processes required to management change. This group of experts would be different from the training and development group suggested earlier, and would consist of experienced institutional managers from a variety of Commonwealth countries.

A Postgraduate Programme on Institutional Management in Higher Education

- 5.14 In paragraph 5.11 the idea of a collaborative Commonwealth postgraduate programme to support institutional management was identified, and is considered further in this section. As is reported in Chapter 3 several such programmes exist in a small number of Commonwealth countries, and any international initiative should exist to support local initiatives rather than compete with them, and would allow national programmes to be set in a broader international context. There are three questions that need to be asked about such a programme: is it necessary? what kind of qualification might it be? and how should it be organised?

Is a Award Bearing Postgraduate Qualification in University Management Necessary?

- 5.15 Although it is likely that the needs of developed country universities could be met through those programmes that exist currently, with the decline of donor funding it

is clear that is no longer feasible, or perhaps desirable, for significant numbers of developing country administrators to obtain qualifications by enrolling in such programmes. Instead what may be required is the development of a postgraduate programme which can cater for large numbers of participants at the lowest possible cost.

- 5.16 The reasons for considering such a qualification vary in different parts of the Commonwealth, but as suggested by universities and individuals providing information for this study they include:
- (a) That such a qualification provides a method of undertaking a more coordinated approach to management development than would normally be the case. Moreover a masters degree could incorporate study of many of the 'future-focused' competencies identified above, although this would probably be less true for a diploma programme.
 - (b) In some countries the possession of a masters degree provides parity of esteem with academic staff and therefore helps to legitimise university management. This appears to be an important reason for the support for such a degree in African universities, as identified in Appendix 1.
 - (c) In some countries the possession of a masters degree might assist staff in obtaining promotion and other additional rewards, and therefore would have a significant motivational influence.
 - (d) Universities recognise and understand forms of education and development which result in qualifications, but, as this report demonstrates, are inexperienced in recognising the benefits of more experiential and developmental forms of activity. It therefore seems appropriate to use forms of education and training which is understood by the university 'culture'.
 - (e) In developed countries many other professions and para-professions are introducing professional development programmes which increasingly lead to a recognised postgraduate qualification, often obtained through some system of credit transfer. There is no obvious reason why this should not also apply to universities.
- 5.17 The arguments against the introduction of such programmes made by universities in providing information for this study include:
- (a) It can be argued that such a qualification represents a further step towards what in some countries has been called the 'diploma disease', that is the trend to focus on the award bearing implications of training and development rather than concentrating on the practical implications of improving management.
 - (b) That the amount of time required for staff to undertake such qualifications is considerable, and some universities made it clear that staff would be expected to work largely in their own time for such a qualification.

- (c) That the cost in enrolment fees for such courses in many countries would represent very considerable barriers to participation unless donor support could be obtained.
- (d) In developed countries there is some evidence that although increasing numbers of administrators are enrolling on masters degrees, the requirement is not for specific programmes (for example, in university management) but rather for more general programmes such as MBAs. Demand appears to be for so-called 'portable' qualifications that have credibility in other organisations, and which will allow administrators to change jobs outside the education sector. However, the opposite problem occurs in most developing country universities, where there is a major need to retain staff, and therefore a subject specific qualification may have much more appeal.

5.18 On balance there appears to be enough evidence of strong demand for a postgraduate programme, that the proposal for a collaborative Commonwealth initiative should be pursued and investigated further.

What Kind of Qualification Might It Be?

5.19 So far as the nature and level of the qualification is concerned, there appears to be three main choices: a specialist postgraduate diploma in institutional management in higher education, a specialist masters degree with the same title, and an MBA (Masters in Business Administration). The main issues associated with each are as follows:

A Specialist Postgraduate Diploma

5.20 A postgraduate diploma is typically less demanding than a masters degree, and can usually be obtained on the basis of a shorter period of study. It may be less academic in character, and in particular often excludes a lengthy dissertation which will typically form part of the assessment requirements for a masters within Commonwealth universities. The advantages claimed for a postgraduate diploma in institutional management in higher education are in general:

- (a) It may be appropriate for and more accessible to a larger number of university administrators than a masters course.
- (b) The shorter time needed to complete it may represent an operational advantage.
- (c) Typically a diploma course may find it easier to incorporate a higher level of practical work based activity than a masters degree which has a more academic focus.

5.21 The disadvantages claimed for such a diploma course are:

- (a) That in practice it has lower institutional 'status' than a masters, and therefore would not lead to the benefits of parity of esteem with academic staff and enhanced promotion and reward prospects noted in paragraph 5.13.
- (b) That potential applicants appear to value a masters more than an diploma.
- (c) That it is difficult to incorporate adequate consideration of the 'future-focused' competencies into such a diploma, and that therefore one of the large potential benefits of a postgraduate qualification may not be met.

A Specialist Masters Degree

5.22 A masters degree will usually require a minimum of two years part time study, include some research component, and often require applicants to have a first degree of an acceptable standard. The advantages claimed for a masters in institutional management in higher education are in general:

- (a) That the needs for parity of esteem with academic staff, and the opportunities for promotion and reward can be addressed.
- (b) That masters programmes can offer a sound basis for integrating consideration of both current work based issues and the development of 'future-focused' competencies.

The possible disadvantages associated with such a masters degree are the opposite of the advantages of a diploma as stated in paragraph 5.17.

5.23 The specialist nature of such a qualification means that the following are likely to be the core of a programme and to be studied in some detail: national education policy (of the country concerned); national higher education policy and history (of the country concerned); comparative higher education management; the management of innovation and change; evaluation of quality in all aspects of higher education; human resource management (both within higher education, and within the context of the country concerned); the financing of higher education, including issues associated with student financing; financial management and resource allocation; and planning. In addition there are numerous other areas that may form options, such as: managing student administration; information technology; managing academic affairs; income generation and entrepreneurship; and so on.

MBA (Masters in Business Administration)

5.24 Originally conceived as a general management programme, MBAs can now be found in a number of forms including company based programmes. However, more typically they provide a general overview of issues such as: accounting; marketing; organisational behaviour; general management; human resource management; financial management; and so on. The advantages associated with such a qualification are:

- (a) That MBAs exist in a variety of forms (full time, part time, distance learning, etc) and therefore such a programme could be more easily made available than either a specialist diploma or masters course.
- (b) That it might be popular with participants who were seeking a 'portable' qualification for employment with another institution outside the education sector.

5.25 The corresponding disadvantages are:

- (a) That the lack of a specific focus on higher education management might mean that the benefits for developing country universities were less than with either of the two specialist alternatives.
- (b) That for many developing country universities such a 'portable' qualification would have the unintended effect of increasing staff turnover, when they are trying to achieve exactly the opposite. What is required in such circumstances is a qualification which is not easily 'portable'.

5.26 Of the three options, on balance it appears that a specialised masters degree rather than a postgraduate diploma or MBA is more likely to bring the benefits sought by many Commonwealth institutions. However a detailed feasibility study will need to be undertaken in order to confirm this finding. If demand and resources permitted, it might be possible to provide a linked diploma and masters programme which shared part of the first year curriculum, and whereby participants could move from the diploma to the masters on successful completion.

5.27 The other main issue relevant to such a qualification is the extent to which credit transfer and the accreditation of prior learning can become part of the award. In principle it is desirable that this should be attempted if possible, but in practice doing this on a Commonwealth wide basis might be extremely difficult. An investigation into the possibility of this should form part of the feasibility study.

How Could Such a Course Be Organised?

5.28 It is most likely that such a programme could be most easily taught on a distance learning basis, perhaps partly using existing materials that are available in several Commonwealth countries (see Appendix 2). Distance learning is an increasingly common form of delivery in management education, and numerous initiatives have been established in various Commonwealth countries. Accordingly, there is a wide range of experience and literature to draw upon.

5.29 The details of course organisation need to be considered in detail as part of a feasibility study, and some of the issues to be addressed include:

- (a) Which institutions might be involved in supporting such a programme? The Commonwealth of Learning is an obvious source for guidance and support,

but individual universities currently offering postgraduate programmes in higher education might be interested in adapting their materials on either an individual or collaborative basis.

- (b) Numerous issues exist concerning the delivery of such a programme and its accreditation, but similar concerns have to be addressed as part of any international distance learning programme, and there is considerable experience to draw upon.
- (c) In order to be made as widely available to developing country participants tuition and examination fees would have to be kept as low as possible, and thus donor funding would need to be sought both for the development of the programme and its materials, but also to cover operating costs. The possibility of such funding should also form part of the feasibility study.

Action

- 5.30 This Chapter has made a number of proposals for action to encourage and stimulate middle management training and development. Originally it had been hoped that such proposals would have been discussed at a workshop of specialist training providers and other relevant bodies, but unfortunately funds were not available for this purpose (see paragraph 1.3). However such a meeting is now clearly necessary in order to:
 - (a) Discuss this report, and to consider its recommendations.
 - (b) To identify priorities for action.
 - (c) To consider how its proposals might be funded.
 - (d) If felt appropriate, to consider how a feasibility study of the proposed postgraduate programme might be undertaken.
- 5.31 It is therefore proposed that a donor be found to host a meeting for this purpose, to take place as soon as possible in 1996. Those invited to such a meeting should include: representatives from the main Commonwealth countries (for example, from national university commissions or vice-chancellors committees); from a small number of training providers; and from associated bodies, including UNESCO, IIEP, CHEMS, and the AAU.

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Annexe A:

**Guildford P, 1995, Training and Development
for University Administrators: A Position/Discussion
Paper, Universities and Colleges Staff Development
Agency, Sheffield, England**

UCoSDA Briefing Paper Sixteen
March, 1995

**Training and Development for University
Administrators: A Position/Discussion Paper**
by Peter Guildford, Assistant Director, UCoSDA

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Introduction

This paper has been prepared following two meetings of senior administrators and staff development officers on 18th October, 1994, and 19th January, 1995. These meetings were called by the Universities' and Colleges' Staff Development Agency (UCoSDA) in response to perceived changes in training needs and provision for university administrators at local, regional and national levels. It should be noted that the emphasis in university administrative staff development has been on courses provision. This Paper focuses therefore on courses, but it is acknowledged that other forms of professional development need also to be incorporated into future developments. The basic pattern of current courses has been in existence since the 1970s and, although many continue to recruit successfully, the viability of others is in doubt. Moreover, the level of participation by administrators in the post-1992 universities has been disappointing.

In the light of these developments this paper addresses some of the issues involved and makes some suggestions for future action. It is intended as an interim paper to generate further debate.

Historical development

Training provision for university administrators in the pre-1992 universities developed over a number of years under the aegis of the CVCP, CRS, CUA and the APA (see page 6 for acronyms) as follows.

1. In 1972, the Committee of Vice-Chancellors and Principals (CVCP) established an Administrative Training Committee to provide a range of national courses for administrators at all levels. The Committee was assisted in its work by a senior administrator seconded one day a week to visit universities, establish training needs and to organise a framework of national training events. Among the courses established was an Introductory Course for University Administrators (intended to be an induction course for those entering the profession), a course for middle-grade administrators and a number of 'one-off' courses dealing with current issues. In 1989, the work of the Administrative Training Committee was taken over by the Universities' Staff Development and Training Unit (USDТУ) now called the Universities' and Colleges' Staff Development Agency (UCoSDA).
2. The Committee of Directors of Polytechnics (CDP) established a national training unit to organise a number of 'one-off' courses, mainly for senior staff, to help meet the training needs brought about by incorporation.
3. The Committee of Registrars and Secretaries (CRS) established two cohort programmes for senior administrators, one in the north of England (NUATP) and one for the southern universities (SUMP subsequently SUSMAP).
4. The five regional groups of CRS set up separate training committees which worked to provide short, usually one-day courses on a regional basis. The pre-1992 universities did not have a regional training framework.
5. The Conference of University Administrators (CUA) and the Association of Polytechnic Administrators (APA) membership organisations catering for the professional needs of their members.

provided a number of national courses and an annual conference which provided a wide-range of training events

Although the two sectors developed separate training activities there were many examples of collaboration. In the 1970s the Meeting of University and Polytechnic Administrators in London (MUPAL) organised a programme of joint events, and the APA and CUA held their conferences together at Nottingham in 1987 with integrated sessions.

Recent developments

Recent developments may be summarised as follows.

- 1 Since 1989, UCoSDA has circulated to the post-1992 universities details of all national courses.
- 2 These national courses continue to recruit well, but the Introductory Programme is not attracting nominations from the post-1992 universities.
- 3 In 1991, the Middle-Grade Administrators Course was re-named the Middle Management Course and is being organised jointly by David Palfreyman from the University of Oxford and David Warner from the University of Central England. This course recruits comparatively well from both pre- and post-1992 universities.
- 4 In 1992, a modular programme for beginning university administrators was launched by UCoSDA. This Continuing Professional Development Award (CPDA) consists of six residential compulsory and optional modules and an examined project. The CPDA programme currently has a low course population and has attracted few participants from post-1992 universities.
- 5 In Scotland, the COSHEP (Committee of Scottish Higher Education Principals) Administrative and Support Staff Training Committee organises its own Introductory Course, Middle Management Course and Finance Course.
- 6 The CUA and AUA professional bodies have amalgamated to form the AUA (Association of University Administrators). The annual conference attracts large numbers of the membership each year and is generally well supported.
- 7 The modular residential programme for senior university administrators in the south of England (SUSMAP) has been suspended through lack of support.

- 8 The Northern universities are preparing to launch a new programme which integrates the original senior administrators' programme and the North of England Universities' Management and Leadership programme for academic Heads of Department into a single new Higher Education Management Programme ('The Leading Edge').

