



# Higher Education Governance and Management in Africa

Continental, Regional, and  
National Perspectives

---

Lazarus Nabaho  
Wilberforce Turyasingura

palgrave  
macmillan

# Higher Education Governance and Management in Africa

Lazarus Nabaho • Wilberforce Turyasingura  
Editors

# Higher Education Governance and Management in Africa

Continental, Regional, and National Perspectives

palgrave  
macmillan

*Editors*

Lazarus Nabaho  
Uganda Management Institute  
Kampala, Uganda

Wilberforce Turyasingura  
Uganda Management Institute  
Kampala, Uganda

ISBN 978-3-031-59147-1      ISBN 978-3-031-59148-8 (eBook)  
<https://doi.org/10.1007/978-3-031-59148-8>

© The Editor(s) (if applicable) and The Author(s), under exclusive license to Springer Nature Switzerland AG 2024

This work is subject to copyright. All rights are solely and exclusively licensed by the Publisher, whether the whole or part of the material is concerned, specifically the rights of translation, reprinting, reuse of illustrations, recitation, broadcasting, reproduction on microfilms or in any other physical way, and transmission or information storage and retrieval, electronic adaptation, computer software, or by similar or dissimilar methodology now known or hereafter developed.

The use of general descriptive names, registered names, trademarks, service marks, etc. in this publication does not imply, even in the absence of a specific statement, that such names are exempt from the relevant protective laws and regulations and therefore free for general use. The publisher, the authors and the editors are safe to assume that the advice and information in this book are believed to be true and accurate at the date of publication. Neither the publisher nor the authors or the editors give a warranty, expressed or implied, with respect to the material contained herein or for any errors or omissions that may have been made. The publisher remains neutral with regard to jurisdictional claims in published maps and institutional affiliations.

This Palgrave Macmillan imprint is published by the registered company Springer Nature Switzerland AG.

The registered company address is: Gewerbestrasse 11, 6330 Cham, Switzerland

If disposing of this product, please recycle the paper.

## ACKNOWLEDGMENTS

We wish to acknowledge the support and encouragement provided by our families, colleagues at Uganda Management Institute and friends, without whom this book project could not have been completed. In a special way, we thank the editor of *Tuning Journal for Higher Education*—Prof. Mary Gobbi—for granting us permission to republish, in part, an article which appeared in the Journal. Accordingly, Chap. 4 of this book is derived, in part, from an article published in the *Tuning Journal for Higher Education* on 27 November 2020 and that is available online at doi: [https://doi.org/10.18543/tjhc-8\(1\)-2020pp27-52](https://doi.org/10.18543/tjhc-8(1)-2020pp27-52). We convey our appreciation to the anonymous reviewer who provided candid and constructive feedback on the book proposal. The feedback gave us confidence regarding the quality of the chapters and was equally used to enrich the various chapters.

Special thanks go to the contributors who responded to our call for book chapters. Finally, we recognise the guidance which Dr Elizabeth K. Lwanga, the Head of Library at Uganda Management Institute, provided, which enabled us to access up-to-date literature sources.

# ABOUT THE BOOK

## INTRODUCTION

The higher education (HE) landscape in Africa has, in the last two decades or so, witnessed two major but related ideological—or ontological—shifts that have elevated governance and management from a peripheral to a strategic policy issue at national, regional and continental levels. These shifts are the World Bank’s relegitimisation of HE in the development discourse in 2000 after two decades of (mis)construing it, based on the rate of return studies, as a luxury the continent could ill afford (Teferra, 2016) and subsequently beseeching countries in Africa to close universities and train graduates abroad (Banya & Elu, 2001), and the return of faith in HE as an instrument to engender an African knowledge society. Currently, HE is, within the HE education policy discourse, recognised as a *sine qua non* for Africa’s socio-economic development and an enabler of Africa’s transition into a knowledge economy and society (see World Bank, 2000, 2002, 2008; African Union Commission [AUC] 2014, 2015, 2018). Therefore, investing in the sector is no longer both a taboo and wasteful expenditure. It is therefore scarcely surprising that in 2007, the African Union (AU) member countries made a commitment to allocate 1% of their Gross Domestic Product to research and innovation (AUC, 2016).

The imperative to leverage knowledge—the sole intangible material in universities—to accelerate Africa’s economic growth, reduce poverty, create employment opportunities for the most youthful population in the world and strengthen the competitiveness of economies in the global

economy is explicit in the current development frameworks of the AU: Agenda 2063, the Continental Education Strategy for Africa (CESA) (2016–2025) and the Science, Technology and Innovation Strategy for Africa (STISA, 2024). The concepts “knowledge society” and “knowledge economy” pervade these post-2000 development frameworks and are buttressed by the realisation that regions and countries with better economic indicators are those which generate substantial knowledge as well as translate it into innovations. Agenda 2063—the master plan for realising the AU’s vision of an integrated, peaceful and prosperous Africa—is categorical as far as transforming Africa into a knowledge society is concerned, whereas the mission of STISA 2024 hinges on accelerating Africa’s transition to an innovation-led, knowledge-based economy. Therefore, HE is envisaged to raise the continent’s role in global research, technology development and transfer, innovation and knowledge production. The CESA, which is in sync with Agenda 2063, underscores the nexus between human capital and the knowledge society in its first guiding principle.

The continent has come to the realisation that governance and management moderate the relationship between HE and development. This realisation is unequivocal in the education frameworks of the AU: the African Standards and Guidelines for Quality Assurance in Higher Education (ASG-QA), the African Quality Rating Mechanism (AQRM) and the Continental Education Strategy for Africa which