Current issues

Some of the issues affecting the provision of training and development for university administrators as seen by the group which met on 18th October are as follows.

- a. There are fundamental organisational and cultural differences between administrators in the pre- and post-1992 universities. Administrators in the pre-1992 universities have always seen themselves as a distinct professional group. They are a discreet category of staff with pay-scales closely linked to those of academic staff. A clear career path can be perceived with the Head of the Administration, the Secretary or Registrar and Secretary occupying a significant place on the senior management team. Administrative staff in the post-1992 universities form part of a much larger category of staff known as APT&C (administrative, professional, technical and clerical) staff whose salaries do not link directly to those of the teaching staff. Although broadly similar jobs are covered by both groups, the term administrator in the post-1992 universities has a different meaning and covers a wider range of grades. Moreover, Heads of Administration are often, but not always, appointed from academic managers.
- b. The post-1992 universities tend to use the term 'manager' to cover staff at the higher level and experience some difficulty when nominating staff for courses described as being for university administrators. Terminology is clearly a problem.
- c. There is a demand for many traditional 'administrative' courses from staff who would not describe themselves as administrators. Whilst the North of England Universities' Management Programme always included some senior administrators alongside academic heads of department, the new northern programme has been specifically structured to cater for a range of management and leadership needs.

allowing academic, administrative and other university managers to choose special options to match their individual or discipline-specific requirements. Some regional groups have reported a demand for their courses also from senior secretarial and clerical staff.

- d. A feature of the development of administrative jobs over recent years has been an increase in specialisation. The generalist administrator who was appointed on graduation to undertake a range of tasks and to gain a range of experience is no longer the dominant group. Yet many of the courses which are offered both nationally and regionally today were and are designed to meet the generic needs of this group. The nature of the work and the increase in entrepreneurial, income-generating activities has led to the appointment of more specialists. The courses organised by UCoSDA at national level for specialist groups: building officers, catering managers, computer managers, librarians, etc, all recruit well perhaps because they are catering for specialised markets. It is reasonable then to assume that there would be no problem filling places on courses for other specialist groups such as admissions officers, examinations officers, research fund administrators, industrial liaison officers and faculty officers etc.
- e. There were various reasons given for the relatively poor take-up of national courses by those from the post-1992 university sector. Firstly, financial pressures have grown in severity and there is neither the money nor the time to release staff to attend long and what are perceived as expensive residential programmes. Secondly, devolution of budgets means that there is often no central training budget on which to draw to fund training. Additionally there is no mechanism for looking strategically at the institution-wide needs of administrative staff. Consequently there is often no one person within an institution who can collect and disseminate information about national and regional courses. There is often no way in which an outside training provider can ensure that s/he 'hits the right desk within the institution', and there is evidence to show that information is not always reaching those who would like to participate.
- f. There does not seem to be an established culture within the post-1992 universities to

offer a wide range of training and development opportunities to administrative staff. There are also inevitably cases where the personal development needs of the individual conflict with the operational needs of the institution, particularly in times of financial stringency. This has led in some cases to a form of short-termism whereby training activities become submerged by other pressures. Because there has been a longer history and a clearer definition of the client group amongst the pre-1992 universities, there is more likely to be encouragement to attend training and development events. For example, several administrators from pre-1992 universities have reported that they were expected to attend the national Introductory Course.

- g. There is a recognition that the rapid changes which have affected higher education in the last few years have led to a need for more rather than less training provision. There is a need for university administrators and managers to develop a whole range of knowledge and skills not even dreamed of a decade ago. In terms of training provision the following trends can be discerned.
- There is now far more in-house training activity. Basic skills courses such as minute-taking, time management, presentation skills and report-writing are now often being provided in-house and are not needed in the national and regional programme of events. However, this is again a generalisation. Some small universities do not have the resources or facilities to provide such opportunities for their staff, and they still look outside for such basic provision.
 - There are more universities than there used to be and the range of their activities and organisations are wide and diverse. This makes it even more difficult to cater for all needs in a small programme of national courses.
 - The source from which administrators are recruited is now wider. No longer is it the exclusive preserve of the newly qualified graduate. Increased specialisation has led to the appointment of administrators/managers with considerable experience of other aspects of work from industry and other parts of the public sector.

- There are more providers than there used to be. Apart from those already listed, there are a number of external consultants and others seeking commercial opportunities in the training and development market as well as programmes offered by individual universities. It is more difficult to maintain co-ordination of provision in a free market of this sort.

The focus of responsibility for different levels of activity is therefore becoming less obvious. There is clearly a need for an agency such as UCoSDA to continue to promote and support training activities within institutions and to provide general information about good practice. Although it may not be possible to have total integration, there needs to be a mechanism to ensure that each level of provision: institutional, regional, national and also institutional do not overlap significantly, and that the needs of university staff are appropriately met whether those staff be traditional university administrators or academic managers, staff with specialised responsibilities or senior clerical staff whose duties increasingly overlap with those who carry the title of administrator.

- h. Time and cost were reported as being of critical importance. The Southern Universities' Regional Administrative Training Group run a cohort entry modular programme based on attendance for one-day courses on a range of topics. Because the time commitment is relatively short and the programme is cheap, it is perceived as representing value for money. Longer courses which include a residential and catering overhead are seen as less attractive, although they may be better educationally in their consolidation of training and learning outcomes. One reason for the relatively low take-up of places on the Continuing Professional Development Award (CPDA) appears to be cost, as this programme includes a considerable administrative and organisational overhead to cover, for instance, associated project work, training of mentors, log books etc.
- i. When looking at the training needs of the client group of university administrators, it is clear that an increasing number are seeking an accredited, portable qualification which will stand them in good stead in the job market either within

the university sector or outside. In a recent AUA survey of its membership, 73% already held a first degree and 26% some form of professional qualification. What was more surprising was that 26% already had a higher degree and that many others were hoping to obtain some form of similar recognised transferable training in the future. Only 10% showed any interest in a professional qualification focused narrowly on university administration. The future of a programme like the CPDA must be considered in relation to the fact that many universities offer fee waiver schemes for staff taking their own qualifications. There are also a number of other providers. For example, the Institute of Education, University of London offers an Advanced Diploma in Higher Education Studies. This widens choice, even in the internal market. It has already been decided that the cost of externally accrediting the existing CPDA programme would make it prohibitive. It was felt that if the CPDA is to continue, (and there is evidence to suggest that it does address the needs of new administrators), it should operate on a cohort basis with compulsory modules but no options. Alternatively, the coherence of the CPDA could be abandoned and the separate parts made more widely available.

- j. In relation to the training needs of senior administrative staff, there is a greater recognition of the managerial role and an appreciation that their needs may be similar to those of academic managers within the institution. Programmes for such groups must be seen to address the needs of higher education today and not be overly concerned with general management issues. Many have felt that the need for cohort training, where the same group go through the same experiences, has been found beneficial. Staff who have attended both the SUMP and Northern senior administrators' programmes still feel that the benefits to themselves and their organisations from extended networking and collaboration have been considerable.
- k. One of the most disturbing issues identified was the decline in the perception of a career structure within university administration. In an era where there is an increasing number of short-term contracts and limited job opportunities, many administrators do not see a clear career path and this may, in

part, explain the lack of pressure from below for the wider provision of national and regional courses.

Some suggestions for action

The suggestions for further action set out below should be seen in the context of wider discussions which are taking place on future frameworks and strategies for the development of all university staffs. Two recent task forces set up by UCoSDA have produced green papers which are pertinent to this debate. They are Green Paper No 9, *Higher Education Management and Leadership - Towards a National Framework for Preparation and Development*, and Green Paper No 10, *Continuing Professional Development for Staff in Higher Education*. There is also another group looking at accreditation and qualifications for administrative staff and their recommendations will also need to be incorporated into future developments.

The following suggestions are put forward for discussion:

1. If the courses offered are appropriate for the needs of a wide range of university staff and the term 'administrator' is accepted as being too narrow an interpretation, perhaps it would be better to advertise national and regional training events as being for university administrators/managers and open them to all university staff who feel they have an administrative/management role. After all, it has always been the case that there are far more people doing administration in universities than those who would describe themselves as university administrators.
2. As a general rule the basic generic skills such as meeting skills, report-writing etc, which apply to all administrative/management jobs should be provided in-house, and regional and national courses should concentrate more on the strategic, contextual framework of higher education.
3. There is a need to consider a broader strategy for informing staff within institutions about national and regional training and development activities. Many administrative staff are clearly unaware of the opportunities which currently exist.
4. Senior university managers should do more to encourage longer term career development for administrative staff. Many feel that too much emphasis is currently placed on the short-term needs of the job and the institution. Heads of Administration should have an agreed policy statement on career development for their administrative staff and the means of effecting that policy.
5. Universities should encourage the development of their staff. The practice employed within the Continuing Professional Development Award (CPDA) of having assigned mentors and records of progress (log books) should be more widely encouraged.
6. In order to take account of the increased diversity of the higher education system, greater emphasis should be placed on regional provision. It would be the job of the regional structures to offer training and development which is not being currently provided in-house, and to identify training and development needs for national events which could continue to be organised by UCoSDA, the AUA and other providers. UCoSDA could strengthen its role in co-ordinating regional events for instance through meetings of regional group convenors and assisting with regional activities. Layers would remain - institutional, regional, national and international - but they would be closely interlinked and co-ordinated. Small universities or institutions might then inform the region of their needs (if they could not be met in-house), and the region might inform UCoSDA of any needs which they feel should best be dealt with at national level. This happens to some extent at the moment with UCoSDA advisers attending regional meetings and meetings of AUA, but these links would need to be more strongly forged.
7. UCoSDA should arrange periodic meetings of all providers of courses for administrators so that the overall shape and content of the various events can be shared and understood by all. The practice of UCoSDA convening an annual meeting of the convenors of the Regional Administrative Training Groups, should be re-established.
8. UCoSDA should co-ordinate a database of activities and/or compile a brochure listing all existing provision. Course organisers should be encouraged to provide information on their courses to be included in such a document. Opportunities for using electronic bulletin

boards and the World Wide Web should be explored.

9. Although there is a place for the topics covered by CPDA modules, it is clear that this programme does not meet the needs of the majority who seek portable, transferable qualifications. CPDA needs to be reviewed and its future form of provision carefully considered in order to meet better the needs of the current market. This might be as stand-alone modules, an integrated programme based on cohort entry, or with some linkage with a recognisable, portable, qualification.
10. Finally, it was felt that the merits of some credit accumulation scheme or continuing professional development programme incorporating all possible sources - internal, regional, national, and external - might be explored. Any such system would have to be simple to operate and generally accepted. At a meeting held on 26th January, 1995, a group looking at accreditation and qualifications, separately recommended that UCoSDA set up a Standing Conference on Accreditation of Administration/Management Development Programmes. This Standing Conference would support and co-ordinate across the UK the accreditation of administrative/management courses at three levels: Certificate, Diploma and Masters. Course providers would be able to have their courses accredited through designated centres, with appropriate credit transfer arrangements between regions and levels. It was felt that existing provision, including the CPDA, might fit into this framework. This development is still in its early days and UCoSDA will circulate further information as it progresses.

Consultation

This paper is being circulated to individuals and groups who have an interest in the training and development of those who work in university administration. We would welcome your views on this paper and any suggestions you might have for future action. Please send your comments to:

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Glossary of acronyms

AHUA	Association of Heads of University Administration.
APA	Association of Polytechnic Administrators (now AUA)
APT&C	Administrative, professional, technical and clerical staffs.
AUA	Association of University Administrators.
CDP	Committee of Directors of Polytechnics (now CVCP).
COSHEP	Committee of Scottish Higher Education Principals.
CPDA	Continuing Professional Development Award.
CRS	Committee of Registrars and Secretaries (now AHUA).
CUA	Conference of University Administrators (now AUA).
CVCP	Committee of Vice-Chancellors and Principals of the Universities of the United Kingdom.
MBA	Masters in Business Administration.
NURATP	Northern Universities' Regional Administrative Training Programme.
SUMP	Southern Universities' Management Programme (now SUSMAP).
SUSMAP	Southern Universities' Senior Management and Administrative Programme.
USD TU	Universities' Staff Development and Training Unit (now UCoSDA).
UCoSDA	Universities' and Colleges' Staff Development Agency.

[UCoSDA has many publications, videos and training packages on staff development and training, available on free loan to member universities and colleges. Details of these, and further copies of this paper (50p each or 35p if ordered in multiples of 10 or more) are available from UCoSDA, Level Six, University House, Sheffield S10 2TN, where orders in writing, accompanied by cheques, should be placed with Sylvia Hardwick.]

Annexe B:

**Draft Functional Map for Administrative Staff, 1995,
from The Application of Vocational Qualifications to
Staff Development in Higher Education, Universities
and Colleges Staff Development Agency, Sheffield, England**

**(Note: copyright UCOSDA. Copies of this Annexe and of
the report from which it is taken can be obtained from
UCOSDA, University House, University of Sheffield,
Sheffield, England)**

Draft Functional Map for Administrative Staff

Eight Key Functional Areas

1. To manage specific services which support the institution's administrative and academic processes.
2. To co-ordinate and manage the effective use of the physical resources.
3. To support the delivery and enhancement of the institution's admissions, teaching, assessment and validation processes.
4. To enable the institution to manage effectively its financial resources.
5. To generate income to the institution by marketing and co-ordinating the delivery of services/resources.
6. To determine, develop and provide services which enhance the personal academic and career development of students.
7. To provide training/learning opportunities to groups and individuals.
8. To provide a personnel service to staff of the institution.

Units of Competence

1. To manage specific services which support the institution's administrative and academic processes

- Units:
- To develop and implement a strategy for the provision of services.
 - To maintain and improve service operations.
 - To refine service operations to meet with regulatory requirements.
 - To negotiate and manage contracts for externally provided services.
 - To provide advice and guidance about campus services.
 - To contribute to the implementation of grievance and disciplinary procedures.
 - To procure and manage staff to contribute to key functional areas.

2. To co-ordinate and manage the effective use of the physical resources.

- Units:
- To develop, implement and improve systems for the allocation of physical resources.

Range: institutional
faculty-wide
departmental
locations
equipment
facilities

- To allocate physical resources in line with user requirements.

*Elements: To request, receive and analyse user requirements
To categorise and prioritise user requirements
To allocate resources
To communicate draft allocations
To negotiate final allocations*

- To advise on the most effective use of current and potential physical resources.
- To procure and manage staff to contribute to key functional areas.

3. To support the delivery and enhancement of the institution's admissions, teaching, assessment and validation processes.

- Units:
- To service academic committees and monitor arising actions.
 - To gather, interpret and communicate information which impacts upon teaching, assessment and validation processes.
 - To co-ordinate the production of documentation required of current and arising processes related to teaching, assessment and validation.
 - To interpret and provide advice and guidance on institutional policies and regulations relating to teaching, assessment and validation processes.
 - To record, retrieve and exchange data relating to teaching assessment and validation processes.
 - To procure and manage staff to contribute to key functional areas.

4. To enable the institution to manage effectively its financial resources.

- Units:
- To establish, maintain and develop financial procedures in line with institutional regulations.
 - To provide advice, guidance and information on financial regulations procedures.
 - To gather, interpret and communicate information which impacts upon financial resources.
 - To implement financial management processes and communicate their outcomes.

Elements: To monitor and evaluate the impact of expenditure against budget and communicate the outcomes.

*Range: activity budget,
departmental budget,
faculty budget,
institutional budget.*

*Elements: To produce expenditure forecasts and estimates, and communicate the outcomes.
To produce financial statistics and communicate the outcomes.*

- To service institutional committees concerned with resources.
- To implement accounting procedures.
- To procure and manage staff to contribute to key financial areas.

5. **To generate income to the institution by marketing and co-ordinating the delivery of services/resources.**

- Units:
- To identify and analyse the needs of potential clients.
 - To produce and monitor strategic and financial plans for the provision of services/resources.
 - To promote and sell services/resources.

*Elements: To co-ordinate the production and dissemination of promotional materials.
To plan attendance at, and to attend promotional events.
To plan and implement the placement of advertisements.
To exchange information with clients.*

*Range: formally
informally
with groups
with individuals
with internal clients
with external clients*

- To negotiate, agree and exchange contractual details with clients and institution.
- To co-ordinate and monitor the delivery of services/resources.

*Elements: To procure resources/services/contributions to services in line with client needs and institutional availability.
To establish and implement procedures/regulatory frameworks required of contracts.
To advise and inform clients.*

*Range: written
verbal
informal
formal*

- To devise and monitor budgets for the provision of services/resources.
- To procure and manage staff to contribute to Key Functional Areas.
- To evaluate, quantitatively and qualitatively the provision of services, products.

6. **To determine, develop and provide services which enhance the personal academic and career development of students.**

- Units:
- To develop a strategy for the provision of services within institutional frameworks.
 - To procure and manage staff to contribute to key functional areas.
 - To procure, manage and organise information resources.
 - To identify the support needs of students.
 - To provide services to meet needs.

*Elements: To supply information/materials to students.
To provide advice, guidance and counselling to students.
To provide learning opportunities to students.
To make available physical resource to students.*

- To service and contribute to the work of institutional committees concerned with student services.
- To negotiate, monitor and allocate expenditure in the provision of services.

7. To provide training/learning opportunities to groups and individuals.

- Units:
- To contribute to the preparation of individual training plans.
 - To prepare information for presentation to learners.
 - To present information to learners.
 - To provide contributions to learning programmes.
 - To monitor and evaluate learner progress.

8. To provide a personnel service to staff of the institution.

- Units:
- To provide a selection and recruitment service within the institution.

Elements: To contribute to the preparation of job advertisements and place them in the media.

To record and analyse responses and disseminate information to interested parties.

To facilitate the selection interviewing process.

To produce/procure and transfer all necessary documentation relating to employment/re-employment of the successful candidate and the rejection of unsuccessful candidate(s).

- To establish, implement and recommend changes to institutional policies relating to the employment of staff.
- To record, manipulate, retrieve and analyse data relating to the employment of staff within the institution.
- To provide advice and guidance upon the implementation of institutional policies and procedures relating to the employment of staff.

Elements: To gather and evaluate information relating to employment issues raised by staff.

To interpret policy within the context of specific cases.

To communicate the interpretation to interested parties and advise on procedure.

To counsel staff.

- To procure and manage staff to contribute to the Key Functional Areas
- Elements: To contribute to the recruitment of staff.*
To identify and procure development activities for staff.
To monitor the work of staff.
To provide advice and guidance to staff.
To allocate work to staff.
To contribute to negotiations concerning pay and conditions of colleagues and staff.

NB This final Unit of Competence is common to all Key Functional Areas

**Appendix 1:
The Training Needs of Non-Academic
Staff and the Current Providers
of Middle Management Training
in African Universities**

**Part of a Report to UNESCO on:
The Training and Development
of Middle Managers in
Higher Education**

**Dr. Immaculate Wamimbi Tumwine
Communications Officer, AAU**

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INTRODUCTION

METHODOLOGY

This brief report has been prepared following a search through university calendars and other documentation at the Association of African Universities, and after interviews and/or communication with approximately 30 university managers, including Vice-Chancellors, Registrars, Principal Assistant Registrars, Administrative Officers members of Committees of Vice-Chancellors and of Committees of Registrar, as well as management training consultants from two West African management training institutions. Although a letter was written to more than 100 African Universities, the response was very low. With a few exceptions, Respondents are mainly from Ghana and Nigeria because of easier access to them.

Responses to the letter are only starting to come in. Also, most of the questionnaires completed by the Nigerian Vice-Chancellors are still expected. It is hoped that they will be forwarded to the AAU by the Nigerian Committee of Vice-Chancellors (Contact person: Mr. O. Adigun, Administrative Officer).

DEFINITION OF MIDDLE MANAGERS

In this study, middle managers were taken to mean all non-academic staff from the level of Administrative Assistants to that of Deputy Registrar, including other more technical/specialist managers such as technologists, estates and maintenance managers, engineers, architects, surveyors, physical planners, etc. who are considered to have ranks equivalent to those from Administrative Assistant to Deputy Registrar level. The study also included an inquiry related to training for academic staff in charge of units and departments, although their training needs have not yet been outlined in detail.

The following training needs have been compiled as a result of interviews or correspondence with managers in higher education, including Vice-Chancellors, Registrars, Principal Assistant Registrars, Administrative Officers and officials from the Committees of Vice-Chancellors and Committees of Registrars in some African countries. A letter was written to more than 100 Vice-Chancellors of African universities (Anglophone and Francophone) and, in addition, a

questionnaire was given or administered to Vice-Chancellors of Nigerian universities, some of whom also granted detailed interview. A couple of directors from management training institutions in Nigeria and Ghana were also interviewed.

Although the CHEMS/LTNESCO study focuses on the grades lower than Registrar level, the inquiry was deliberately extended to include the Registrar and Vice-Chancellor grades as it was seen as an opportunity to collect information that could improve future programmes for them. In this report, the management training needs for Deans and other academic administrators have not yet been compiled as the response to the letter have been very slow. The findings might be provided as additional/supplementary information later.

NEED FOR TRAINING

The need to train non-academic staff was expressed by all the respondents in the study. While it is felt that present Registrars and Deputy Registrars have been exposed at one stage or another, to management training, within the last few decades the capacity for exposure to management training has vanished. Worse still, this has happened at a time when there is extreme shortage of resources. Whenever this occurs, as in many other organisations, among the first items to be cut from the university budgets is the training fund. It was said that current efforts by the World Bank and other agencies to improve training within the universities is having little impact on the training of middle managers.

This was itself seen as paradoxical, because the fact that higher education resources are very limited implies a greater need for efficiency in their management, which, in turn, implies an urgent need to train and improve the efficiency of higher education managers.

It was also regretted that the reduction in the capacity to expose higher education, especially university, managers to management training has also occurred at a time when university management is becoming much more complex with the needs of mass higher education being superimposed on a management structure which is grossly ill suited or inadequate, when technological changes and data management needs demand more training for more managers; when the lack of adequate resources require entrepreneurial skills which need to be acquired by training.

The dwindling capacity has also occurred at a time when there is social instability and violence the world over, such that violence is becoming a characteristic feature of youth behaviour, as has already been witnessed in many universities in Africa. It was stressed that there is currently very little understanding among university managers of the emerging issues and there is even more need now more than ever to study the changing environment of universities. The reform packages and structural changes make management training for all cadres imperative if they are to have any chance of succeeding.

STUDY FINDINGS WITH RESPECT TO TRAINING NEEDS AND SUGGESTED COURSE CONTENTS FOR VARIOUS CATEGORIES OF NON-ACADEMIC STAFF AT AFRICAN UNIVERSITIES

It was suggested that all levels of non-academic managers in African universities and managers in the higher education system in general currently need a very clear understanding of existing government policies related to education, especially higher education. They need to be familiar with the Mission Statement of their particular universities if there is one. It was felt that all middle as well as top managers also need training in human and material resource management. They need to have an insight into the psychology of students and, given the current continuous crises, they need exposure to crisis management. All levels, from Administrative Officers to Deputy Registrars, Registrars and Vice-Chancellor, need to know the ethics of administration, the code of ethics within the university, and the impact of their own behaviour on the national scene.

There is also need for all these grades, including Vice-Chancellors to be computer literate and to become familiar with modern communications techniques even if these are not yet available in universities. They must be very articulate in memoranda, report, summary, letter, minute and speech writing. They must have inculcated in them the idea of self improvement, encouraging them to take out subscription for journals, and providing them with the opportunities for continuing education. Regular in-house seminars must be open to them and they must be encouraged and given the opportunity to share knowledge and experience.

It was stressed that all levels of managers need to know rudiments of financial management and get a clear grasp of financial processes and procedures. By the time the non-academic managers who started at the level of Administrative officers/Administrative Assistants get to the level of Deputy Registrar, they should have been rotated around various units in administration, and eventually become specialised. This specialisation should be enhanced by short-term courses, such that if they are dealing with students, they must have a degree of knowledge of drug abuse, anti-AEDS measures etc.

At the level of Deputy Registrars, Deputy Registrars/Public relations need more specialised exposure to public relations courses and techniques and should have had extensive discussion and knowledge of how to interact with government and other institutions etc. On the other hand, Deputy Registrars/Academic need more up-to-date knowledge about the functioning of Joint Examinations Boards, national and regional Examination Councils, etc.

Deputy Registrars/Administration and Deputy Registrars/Establishment need more knowledge of personnel management and industrial relations.

In practice, Principal Assistant Registrars hold a position that is preparatory to holding that of Deputy Registrar. In their posting, rotation is important, and by the time they get to this level, they must have had experience in student, public relations, establishment and academic offices etc., and, if possible, in all major administrative units within the university.

Many Vice-Chancellors who were interviewed stressed that, ideally, someone higher up the hierarchy should be responsible for spotting the specific interests and talent before specialisation takes place.

Generally, in most African universities, the categories engaged in university management include, among others, the following, outlined in the order of seniority: Vice-Chancellor; Deputy Vice/Pro-Chancellor; Registrar; Deputy Registrars; Principal Assistant Registrars; Senior Assistant Registrars, Assistant Registrars; Administration Officers; Administrative Assistants.

Asked what the different categories of non-academic staff need to know and what they should be taught and for how long, the following suggestions were made by Vice-chancellors, Registrars and Principal Assistant Registrars who were interviewed or who completed the questionnaire:

2. CATEGORY: Administrative Officers and Administrative Assistants

In some universities a middle manager joins the university as an Administrative Assistant. If one has a second degree, they may go straight to the level of Administrative Officer (AO). It was expressed that AOs are pillars of administration. They handle day-to-day matters. Their main work is seen as facilitating the work of lecturers.

WHAT THEY NEED TO KNOW

Respondents stressed that Administrative Officers and Administrative Assistants need orientation, with a focus on the management practice and set up of the institution and on their own role. They must have familiarity with planning and programming; curriculum development; academic planning, including planning of degree programmes. They need to know broad theories of management. They also need skills in organising and recording meetings, as they act as clerks to a variety of meetings, including the College or Faculty Board meetings and the committee of Deans meetings and, in some cases, the Senate. Although the Registrar is officially the Secretary to these meetings, the actual clerk is usually an Administrative Officer who is vetted for the purpose.

Most of the Administrative Officers do their own secretarial jobs and, by the time they get to the level of Senior Assistant Registrar, are expected to know how to type, with a view to minimizing leakage of confidential information including exams.

Because, in many universities the minimum time the different grades stay at a particular level is three years, the AOs acquire knowledge and experience as they go along. Administrative Assistants will have spent about seven years in the system by the time they get to Assistant registrar level. Administrative Officers also manage and deal with junior levels.

WHAT THEY SHOULD BE TAUGHT

It was emphasized that any training organised for Administrative Officers and Administrative Assistants should have a secretarial component, in particular word processing, and there should be elements of information management. It was said that, among others, Administrative Officers and Administrative Assistants should also be taught basic management concepts; book keeping; retirement of funds; public relations; accounting manuals (financial regulations of the university); university processes and procedures; Communication (including committee work, report writing, writing briefs and summaries, letter and speech writing); time management; work ethics; supervision.

FORM OF TRAINING AND DURATION

It was proposed that training for this group should take the form of comprehensive orientation programmes, workshops and seminars and conferences, and should last 2-4 weeks. Their training should reflect the precise nature of work carried out within the higher education or/ university system and it should be practical, consisting of work basket exercises and case studies that provide immersion into the problematic nature of higher education management.

It was suggested that the training for this cadre should be in series form, whereby they are returned after about a year for more rigorous management work, e.g. quantitative analysis and discussions of higher education management.

It was also emphasized that distance learning should form part of the development of this cadre, the fact being that once it is started at this level, continuous learning is much more likely to occur as the managers get promoted to other grades. In Nigeria, it was expressed that distance learning in the form of using several centres at which managers go for some components and then supplementing this with individual study and sandwich programmes on campus is more practical, as in this country teaching by post has proved difficult.

2. CATEGORY. Assistant Registrar

It was explained that the job of Assistant Registrar is still very similar to that of Administrative Officers, but at this level the assignments get bigger. For example, they can represent the school/Faculty outside the campus and they, much more than the Administrative Officers, act as clerks to the Deans' Committees and upwards.

WHAT THEY NEED TO KNOW

It was stressed that in the universities the position of Assistant Registrar is associated with secrecy, honesty, and accuracy, and that Assistant Registrars could be posted to exams and records offices.

It was said that Assistant Registrars need to have management appreciation and to have an appreciation of basic book-keeping. They need to understand the accounts of departmental budgets; retirement of funds; faculty management, curriculum development; public relations and organisational behaviour.

WHAT THEY SHOULD BE TAUGHT

It was said that they should be taught basic book-keeping; principles of management; principles of finance, public relations; management information system, computer appreciation; work ethics.

It was emphasized that most of the grounding of Assistant Registrars should have been done at Administrative Officer level.

FORM OF TRAINING AND DURATION

It was suggested that the above training could be handled by the Principal officers of the university. Managers in this category, it was expressed, should also attend external seminars and conferences.

3. CATEGORY: Senior Assistant Registrar

Within the universities, notably in Nigeria, The Senior Assistant Registrar category is considered a middle group which relates with both the senior and lower levels of administration. Normally in West African Anglophone universities they must have spent at least 10 years in the university system, and must have moved around in all the major units. Senior Assistant Registrars are usually unit heads although they usually have somebody to report to. They themselves receive a lot of reports and they supervise more subordinate groups, lessening the burden of Principal Assistant Registrars.

WHAT THEY NEED TO KNOW

Respondents stated that managers in this category are expected to know everything about university administration. Managers in this category raise memoranda on wide ranging aspects, they are expected to prepare addresses and are supposed to know how to put final touches on addresses prepared by subordinate managers. Senior Assistant Registrars are the originators of most of the material that the policy making bodies use and are expected to be effective in document preparation; know how to interpret circulars, to prepare briefs etc. Senior Assistant Registrars are versatile and are supposed to know basic management and organisational behaviour. They have to make contribution to budgets and must thus know accounting for non accounts managers as well as basic financial management. Managers at this level must know the administrative cost of the university, for example they should be able to tell the quantity of stationery used for a course. They must be good at analysis, be computer literate and able to provide data immediately and have a capacity to manage a faculty.

WHAT THEY SHOULD BE TAUGHT

It was said that this group should be taught principles of management; principles of accounts; book-keeping; management information system and data management; basic financial management.

FORM OF TRAINING AND DURATION

It was expressed that the form of training should be workshops, seminars and conferences, which should be either external or internal. Most respondents suggested a duration of 1-10 weeks.

4. CATEGORY. Principal Assistant Registrar

This is a senior position, and in many African universities, it is from this category that the Dean of student Affairs is selected. In this respect they are expected to act as role models to students and themselves need to be disciplined and with exemplary behaviour. They must not be erratic, given the close association with students. It is also from the category of Principal Assistant Registrars that Public Relations Officers are appointed.

It was said that most of this group act as assistants to Chief Executives and from this level they act as assistants to the Vice-Chancellor. Special as well as Personal Assistants are thus usually selected from this group. In Nigerian universities it is mainly from this group that Liaison Officers for the various universities are selected.

Principal Assistant Registrars also act as substantive Secretary to any group and might be delegated to head the interview panel of staff, or they might be asked to cover the meeting attended by the Vice-Chancellor. The minutes taken by Principal Assistant Registrars might be vetted.

One Principal Assistant Registrar might have five to six Senior Assistant Registrars under him/her. Indeed, this category may leave the university to work as the Registrar in a College or Polytechnic. This category of managers are also personnel officers within the university, and, in the current African environment, many leave the university to become managers of a big government concern.

WHAT THEY NEED TO KNOW

It was stressed that, to be effective, Principal Assistant Registrars must have been exposed to the work of various units and must have dealt with students at student records and other levels. They are expected to be able to handle large numbers of students and to have the capacity to relate to them. Most respondents suggested that many of the needs for Principal Assistant Registrars were very similar to those of Deputy Registrars. It was expressed that university and other higher education managers at this level need general management training which would expose them, among others, to personnel management. They need to know faculty or college management, and to have appreciation of computer and accounting principles/ financial management.

WHAT THEY SHOULD BE TAUGHT

It was suggested that this level should be taught all the elements that were proposed above for Senior Assistant Registrar. They must be computer literate and short hand will not be out of place. This group need to be taught principles of management, management accounting, human relations and human resource management; financial management and computer science. They must be taught behavioural attitude and organisational behaviour; psychology and public relations. They need to be taught the importance of aspects such as dress.

FORM OF TRAINING AND DURATION

Forms of training suggested for the above included seminars or workshops organised by professional bodies;

5. CATEGORY : Deputy Registrar

This category of managers is described by university respondents as 'marking time'. Deputy Registrars are said to be 'Registrars whose 'Registrar' position is not available'. It was explained in the interviews that when the university wants to decentralize its activities or when universities create new departments (e.g. Department of Consultancy), it is usually the Deputy Registrars who act more or less as registrars in such departments. They are usually in charge of important aspects of university management, holding positions such as Deputy Registrar/Administration.

If lucky, a Deputy Registrar may stay 1-2 years and 'something might come up' whereby s/he may become Registrar. Deputy Registrars are, thus, potential Registrars.

WHAT THEY NEED TO KNOW

Deputy Registrars are senior officers. By the time they reach this level they are expected to have already been exposed to management.

WHAT THEY SHOULD BE TAUGHT

However, Deputy Registrars still need to be taught human behaviour; management information system and various computer applications, including data base management and application of computer systems in the Registrar's office especially with respect to exams, records, etc., and word processing. They also need principles of accounting.

Deputy Registrars still need appreciation of management, including planning; organizing; control; execution/implementation; delegating responsibility and monitoring; public relations; management theory; personnel management/human resource development; and organisational behaviour.

FORM OF TRAINING AND DURATION

It was felt that Deputy Registrars should have at least a Masters degree. In addition, training in the areas outlined above should take the form of internal or external seminars, workshops and conferences. For external programmes it was emphasized that organisations such as the Association of African Universities (AAU) and/or the Association of Commonwealth Universities (ACU), in collaboration with bodies such as UNESCO, should organise short-term training of two to ten weeks. This time of training, it was felt, would give this group the opportunity to exchange views with Registrars and Deputy Registrars elsewhere. A number of Vice-Chancellors also suggested that these categories could attend programmes such as those run by Oxford and Warwick. Respondents also suggested that training for this group could even be organised on the basis of two neighbouring or nearby countries, for example for Ghana and Nigeria. The training could also start on one university or polytechnic campus and end at another. In Nigeria in

particular it was suggested that one week of the training could be held at, for example, a state university and for the second and third week the training could be held at a federal university.

6. CATEGORY : Registrar

The registrar is considered the chief Administrator at the university and is 'M charge of day to day affairs.

WHAT THEY NEED TO KNOW

As with all the levels of management at the university, they need to know modern management concepts and the concepts of reform and structural adjustment and the impact on university management. Like the Vice-Chancellors, Registrars are expected to manage conflict and crises; to manage materials and people; and to be able to appreciate how various aspects such as maintenance and other services such as catering can enhance or limit violence by students, and their impact on industrial relations within the university.

WHAT THEY SHOULD BE TAUGHT

The training of Registrars therefore needs to cover, among others: management concepts; industrial relations, including conflict resolution and management; aspects of maintenance; space management; budgeting and finance for non-finance managers; computer and applications.

FORM OF TRAINING AND DURATION

The training, of Registrars, should involve discussion of the above aspects and sharing of ideas and experience through national and regional workshops and seminars as well as overseas conferences, to enable them get greater exposure to university management outside their own universities and in different countries and environments. These could be 2- 10 weeks duration.

7. CATEGORY: Vice-Chancellor

Vice-Chancellors, Rectors and Principals have overall responsibility for running the institution and must have at various stages been exposed to aspects of management.

WHAT THEY NEED TO KNOW

According to findings in the study, all university and other institutional heads need computer literacy, apart from having a grounding of the legal policies, procedures/regulations governing the institution. They need to be familiar with the mission and objectives of the institution and they must be able to adapt to the very rapidly changing environment including changing technology. They must have a grasp of student and staff management, and must be able to manage relationships with government, donors and various stakeholders;

WHAT THEY SHOULD BE TAUGHT

Management aspects relating to change; conflict resolution and management. crisis management; computer basics, including word processing, data base management and management information system; electronic and other forms of communication ; financial management including budgeting, cash flow ana-lysis, funds flow etc. Vice-Chancellors should also get aspects of security training.

FORM OF TRAINING AND DURATION

1-2 week national and regional workshops, e.g. computer literacy intensive workshops. Also overseas seminars and conferences. 1 day national seminars on specialised aspects of higher education management.

CATEGORY: Deputy Vice/Pro-Chancellor

It was considered that the Deputy Vice-Chancellors/Pro-Chancellors have very similar needs to those of the Vice-Chancellors and that their training should consist of similar programmes, i.e. seminars, workshops etc. that act as a forum for discussion of current issues such as aspects of change, the higher education environment etc.

NOTES AND RECOMMENDATIONS WITH RESPECT TO NEEDS

1. MODALITIES OF TRAINING

Despite the outline above of the needs of the different categories, it was very strongly recommended by the respondents that the training can be conceived for three groups (the third group being that of Vice-Chancellors, Rectors, Principals and Pro-Chancellors, which is not part of this study).

The remaining two groups proposed includes: Group 1 for Registrars, Deputy Registrars and Principal Assistant Registrars; and

Group 2 for Administrative Officers, Assistant Registrars and Senior Assistant Registrars.

It was proposed that while the different categories of management staff should fall within these groups, the actual training of managers from the two groups should occur concurrently so as to reduce costs and facilitate the delivery of certain aspects of management which are common to all the groups. In other words, training programmes for Group 1 should be run side by side that of Group 2, using as far as possible the same experts to make the training cost effective.

With respect to the modalities of the actual training, the structure of the training could be such that the first sessions are integrated for both groups, the content consisting mainly of an overview of the higher education system. This would, among others, consist of an analytical review of the tertiary and higher education system; legal matters including the university act as well as procedures and regulations; a critical review of the institutional mission and objectives and of the general administrative structure of the institutions; a discussion of the interaction of the various components of the system; critical discussion of the functions of higher education sector

institutions such as the university, the polytechnics, technical and trade institutions, colleges of education, and vocational centres; staff union issues and staff welfare etc.

Participants would then break up in the two groups. Group I (comprising the Principal Assistant Registrars Deputy Registrars and Registrars) would focus much more on the university law and familiarization with the ACT; and on Management Information System. They would also focus in detail on, among others, the topics proposed for their category above

Group 2 (comprising Administrative Officers, Assistant Registrars and Senior Assistant Registrars) would be more 'schooled' in minor details with respect to the 'hows' of doing things.

More technical managers such as accounts staff, engineers, architects, surveyors and work services staff, physical planners; estates managers etc. should be distributed to the two groups according to their rank, but should be provided the opportunity to hold discussions related to their technical units, where the numbers make this feasible.

2, STREAMLINING THE DEVELOPMENT AND TRAINING OF MIDDLE MANAGERS IN AFRICAN UNIVERSITIES

Respondents stressed the need to avoid training for training's sake and to make the training more rational and more integrated into the promotional structure and requirements so that it is clear to all middle managers that to be promoted to the next rank they should have completed a stipulated type of training some of which should be the result of personal initiative and some of which should be provided by the institution. Resources in terms of time and money should also be made available to make the streamlining feasible. One respondent in Nigeria volunteered to take part in the streamlining process as she had already tried it in her own university although with only limited success due to the innovative nature of the scheme and the newness of the requirements, and because of absence of a concerted effort within the university and unavailability of resources to effect the programme.

In theory, many Vice-Chancellors and Registrars in Nigeria and Ghana seemed very clear about what the requirements at which stage should be and suggested that, before effecting any major training plan for middle managers in African universities, a meeting should be held, including people from the Committee of Vice-Chancellors and the Committee of Registrars from the countries affected, a number of resource persons and providers and individuals from the establishment sections within the institutions to put together a coherent programme of development for these groups and to determine the role and contribution of the universities themselves in the development of their staff. Such a meeting should also involve some representatives from some government bodies that deal with higher education such as the Nigerian Universities Commission in Nigeria.

This type of streamlining of staff development for middle managers could be done in the form of a pilot project with participating universities volunteering to take part and to contribute 'good will' and commit some long-term financial resources. Many universities in Nigeria have made haphazard attempts to achieve this and set aside time for middle managers wishing to pursue degree courses to attend while ensuring that it does not interfere with their daily routine. These efforts are, however, often half-hearted attempts, unaccompanied by the necessary top management support and resources, and need to be reviewed.

3. INTER-REGIONAL COOPERATION

It was also emphasized that for countries with a large number of universities, such as Nigeria, the most cost effective training should be run within the country. Participants from neighbouring or nearby countries e.g. Ghana, should participate. Interviews in Ghana show that the Ghanaian managers would be quite happy to attend training in Nigeria.

4. NEED FOR MORE COMPREHENSIVE TRAINING NEEDS ASSESSMENT

It must be stressed that the training needs outlined above can only form a basis for planning the training, but once the decision is made to carry out training for specific categories, the training must be preceded by more comprehensive training needs analysis involving identification of the needs of the individuals to be trained, and an analysis of their job descriptions and the needs of their individual units.

Because of the fact that the replies to letters written to Vice-Chancellors of African universities (both Anglophone and Francophone) are coming in slowly, it is possible that at the time of actual conception of the training programmes, more information will have emerged to enrich the content of any future training.

CURRENT PROVIDERS OF TRAINING IN HIGHER EDUCATION MANAGEMENT FOR MIDDLE MANAGERS IN AFRICAN UNIVERSITIES

FINDINGS RELATED TO CURRENT PROVIDERS OF TRAINING IN HIGHER EDUCATION MANAGEMENT FOR MIDDLE MANAGERS IN AFRICAN UNIVERSITIES

Both the interviews and the literature search show no evidence of a coherent and long-term programme of development and training for middle managers in higher education/African universities. The study showed that different universities have attempted to provide some resources, usually too inadequate to have an impact, and some effort is made to train individuals and groups, but this is generally not systematic or long-term, and the training carried out is not integrated in the general developmental plan for individual managers.

Some efforts have been made by international donor agencies such as the World Bank and the British Council to provide funding and/or training for these cadres, but they are considered a drop in the ocean. In fact there is a feeling in some universities that the bulk of assistance and effort have been directed to groups other than middle level managers.

However, the urgent need for training is recognised, and various groups within the higher education sector, for example, National Universities Commissions, the Committees of Vice-Chancellors, the Committees of Registrars, and even the Committees of Bursars have been at the fore front in carrying out training activities. Unfortunately, even representatives of these various groups concede that, due to constraints, usually financial and lack of expertise, the training offered has been occasional, usually dependent on the availability of resources. In Ghana and Nigeria, for example, all the above professional groups have long-term plans to train middle managers on a more regular basis, preferably at least once a year, but the plans have hardly materialised.

Current university staff development efforts by the Association of African Universities (AAU) focus principally on the development of academic staff through the Improvement of Teaching and Learning in African Universities project, and of Vice Chancellors through the Senior University Management (SUMA) workshops respectively, both of which constitute part of the AAU Core Programme 1993-1996.

There is very little evidence in the literature (e.g. in the Calendars, Handbooks and University reports) to suggest that there are systematically planned and continuous programmes for training in Higher education or university management for middle managers in the universities.

The outcome of the literature search and of the interviews suggests that many universities on the African continent offer elements of or full courses in 'Educational Administration'. These are mainly at undergraduate level and at Masters Degrees level. Universities offering programmes in educational administration at undergraduate or postgraduate levels include, to mention just a few, the following:

The Faculty of Education of the University of Zimbabwe runs a Diploma in Education (Educational Administration) and a Masters in Education (Educational Administration).

Makerere University offers a Masters in Education Administration; The University of Dar Es Salaam has a Bachelors degree offering Educational Planning and Development, Manpower policies, and planning, educational policies and implementation, Economics of Education and Finance, and Educational Innovations in Developing Countries. The University of Abuja offers a course unit called Educational Administration. In Kenya, Educational Administration, planning and curriculum development is offered both at post graduate as well as undergraduate levels at Egerton and Kenyatta Universities and at undergraduate levels at Moi University, Maseno university college and Nairobi University. The National University of Lesotho offers a Masters in Education (educational management). Several universities in Nigeria offer educational administration at undergraduate and postgraduate levels.

An analysis of some of the educational management courses reveals that many are not proactive in their presentation and the fear is that focus might be on the principles of administering education rather than providing a balance between this and management dynamics including management of and responsiveness to change, and proactive management. Neither do these programmes reflect the environment of institutions such as universities today, for example few mention aspects such as crisis management or conflict resolution.

Furthermore, these programmes are mainly for persons with qualifications in education, and focus largely on the management of pre-university level education. Indeed, the entry requirements to most of these masters programmes exclude middle managers in universities and in higher education, most of whom do not have a first degree in education.

What is needed is, for example, a masters degree whose entry requirements do not focus on earlier courses in education, but rather on the job requirements and job experience, and on the ability of a candidate to follow a management training programme at masters level which focuses on the management of education. This might show why such a programme might have to be based in management departments rather than in education departments.

It is partly because of lack of flexibility on the part of the universities themselves when dealing with entry requirements for staff to their own programmes that such staff have often gone to undertake programmes abroad where entry to similar or even more relevant programmes without e.g. prior training in education or in management has been comparatively easier, since many such courses are geared to managers who do not have this background.

Universities which are already offering elements of educational management can, nevertheless, have their experience exploited when developing higher education management training courses or modules.

PROGRAMMES WITH HIGHER EDUCATION/UNIVERSITY MANAGEMENT COMPONENT

There are a number of universities in Africa offering components of higher education and even university management. This is usually offered in the form of units/courses as part of postgraduate programmes either in education or in public administration.

The most renowned among education managers even outside Nigeria is the programme of the University of Obafemi Awolowo, Ife, Nigeria. A number of education managers from other West African higher education sector (e.g. Cameroon and Ghana) and even managers from East Africa

(e.g. Uganda) attended in the early 1980s, first the certificate in Higher Education Management supported by the British Council and, subsequently, the Masters in Public Administration with a Higher Education Management component in the Faculty of Administration.

Checking the literature on this university, the following was found:

According to the Obafemi Awolowo University, Ile-Ife, Nigeria, Postgraduate School Handbook 1987-1990 the Faculty of Public Administration offers course units PAD 639 - Higher Educational Administration I and PAD 649 Higher Educational Administration II as part of their postgraduate degrees. According to the Handbook, (p. 38), PAD 639 Higher Educational Administration I focuses on higher educational institutions as complex organisations with particular reference to certain peculiarities arising from the nature of their mission; the idea of an academic profession; student-staff relationship; and the interaction between the institutions and their environments.

PAD 649 Higher Educational Administration II consists of analysis and discussion of the major problem areas in higher education administration and management; academic planning, physical planning, budgeting and financial management and personnel policies and practices.

In the same university the Department of Educational administration within the Education Faculty, offers a Master of Arts degree in educational administration for people working in ministries, teaching Service Commission, those involved in the administration and planning of post-secondary institutions, educational planners etc. Unlike the requirements in many African universities, entry requirements to this programme give scope for those who have not studied education in their undergraduate programmes. The same department also offers:

- A. (i) M.Ed. Masters of Education Higher Education Administration
(ii) M.Ed. Higher Education Administration
(iii) M.Ed. Educational Planning
- B. (i) M.A. Education (Educational Administration)
(ii) M.A. Education (Higher Educational Administration)
(iii) M.A. Education (Educational Planning)
- C. (i) Ph.D. Education (Educational Planning)
(ii) Ph.D. Education (Higher Education Administration)

In addition, the Faculty of Education in this university offers an assortment of courses, aspects of which could be brought together to form the basis of a solid training project for higher education managers from Other African countries.

I have met one person and been told of at least two others, one currently working with the Ghana Institute of Public Administration (GIMPA) and the other the Chief Personnel Officer West African Examinations (WAEC) in Accra who undertook the Masters in Public Administration Programme with a Higher education management component at the University of Obafemi Awolowo, Ife, Nigeria in the 1980s. Mr. Konu, the Deputy Registrar, University of Legon, Ghana, also attended the Ife programme, leading to the Certificate in higher Education management at Ife supported by the British Council.

In a short weekend visit to the University of Obafemi Awolowo, Ife, I was able to confirm from Dr (Mrs) Doyinsola Ojutiku, the Registrar, that these courses are still being run. In an interview with Prof. Wale Omole, the Vice-Chancellor, I was informed that from time to time one course

or other of those outlined above may not run due to smaller numbers of students but is usually run in the following year if more students are available.

According to Dr. Ojutiku, the Higher Education component on the Masters in Public Administration course is much more suitable for higher education managers from universities. Dr. Ojutiku is the course leader and lecturer for this component. Indeed, the courses at Ife, but most especially the Masters in Public Administration with a Higher education component are seen by nearly all Nigerian Vice Chancellors as credible and they would be willing to continue to send managers to Ife in a more systematic manner if this is part of a more organised staff development effort. Unfortunately, because the visit to Ife was un-announced and at the weekend, I was unable to obtain from her the details of this component, but she promised to send them by post.

The programmes at Ife have benefited from their long-term popularity both outside as well as inside Nigeria, and, in an open ended question asking Vice-Chancellors and Registrars to list in the order of priority any institutions that they knew to be running higher education management training programmes in a systematic manner, respondents from Ghana and Nigeria listed the following Nigerian Universities:

1. Obafemi Awolowo University, Ife, Nigeria (because they have a long tradition of running higher education management courses)
2. University of Nigeria, Nsukka (because of its strong Administration courses)
3. University of Lagos, Nigeria (because it has university management in Nigeria option)
4. Ahmadu Bello University (Because of its strong Administration courses)

During the interviews it was stressed that any of the first generation universities in Nigeria, namely: University of Ibadan, University of Nigeria Nsukka, Obafemi Awolowo University Ile Ife, Ahmadu Bello University Zaria and University of Lagos would be able to develop and run the programmes.

The fact that Ife has had such an impact in Higher Education Management training is due to the presence in the 1980s of a member of staff, now working with World Bank, who had expertise and interest in this area, and because of the presence of a Registrar (Dr. Ojutiku) who herself has a masters in Higher Education Management from Columbia University, a certificate in higher education administration from London University Institute of Education, and a PhD in Public Administration focusing in Higher Education from Obafemi Awolowo University, Ife). In addition, the Vice-Chancellor is very keen on this programme and, during the interview with him, it was clear that he knew the programmes well and was prepared to support any national or regional efforts that advance the training of middle managers by exploiting the expertise and facilities already developed at Ife.

Both the Registrar and the Vice-Chancellor said the system was sufficiently flexible to accommodate changes in terms of content, mission and certification. Because of the wide range of programmes already existing at this university it might take much shorter to develop any future range of middle management training programmes for the region using this university as a base than to develop a range of courses and certification in a university which has not had the same extent of course development. This consideration is very important, given the lengthy and bureaucratic process involved in introducing and obtaining approval of new courses and certificates in a university.

Another important consideration is the existing good will from potential clients, including major players such as the Committees of Vice Chancellors, the Committees of Registrars, the National higher education bodies etc. In Ghana and in Nigeria, the University of Obafemi Awolowo is highly regarded as an institution offering the higher education specialism. Its choice as a core on which to develop a variety of training for education managers of different levels is undisputed and was, in fact, enthusiastically supported by the majority of respondents to open ended questions. This would reduce time delay when exploring the possibility of participation of universities and other higher education entities in the region.

The fact that Obafemi Awolowo is also developing distance learning packages for courses in education, including the educational management programmes puts this university much ahead of Abuja which has a mandate for and experience in distance learning, but with no evidence that they offer education management programmes, let alone higher education management courses.

Furthermore, for Nigeria, the Obafemi Awolowo University is very centrally placed and has got good accommodation facilities, a conference centre and experience in having international students.

It would also be much cheaper to run the programmes in Ife than it would be in Lagos, although much of the work would be by distance learning.

Dr. Ojutiku was said to have the capacity to mobilize other Registrars in Nigeria, and this was demonstrated when, without being asked, she offered to co-ordinate responses from other Registrars from Nigerian Universities.

The university of Obafemi Awolowo does not have a current Calendar. I was informed by the Registrar that the courses outlined in the 1990 calendar reflect the general nature of education management (higher education) courses offered.

An analysis of the courses outlined above from the 1990 Handbook reveals that they are more management rather than administration oriented and have a more proactive focus than most of the units presented in many other African universities.

I was not able to talk to other people closely associated with education or educational management courses outlined.

The contact for Obafemi Awolowo is:

Prof. Wale Omole, Vice-Chancellor
Fax. (234) (036) 233128
(036)223401

Dr. (Mrs) Doyinsola Ojutiku, Registrar,
Tel. (234) (036) 233-971 (+ fax)

Dr Ojutiku's residence
Tel. (234) (036) 230414
(With some persistence, this number has worked for me, I have used it)

Other Universities Offering Higher education management component:

University of Lagos, Nigeria

At the University of Lagos, Nigeria, the Faculty of Education offers an option, University Management in Nigeria, for students on the Masters degree in educational Administration. The Head of Department of Educational Administration is Dr. Madumere, Sophia Chiadikobi, University of Lagos.

University of Maiduguri, Nigeria

The University of Maiduguri, Nigeria, school of postgraduate studies runs a Masters in Public Administration with a Higher Education Management option. The Masters in Education also offers this option (Address: PMB 1069, Maiduguri, Borno State, Nigeria, Tel. (076) 232537; 232968. Contact person: the Head, School of postgraduate studies. Dean, Faculty of Education. The Registrar, University of Lagos).

The same university offers a PhD (Educational Administration and planning) with a unit, EDUC 610 Administration and Organisation in higher Education. According to the University's Handbook, this is a 3 unit programme with a focus on organisation of higher education in general with special emphasis on Nigerian educational system. It covers control, faculty, students and personnel administration, financial accounting and reporting, protection of higher education relations.

Another course offered for the PhD programme includes: educational policy development and planning in higher education (course EDUC 611). This is also a 3 unit programme covering development of higher education since the colonial period, reports of commissions on higher education, the role objectives, functions and contribution of the Nigerian National Universities Commission, higher education in national development plans.

The PhD programme also covers financial resource management, advanced organisational behaviour and management analysis.

I was able to hold a discussion with Jacob Alada, the Liaison Officer of Maiduguri University who is, himself, at the level of a Principal Assistant Registrar and who is very familiar with the postgraduate programme. I believe that the PhD in Educational Administration and planning outlined above should be considered as a possible potential programme for higher education managers in Nigeria. The main weakness of the programmes with higher education focus have suffered greatly from insufficient numbers of students and any increase in number as a result of an organised effort to sponsor students to such programmes would improve their regularity and enhance their development.

University of Zimbabwe

At the University of Zimbabwe, one of the half courses offered on the Masters program is Administration and Organisation of Higher Education (EA 5 14). According to the University Calendar (1991),

« The programme is designed to meet the present day problems, needs and interests of the candidates working in the various broad fields of Educational Administration and/or aspiring to

become administrators at various levels of educational administration. It is designed to reflect an approach to educational administration that combines together practice and theory in the acquisition of measurable skills. To some, the programme may be terminal while to many others, the programme provides a firm grounding upon which one embarks on an M.Ed/M.Phil/PhD/D.Phil in Educational Administration ».

Qualifications for administration, however, clearly imply that it is for teachers and for persons with teaching qualification.

To be eligible for admission applicants must:-

1. hold a first degree
2. hold a postgraduate professional qualification in teaching or its approved equivalent and
3. have had at least two years' teaching experience in a recognized educational institution

This programme is too oriented towards school management.

SHORT PROGRAMMES

Currently most universities send staff to short programmes either abroad or at the local management training institutions. In these institutions the higher education managers are exposed usually to the regular programmes of the institution. As will be seen later in this document, some institutions are now making an effort to develop specialised programmes for the category, but these specialist courses have not yet become regular features due to fluctuating demand. Training at the following university centres should be considered as having some potential:

Bureau for University and Continuing Education, University of Stellenbosch, South Africa

Although most universities run one course or other the training in this area is irregular. I am informed that Prof. Chris Kapp, Bureau for University and Continuing Education, University of Stellenbosch, Private Bag X5018, Stellenbosch, 7599, South Africa (Fax No. 021 - 8876763) offers short management courses -3 days- for the heads of academic departments. It is said that reports regarding this programme have been good. I have, however, not had the opportunity to obtain a copy of this programme or to get in touch with Prof. Kapp.

Obafemi Awolowo University, Ife, Nigeria

The Obafemi Awolowo University has a Staff Training and Development Unit (STDU) which carries out training for its own staff. It issues certificates of attendance. This can be explored for purposes of running programmes on a regular basis with participants coming from other universities. Mr. D. O. Oyeyemi is said to be the Deputy Registrar and Director of Training for Non-Academic Staff, but I was not able to talk to him. Inquiries regarding the STDU can be directed to the Vice Chancellor or to the Head STDU.

USE OF EXISTING DISTANCE LEARNING CENTRES/PROGRAMMES

1. University of Abuja Distance Learning Centre

Distance learning centres now exist at a number of African universities. I have not been able to identify any that runs higher education management components. I would, however, like to say something about the University of Abuja Distance Learning Centre because it could still be considered as able to adapt education or management programmes to suit the target group that we are considering. This is because, although the University of Abuja is a fairly young one, having been 'in existence since 1988 and taking in students in 1990) it is, by its mandate, required to provide a two tier system for all its programmes, i.e. each course that it runs on campus must have a distance learning component. The Centre is considered to have one of the strongest Distance Learning providers in Nigeria.

A few respondents were, however, skeptical about the University of Abuja being the main provider for the training for higher education managers in Nigeria. In particular, they expressed the fear that, as a young university, it might not be having the same capacity to respond by 'pulling strings', playing around with, and manoeuvring the established internal and external systems, should the programme start running in trouble.

This suggestion was very strongly dismissed by Prof. Idris A. Abdulkadir, Executive Secretary, National Universities Commission (NUC), who explained that, because the field of higher education management is anew one, there is currently in Nigeria no real single strong institution already offering the programme on distance learning basis. Prof. Abdulkadir emphasized that the strength of having long-term distance learning programmes for middle managers based at Abuja lies in the fact that there is currently a conscious national effort to convert the university into a national distance learning education centre and that there is every effort on the part of government to support the government's own prioritized programmes. According to him, because distance learning is now a government priority, introduction of any distance learning course is in consonance with government priority, and doing so in Abuja University is advantageous because, having a specific mandate to enhance distance learning education, Abuja gets a special subvention from the government for its distance learning programmes.

In his view, higher education management training is a very important aspect, and, once training for middle managers is identified by the government as a priority, the National Universities Commission can write to the University requesting them to start the course. It was very clear that, from that point of view, the National Universities commission (NUC) would support very strongly the involvement of Abuja university as the main long-term provider of distance learning for middle level managers in higher education.

The Abuja University Centre for distance learning is headed by a Director. It also organises workshops and short courses for professionals in various areas. The programmes are currently run for participants within Nigeria. The country is divided into zones and each zone has a co-ordinator and a number of study centres based in designated tertiary institutions across the country. These institutions, usually themselves universities, provide the facilities which the centre's students use during contact or weekend sessions for tutorials, seminars, face to face teaching etc.

It is important to note that the Faculty of Management Science and the Distance Learning Centre at the University of Abuja, Nigeria have interdisciplinary collaboration with the Administrative

College of Nigeria (ASCON). The Distance Learning Centre was planning to run a Masters in Public Administration and an MBA programme with ASCON using Distance learning methods.

In the short time that I spent in Nigeria I was not able to interview anyone from Abuja University, so I was unable to establish the nature of education-management-related programmes run by the centre. If, however, this centre were to be involved in offering distance learning programmes, a facilitating factor is that it is located in Abuja, which is not only the capital, but it is said that communications with Abuja is slightly better, which would facilitate communication at regional level. Also, that is where the main offices of the NUC are situated, which would facilitate co-ordination with NUC and with other universities through NUC.

2. The Open University of Tanzania

The new Open University of Tanzania in East Africa offers Educational Planning and Administration as part of a BA in Education. This university could be seen as having long-term potential with respect to developing higher education management courses. It is to be noted that the packages currently used by this university are designed in co-operation with Nairobi University, which is also in East Africa.

3. Obafemi Awolowo University distance learning package for education courses

In an interview, the Vice-Chancellor of Obafemi Awolowo, revealed that distance learning packages for the education courses, including the courses in higher education management are being developed and the process is nearing completion. In terms of who in Nigeria had the potential to run higher education Management for managers in West Africa the Obafemi Awolowo University came first followed by the University of Lagos and the University of Abuja.

The Committee of Vice chancellors (CVC) and the NUC in Nigeria were each very enthusiastic about the programme. The CVC said, if the project were to materialise, they would be able to take responsibility for identifying a number of universities and the resource persons to run it. The NUC expressed that their co-ordination role would be very important to the long-term success of the programme. There was some expression of fear that getting a training programme firmly in the hands of a government institution such as NUC could result in bureaucratic delays.

It should also be remembered that the Committee of Registrars and that of Bursars in Nigeria, as in most countries, are perhaps the most enthusiastic of all, given that the training concerns them directly. The two have already started training different levels of non-academic staff. I did not establish the names of the officials, but the Committee of Registrars in Nigeria can be contacted through Dr. Doyinsola Ojutiku Registrar, University of Obafemi Awolowo, or through the Registrar, University of Lagos.

USE OF EXISTING M-ANAGEMENT TRAINING CENTRES

Nearly every country in Africa has an institute of Management and/or an institute of public Administration. These were in the past publicly funded institutions, but are increasingly being requested to become self financing. Consequently, they are becoming more proactive and many are seeking opportunities offered by new areas of training. The biggest problem in these institutions is that in many countries, the harsh economic realities and the lack of economy of scale do not warrant the running of regular programmes for higher education managers. Consequently, because of fluctuating demand, they have tended to run only occasionally specialised programmes for education managers. The universities have continued to patronize some of their general management programmes but at very low level.

In Nigeria, ASCON is a very well known and reputable management training institution. With the numerous Nigerian Universities and with the current good reputation outside Nigeria, it can attract educational managers from outside the region. In this category is a number of regional management training institutions including the Eastern and Southern African Management Institute in Arusha, Tanzania (ESAMI), the Pan African Institute of Development (PAED) in Cameroon (Although this tends to focus on community programmes); etc.

These regional and national centres have a lot of experience in running short-term management courses in specialised areas e.g. hospital management courses, Maintenance courses for hospital equipment, etc.

With the current economic hardships in African countries, these institutions including the regional ones, have sometimes experienced the negative impact of scarcity of financial resources in client organisations, leading to programme cancellations due to low subscription as a result of the client institutions' inability to raise sufficient resources to send participants to the programmes. The institutions spend a lot of effort having to find sponsors for participants to their programmes. Except in countries where several universities exist, the programmes of the regional institutions may stand a much better chance of success, provided the programmes are marketed adequately, and, especially, if the programmes lead to some certification.

Already, some of the national management institutions have run programmes for education managers. For example, in 1992 the Ghana Institute of Management and Public Administration (GIMPA) run 4 three-day programmes for educational service managers, although this was not strictly geared to higher education or to university management.

In the same year, the GIMPA also developed, with input from the ministry of education and from the universities, a programme which was to have been held on regular basis and to have led to the certificate in higher education management.

This programme was intended for middle level managers of education from the five universities and the polytechnics in Ghana. The starting of this programme was, however, postponed at the request of the Ministry of education which wanted it to be run after the completion of the restructuring of the education system in the country. (Although this was the official reason given, there is some suspicion that the issue might have been who to run this programme, given that the University of Cape Coast had a department of educational administration).

For me the issue here might have been whether education management training should be based in education or in management. Many of the respondents suggest that universities are the best providers of training because they are in position to base the programmes on case studies that are

more relevant to the higher education environment. They suggest, however, that, within the universities, the training would best be in the departments of public administration or management. Vice Chancellors in Nigeria, in particular, emphasized that most of the courses currently being run by the educational management departments have more relevance to school management and have little relevance to higher education managers.

According to Mr. Samoa, the Director, Human Resources Development, who was responsible for the education management programmes, the GIMPA is still considering the possibility of updating this programme with the addition of emphasis on strategic management and action programme implementation entrepreneurship etc. and of running this programme in the future.

POSSIBILITY OF USING ASSOCIATIONS OF UNIVERSITIES ADMINISTRATORS TO ENHANCE THE TRAINING OF MIDDLE MANAGERS

The last few years have seen the formation of Associations of University Administrators in different countries and subregions. Examples are the Ghana Association of University Administrators (GAWA) and the West African subregional association for university administrators. The latter was formed in 1994 after a training workshop supported by UNESCO. Officials for the latter are

Chairman.

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P.M.B. 1154, Benin City,
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Residence SSQ P4, Tel. 052-242684, 240725 ext. 2186.

Secretary General.

Mr. Kwaku Kunadu,
Registrar,
University of Cape Coast,
Ghana.

According to Mr. Daniel, Registrar University of Legon, Ghana, these Associations are the most interested in training since the training is for themselves and so they have a stake in it. Part of the reason for the formation of these Associations at this time is the fact that the university administrators/managers now strongly feel they ought to get organised and to help improve 'their lot', especially in terms of training and development.

Indeed the members of the GAWA in Ghana have discussed and passed a plan to organise regular management training for middle managers from the Ghana Universities and polytechnics. Their medium-term plan, which has not yet materialised, is to develop a modular programme in higher education management. They believe that a modular nature would facilitate giving specialised training for specialist areas with the university and higher education system. The problem these associations have had is the apparent lack of financial resources and expertise to develop the programmes.

Despite the delay in developing this programme, the GAWA has gone ahead to start training their members, and have already run two programmes in the past year.

INDEPENDENT TRAINERS ON THE AFRICAN CONTINENT

There are a number of independent training institutions on the African continent which have also carried out occasional work for university managers. These include Speciss Collge in Zimbabwe run by Rob Blair, which organised a special programme for university middle managers from the Eduardo Mondlane University in Mozambique.

Following their success in this programme, the centre conceived a special programme for university managers. Unfortunately, with the severe financial crises facing universities at the time, this programme could not be run due to lack of sufficient patronage.

COLLABORATION WITH THE COMMITTEE OF VICE CHANCELLORS

The various committees of Vice Chancellors on the continent have a stake in the training of university staff, and could be instrumental in facilitating systematic, long term and structured management development programmes which include training for middle managers from their universities. The Colmmittee of Vice Chancellors (CVC) in Ghana have recently run two management training programmes for middle managers but these remain occasional, although the decision has now been taken to adopt staff development and training of middle managers as one of the CVC programmes in Ghana. The CVC here have not yet developed the regular programme, and, so far, the papers given have been on specified topical themes.

NEED FOR MINISTRY SUPPORT

Seeing from the experience of Ghana, and concluding from the interview with the Executive Secretary of NUC in Nigeria, the support of the Ministries of education and their involvement in some way is essential for the success of any future programmes.

USING UNIVERSITIES AND OTHER INSTITUTIONS WHICH HAVE RESOURCES AND GOOD WILL, BUT WHICH DO NOT CURRENTLY HAVE EDUCATIONAL MANAGEMENT TRAINING PROGRAMMES

The American University in Cairo

In my experience as Communications Officer at the Association of African Universities, this university has stood out as offering support and expertise to other Universities in Africa. This generous offer has not yet been exploited. In fact, this university say they have already put down ideas on how to improve staff development in African universities. I strongly recommend that this opportunity be exploited to benefit the development of middle managers in African Universities. (Contact Persons: Dr. Cyrus Reed, Assistant Professor of Political Science and Director, Office of African Studies, and the President of the University).

University of Khartoum

The outline of a programme by Khartoum University was found among the AAU documentation regarding training for university staff.

CONCLUSION AND RECOMMENDATIONS

I wish to conclude that the available literature on African universities does not show evidence of the existence of MANY specialised courses in higher education management, although it is possible that such courses may exist but without being well publicised. Current staff development projects at the AAU focus on training Vice Chancellors and academic staff. The University middle managers themselves have now begun to conceptualize the type of training needed and have, in some cases formed associations which are determined to enhance training, and which have already organised occasional training, even though their long-term plans are constrained by lack of financial resources and/or expertise.

Distance Learning centres now exist in a number of universities but are not necessarily running education management courses for higher education managers. A few universities, e.g. the University of Obafemi Awolowo, have had post graduate courses which focus on higher educational management/administration. This university is highly recommended as a centre of focus for developing management training for higher education managers, especially because of their experience but also because this choice would have great support in the African region and also because they are nearing completion of distance learning packages for education courses, including educational administration courses. They also have the experience of having students for this training from different African countries, they have good accommodation facilities, and they have a Training unit for their own staff.

I also strongly recommend that we investigate the possibility of basing management training in Khartoum university for Sudan, especially if we find that the programme mentioned above is running.

The American University in Cairo should be approached to find out the details of the proposed training for training staff in African universities referred to. I will pursue this matter with Dr. Reed since I know him personally, but to save time, it will be more worthwhile if the ACU could approach them from your end.

Effective management training should be structured and thus an integrated part of a long term personal development programme for each individual concerned, and that it should be continuous, encompassing both the formal and the informal, and should be provided in a systematic manner, with top management support and line management involvement and support.

The form of management training for university middle managers should facilitate continuous learning and should not be a one off. The idea of a continuous programme for individual managers could combine short training programmes run at regional or national level on specific and specialised topics aimed at addressing current and future problems in the area of education and management and at addressing the training needs of groups of individuals and of their departments. These programmes could be organised on a regular basis by a management training centre or in an education management department within a university.

To enable continuity, these short full time courses could be part of an integrated modular programme taught by long distance methods. The programme run in this way would be a specific higher education management programme, e.g. a masters degree in education management with options for higher education management, an MSc or BA in education Management etc. Also, the higher education full time course could be integrated in an existing MBA or MPA programme taught by long distance methods.

We could explore making use of the experience of the programmes outlined in the Obafemi Awolowo University, Ife, Nigeria, and the programme at the University of Maiduguri, Nigeria, and/or explore the possibility presented by the distance learning centre in Abuja University, incorporating it in the planned MBA by distance education. Alternatively, and perhaps this is more preferable, continue to build on the programmes offered by the University of Obafemi Awolowo while helping them to develop the distance learning packages in educational management which, according to the Vice-Chancellor, they have themselves already started to do.

I recommend a combination of distance education combined with face to face tuition with a corresponding course project related to improving aspect of management in the participant's institution. Participants must therefore ensure that their employers are willing to release them for the residential programme and the training organisers must ensure the continuous interest and support from top university managers .

The taught components could be short (one to two week programmes) and others should go up to three months to enable the participant to obtain the certificate in higher education management if s/he does not wish to carry on with the other components of the programme, e.g. - if they do not need or wish to undertake the programme by distance education or the project.

In the interviews that I held with individuals in Ghana and in Nigeria, it was clear that the university managers themselves have put a lot of thought in what type of training they wish to see and in which form. In short, they think it should be modular, with some of the taught modules carried out in different centres or countries to enable visits to other universities. They also feel that while some of the more specialised managers, e.g. engineers would prefer short remedial management programmes, the generalises tend to be enthusiastic about programmes which lead to a certificate, diploma or masters degrees.

Having management training planned and developed for a limited number of universities on a pilot project basis is advantageous because the universities could volunteer to join the pilot project. A condition for joining the project would be that the university in question commits a certain minimum level of resources to training non-academic staff for an agreed stipulated period of, for example, five- years. In addition, the supervisors of the trainees would get involved in the process to ensure that the trainees are able to apply the acquired knowledge and skills and that each trainee's development is followed up systematically, with the help of an individual development plan, integrating the training in their promotional process. The trainees would need to be identified earlier (perhaps they need to be asked to volunteer in order to ensure interest and motivation), and a path should be drawn for and with them at the beginning of the project.

I support the suggestion by many respondents that a meeting should be held of providers establishment representatives, CVC representatives and members of Registrars and Bursars as well as other appropriate personnel to, among others, identify possible streamlined structures for development of staff and to discuss certification with a view to proposing a more coherent management training structure which can be adapted to suit different higher education institutions.

An attempt can be made to develop a more coherent staff development programme in a few countries as a pilot project which should take a minimum of 5 years.

While awaiting such a meeting, we can, nevertheless, attempt to develop actual programmes (i.e. proposed courses) which can be used as a basis for developing programmes. I will be quite prepared to continue consulting higher education managers and analysing job descriptions of

various categories and needs of units, with a view to outlining programmes for different categories which can form a basis to which topics can be added once the actual needs of individual trainees are identified.

**Appendix 2:
Postgraduate Programmes on
Higher Education Management
Taught by Distance Learning
Within the Commonwealth**

**Part of a Report to UNESCO on:
The Training and Development
of Middle Managers in
Higher Education**

NB: All information available from ICLD (International Centre for Distance Learning), the Open University, Walton Hall, MK7 6AA England. Telephone +44 1908 653537; Fax: +44 1908 654173; E-Mail: n.ismail@open.ac.uk.

Contents

1. Introduction

2. Institutional listings Available from ICDL:

Australia

Deakin University
University of New England - Armidale
University of South Australia
University of Southern Queensland

Canada

Ontario Institute for Studies in Education
Open Learning Agency, Open University

India

Indira Gandhi National Open University

New Zealand

Massey University

Pakistan

Allama Iqbal Open University

South Africa

University of South Africa

United Kingdom

University of London Institute of Education
Open College
Open University
University of Sheffield

3. Sample Listing

New Zealand: Massey University

Appendix 2

The contents of this Appendix of the main report list country courses in the Commonwealth which are registered as teaching by distance learning some aspects of the management or administration of higher education. All entries have been drawn from the computerised data base compiled by the International Centre for Distance Learning (ICDL), details of which are given below.

The following information of each institution is available:

- Name of the institution in alphabetical order by country.
- The region in which the institution is found.
- A brief description of the institution offering the course.
- A contact address for further information on the distance learning courses that are run.
- General information on admissions.
- An outline of the distance learning services and modes of study available.
- Registration procedures and the timing of programmes.
- A short statistical summary of the institution.

A sample listing from New Zealand is provided.

It must be emphasised that this Appendix has been included in the Report as a guide to current activity, and the inclusion of an institution does not imply a recommendation by CHEMS or ICDL. The institutions listed were selected on the basis of a key word search ('management', 'tertiary', and 'postgraduate'), and are only intended to include those programmes which provide for aspects of the study of higher or tertiary education. Thus programmes concerning other parts of the education system have been excluded. Because of the nature of the data base, it is possible that some of these excluded programmes may also contain content relevant to higher education, and therefore this Appendix makes no claim for comprehensiveness of coverage. Readers wishing to obtain details of the programmes listed should contact the institution concerned.

The International Centre for Distance Learning (ICDL) is a documentation centre based in the United Kingdom on the campus of the Open University. It specialises in collecting and disseminating information on distance education worldwide. ICDL's main information resources are a very extensive collection of literature on distance education, and this literature collection contains many thousands of items, including prospectuses of distance learning institutions worldwide, books, journals, research reports, dissertations, conference papers and a variety of unpublished and semi-published material. Its database is accessible online and on CD-ROM, and consists of three main areas: courses and programmes, institutions, and literature. More than 22,000 entries are listed describing distance taught courses and programmes offered both by Commonwealth institutions, and other institutions teaching in English.

Further information on ICDL can be obtained directly from them at: ICDL, The Open University, Walton Hall, Milton Keynes, MK7 6AA, England. Telephone: +44 1908 653537 (from outside the UK); fax: +44 1908 654173; email: n.ismail(a)open.ac.uk.

NAME
Massey University

REGION
Australasia - New Zealand

DESCRIPTION

Massey University, situated on the outskirts of the city of Palmerston North, is the only university in New Zealand which offers degree and diploma level courses by correspondence. It was established at the beginning of 1964 when Massey Agricultural College was combined with a branch college of Victoria University, Wellington. The history of Massey's extramural studies programme, however, goes back to 1960.

With few exceptions, extramural courses parallel internal courses. It is therefore possible to switch to full-time study if a student so wishes.

Students have over 800 courses to choose from within approximately 70 programmes (degrees, diplomas, certificates) offered by Massey University.

Enquiries regarding any of the University's courses in the database should be addressed to:

The Director
Centre for University Extramural Studies
Massey University
Private Bag
Palmerston North
NEW ZEALAND
Telephone: (+64 6) 356 9099
Telex: NZ 30974 MAS UNI
Fax: (+64 6) 350 5618

ADMISSION

Normal university entrance qualifications apply, with some exceptions. For New Zealand residents aged 21 years and over, an open entry policy applies. Applicants with overseas qualifications may also be considered eligible to study but certain conditions will apply when an application is made. While there are no restrictions (other than educational qualifications for certain applicants) for a New Zealand citizen or permanent resident to enrol for undergraduate study, those who take up residence in other countries may not be allowed to enrol. Exceptions and qualifications affecting enrolment at Massey University are made available with application forms.

SERVICES

Massey University has a number of facilities, including cultural and recreational clubs, which are open to extramural as well as full-time students. In addition, library resources are at the disposal of extramural students through the postal system. Other kinds of support services are provided for students, including several examination centres in both islands, as well as outside New Zealand.

REGISTRATION

Registration starts on December 1st and ends on January 15th for restricted papers or on January 31st for all other papers. No late applications are processed. Application forms for registration are available from: Enrolment Office, Massey University, Palmerston North, NEW ZEALAND.

STATISTICAL SUMMARY

Currently its student population is 18,000 with an annual intake of 5,000. The total staff complement within Massey University's extramural studies programme is 450, of whom 300 are engaged full-time. The annual budget for the entire university during 1991 was New Zealand dollars 70 million.

DATA ENTERED
27 January 1994 mn

----- End of Record -----

COURSE CODE AND TITLE
26.212. The University System

INSTITUTION
Massey University, New Zealand

COURSE LEVEL
Diploma, Postgraduate

COURSE DESCRIPTION AND OTHER ACADEMIC INFORMATION
The evolution of the western university institution and its role in society. An examination of the current New Zealand university system and selected comparative studies. University governance. The university population - students, academics, administrators, their roles and relationships.

Note: The course assumes that students have access to the staff and operations of a university.

Assessment is by assignments.

Programmes for which this course is required or in which it can be included:
Diploma in Business Studies Endorsed University Administration.

Language of instruction is English.

MEDIA AND METHODS EMPLOYED
Printed correspondence texts prepared by/for institution, face-to-face tutorials, compulsory on-campus residential course.

ADMINISTRATIVE INFORMATION
26 weeks are allowed for the completion of this paper. This is a 14 point course.

If students wish to take a paper for no particular qualification, they may enrol for a Certificate of Proficiency (COP). Provided a COP paper was taken under the same conditions and with the same prerequisites as are required for a particular qualification, it may later be credited to that qualification. Papers which students have to take as prerequisites for diplomas should be taken as COPS. If they are enrolling in these papers as corequisites they should enrol in the diploma and COP concurrently. Papers for credit to another university must be taken as COPS.

FIELD OF STUDY CLASSIFICATION
05-05-20 EDUCATIONAL POLICY AND SYSTEMS
05-05-25 MANAGEMENT OF EDUCATION (SYSTEMS AND INSTNS)

DATA ENTERED/CHECKED
04 February 1993 bb
Source: 1993 Extramural Handbook

End of Record

COURSE CODE AND TITLE
26.212, The University System

INSTITUTION
Massey University, New Zealand

COURSE LEVEL
Diploma, Postgraduate

COURSE DESCRIPTION AND OTHER ACADEMIC INFORMATION
The evolution of the western university institution and its role in society. An examination of the current New Zealand university system and selected comparative studies. University governance. The university population - students, academics, administrators, their roles and relationships.

Note: The course assumes that students have access to the staff and operations of a university.

Assessment is by assignments.

Programmes for which this course is required or in which it can be included:
Diploma in Business Studies Endorsed University Administration.

Language of instruction is English.

MEDIA AND METHODS EMPLOYED
Printed correspondence texts prepared by/for institution, face-to-face tutorials, compulsory on-campus residential course.

ADMINISTRATIVE INFORMATION
26 weeks are allowed for the completion of this paper. This is a 14 point course.

If students wish to take a paper for no particular qualification, they may enrol for a Certificate of Proficiency (COP). Provided a COP paper was taken under the same conditions and with the same prerequisites as are required for a particular qualification, it may later be credited to that qualification. Papers which students have to take as prerequisites for diplomas should be taken as COPS. If they are enrolling in these papers as corequisites they should enrol in the diploma and COP concurrently. Papers for credit to another university must be taken as COPS.

FIELD OF STUDY CLASSIFICATION
05-05-20 EDUCATIONAL POLICY AND SYSTEMS
05-05-25 MANAGEMENT OF EDUCATION (SYSTEMS AND INSTNS)

DATA ENTERED/CHECKED
04 February 1993 bb
Source: 1993 Extramural Handbook

_____ End of Record _____

COURSE CODE AND TITLE
36.456, Educational Administration by Computer

INSTITUTION
Massey University, New Zealand

COURSE LEVEL
Degree

COURSE DESCRIPTION AND OTHER ACADEMIC INFORMATION
A examination of policy, research, development and professional aspects of using information technology to enhance the administrative process in education.

Assessment is by assignments.

Language of instruction is English.

MEDIA AND METHODS EMPLOYED
Printed correspondence texts prepared by/for institution, face-to-face tutorials, compulsory on-campus residential course.

ADMINISTRATIVE INFORMATION
26 weeks are allowed for the completion of this paper. This is a 25 point course.

If students wish to take a paper for no particular qualification, they may enrol for a Certificate of Proficiency (COP). Provided a COP paper was taken under the same conditions and with the same prerequisites as are required for a particular qualification, it may later be credited to that qualification. Papers which students have to take as prerequisites for diplomas should be taken as COPS. If they are enrolling in these papers as corequisites they should enrol in the diploma and COP concurrently. Papers for credit to another university must be taken as COPS.

FIELD OF STUDY CLASSIFICATION
05-03-15 COMPUTERS IN TEACHING AND TRAINING
05-05-00 EDUCATION ADMINISTRATION AND POLICY - GENERAL

DATA ENTERED/CHECKED
04 February 1993 bb
Source: 1993 Extramural Handbook

_____ End of Record _____

COURSE CODE AND TITLE
36.453, Educational Policy Analysis

INSTITUTION
Massey University, New Zealand

COURSE LEVEL
Postgraduate

COURSE DESCRIPTION AND OTHER ACADEMIC INFORMATION
An analysis of selected policy issues in educational administration.

Assessment is by assignments and a final examination.

Programmes for which this course is required or in which it can be included:

Master of Education
Master of Educational Administration.

Language of instruction is English.

MEDIA AND METHODS EMPLOYED
Printed correspondence texts prepared by/for institution, face-to-face tutorials, compulsory on-campus residential course.

ADMINISTRATIVE INFORMATION
26 weeks are allowed for the completion of this paper.

If students wish to take a paper for no particular qualification, they may enrol for a Certificate of Proficiency (COP). Provided a COP paper was taken under the same conditions and with the same prerequisites as are required for a particular qualification, it may later be credited to that qualification. Papers which students have to take as prerequisites for diplomas should be taken as COPS. If they are enrolling in these papers as corequisites they should enrol in the diploma and COP concurrently. Papers for credit to another university must be taken as COPS.

FIELD OF STUDY CLASSIFICATION
05-05-20 EDUCATIONAL POLICY AND SYSTEMS

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Source: 1993 Extramural Handbook

End of Record

The Division of Higher Education of the UNESCO Secretariat produced, during 1983-1989, thirty-six titles in the series *Papers on Higher Education* (a complete list of titles appears on the last page). From 1990, this series will continue in a new form *New Papers on Higher Education* with two sub-titles: one, *Studies and Research* and the other, *Meeting Documents*.

Studies published in the series *New Papers on Higher Education: Studies and Research*:

1. *Evaluation Procedures used to Measure the Efficiency of Higher Education Systems and Institutions*. A study conducted by the International Association for Educational Assessment. Coordinator: W.B. Dockrell.
2. *Study Service in Adult Education: Analysis of an Experience*. A study conducted by the Faculty of Education, University of Lujan, Argentina. Coordinator: Sylvia Brusilovski. UNESCO 1990. ED-89/WS-103 (English/French).
3. *L'Enseignement supérieur et le monde du travail*. A study coordinated by Noël Terrot for the World Federation of Teachers' Unions. UNESCO 1990. ED-89/WS-40 (French only).
4. *Africa: A Survey of Distance Education 1991*. A study conducted by the International Council for Distance Education and the International Centre for Distance Learning. Coordinator: Keith Harry. UNESCO 1991. ED-91/WS-42 (English only).
5. *Latin America and the Caribbean: A Survey of Distance Education 1991*. A study conducted by the International Council for Distance Education and the International Centre for Distance Learning. Coordinator: Keith Harry. UNESCO 1991. ED-91/WS-44 (English only).
6. *Conceptual Analysis and Methodological Results of the Project: Management and Assessment of Interdisciplinary Training at the Post-university Level*. A study conducted by P. Metreveli et al. UNESCO 1992. ED-92/WS-7 (English only).
7. *Asia and the Pacific: A Survey of Distance Education 1992*. 2 Volumes. A study conducted by the National Institute of Multimedia Education, Japan. UNESCO 1992. ED-92/WS-7 (English only).
8. *Distance Education in Asia and the Pacific: Country Papers*. 3 Volumes. A study conducted by the National Institute of Multimedia Education, Japan. UNESCO 1993 (English only).
9. *Patterns of Governance in Higher Education: Concepts and Trends*. A study conducted by Frans van Vught, Center for Higher Education Policy Studies, the Netherlands. UNESCO 1993. ED-93/WS-18 (English only).
10. *Les universités communautaires. Une expérience brésilienne*. Par Prof. Geraldo Magela Teixeira. UNESCO 1993. ED-93/WS-26 (French/English).

11. *La Educación permanente y su impacto en la educación superior*. Por Carlos Tünnermann Bernheim. UNESCO 1995. ED-95/WS-18 (Spanish only).
12. *Strategic Planning in African Universities*. A study conducted by John Farrant and John Fielden within the framework of the UNESCO/ACU-CHEMS Joint Action Plan in Higher Education Management. UNESCO 1996. ED-96/WS-28 (English only).
13. *Strategic Planning in African Universities: Good Practice Guidelines for Vice Chancellors*. A study conducted by John Farrant within the framework of the UNESCO/ACU-CHEMS Joint Action Plan in Higher Education Management. UNESCO 1996. ED-96/WS-29 (English only).
14. *African Universities: A review of Information Systems*. A study conducted by David Mason within the framework of the UNESCO/ACU-CHEMS Joint Action Plan in Higher Education Management. UNESCO 1996. ED-96/WS-30 (English only).

Other studies published in the series *Papers on Higher Education: 1983-1989*

1. *André Salifou*, Perspectives du développement de l'enseignement supérieur en Afrique dans les prochaines décennies (English & French versions). UNESCO 1983, ED-83/WS/76.
2. *Michel Carton*, Tendances et perspectives de développement de l'enseignement supérieur dans la région Europe. UNESCO 1983, ED-83/WS/77.
3. *Juan Carlos Tedesco*. Tendencias y Perspectivas en el Desarrollo de la Educación Superior en América Latina y el Caribe (English & Spanish versions). UNESCO 1983, ED-83/WS/75.
4. *Omer M. Osman*, Perspectives of the Development of the University in the Arab region from the present to the year 2000 (English & Arabic versions). UNESCO 1983, ED-83/WS/78.
5. *S.C. Goel*, Higher Education in Asia and the Pacific : A Perspective Study. UNESCO 1983, ED-83/WS/99.
6. Study Service : a tool of innovation in higher education. (English & French versions). UNESCO 1984, ED-84/WS/101.
7. *R. Goodridge, A. Layne*, A Digest of Unesco Studies and Documents on the Democratization of Higher Education. UNESCO 1984, ED-84/WS/52.
8. *L.P. Laprèvote*, Pour un bilan social de l'Université, instrument d'intégration de la communauté universitaire. UNESCO 1984, ED-83/WS/58.
9. *C. Rakowska-Jaillard, A. Rochegude, H. Acoca*, La problématique de la pédagogie de l'enseignement supérieur et de la recherche pédagogique dans la perspective de la réforme globale de l'éducation en Afrique francophone. UNESCO 1985, ED-84/WS/85.
10. *G. Berger, T.K. Thévenin, A. Coulon*, Évaluation des expériences novatrices sur la démocratisation dans l'enseignement supérieur. UNESCO 1985, ED-85/WS/1.
11. *Prof. Dr. M.L. Van Herreweghe*, Étude préliminaire sur la nature et l'importance de l'enseignement relatif aux sciences de l'éducation dans les établissements d'enseignement supérieur. UNESCO 1986, ED-86/WS/34.
12. *Mme E. Rakobolskaya, André Salifou, D. Lustin*, Trois études de cas sur la formation pédagogique des enseignants d'enseignement supérieur. UNESCO 1986.
13. *Georges Thill, Xavier Marbille, Christiane Coene, François Hurard*, Structures de fonctionnement de la recherche et perspectives de coopération. UNESCO 1986, ED-86/WS/63.
14. *Marcel Guillaume, Georges Thill*, Formation et recherche universitaires : leurs interrelations. UNESCO 1986, ED-86/WS/64.
15. Annotated Bibliography of Selected Unesco Publications and Documents relative to Training and Research. UNESCO 1986.
16. Stocktaking of Needs and Resources relative to Training and Research : Volume 1 : Australia, Hungary, Kenya, Syrian Arab Republic. UNESCO 1987.
17. *César A. Aguiar*, Análisis de las Necesidades y Recursos relativos al Adiestramiento e Investigación.
Formación Superior y Desarrollo Científico en América Latina : Indicaciones preliminares sobre la integración de sistemas. Volumen 2 : América Latina. UNESCO 1987.
18. Inventory of Educational Research on Higher Education Problems Undertaken by Higher Education Institutions (Preliminary Version). UNESCO 1987, ED-86/WS/122 Rev.

19. *Jagbans K. Balbir*, Aspects of Training and Research in Higher Education with Case Studies on India and Venezuela. UNESCO 1987.
20. L'Enseignement supérieur et le Monde du Travail.
Table ronde UNESCO-Fédération internationale syndicale d'enseignement (FISE).
21. Mobilité et échanges universitaires en vue de favoriser la formation et la coopération internationales.
Table ronde UNESCO-Association des universités partiellement ou entièrement de langue française (AUPELF).
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Table ronde UNESCO-Association internationale des professeurs et maîtres de conférences des universités (IAUPL).
23. *René Ochs*, The Recognition of Studies and Diplomas of Higher Education : the Contribution of Unesco. La Reconnaissance des études et des diplômes de l'enseignement supérieur : l'apport de l'Unesco.
24. Enseignement supérieur et interdisciplinarité : problèmes et perspectives.
Table ronde UNESCO-Fédération internationale des universités catholiques (FIUC).
25. La Responsabilité des femmes dans la conduite de leur carrière et Enseignement supérieur.
Table ronde UNESCO-FIFDU. UNESCO 1987.
26. *R. Lallez, C. Tahiri-Zagret, A. Robinson, L. D'Hainaut*, Perspectives de l'évolution des systèmes de formation et des pratiques pédagogiques dans le cadre de la coopération internationale.
Table ronde UNESCO-Association internationale de pédagogie universitaire (AIPU). UNESCO 1988, ED-88/WS/31.
27. *Braga, Meyerson, Noguchi, Nemoto, Serafimov*, The Impact of Satellite Technology on University Teaching and Research. UNESCO-IAU, UNESCO 1988. ED-88/WS/44.
28. Higher Level Distance Education and the Needs of Developing Countries.
Round Table UNESCO-International Council for Distance Education (ICDE). UNESCO 1988, ED-88/WS/46.
29. The Challenge for the University : providing education and meeting economic requirements.
Round Table : UNESCO-International Union of Students (IUS). UNESCO.
30. Les Responsabilités internationales du professeur d'Université.
Table ronde : UNESCO-IAUPL, UNESCO, 1988.
31. Higher Education : Problems and challenges for what future ? Final Report, UNESCO-NGO Collective Consultation 1988. (English & French versions), UNESCO 1988.
32. Project Copernicus : Co-operation Programme in Europe for Research on Nature and Industry through Co-ordinated University Study.
Round Table : UNESCO-Standing Conference of Rectors, Presidents and Vice-Chancellors of the European Universities (CRE), UNESCO 1989.
33. Enseignement supérieur scientifique et technique : Nouvelles technologies de l'information et de la communication.
Table ronde : UNESCO-Association des universités partiellement ou entièrement de langue française (AUPELF), UNESCO 1989.

34. *R. Aspeslagh, D. Chitoran, A. Nastase*, Educational and Research Programmes of Universities and Research Institutes in the Europe region devoted to international understanding, co-operation, peace and to respect for human rights. UNESCO 1989, ED-89/WS/76.
35. *L'enseignement supérieur entre démographie et sociologie : diversifications institutionnelles et variations sociales - Polymnia Zigelka.*
36. *Higher Education Learning Resource Materials, Books and Journals : the Needs of Universities in Developing Countries.*
Round Table : UNESCO-Association of Commonwealth Universities (ACU).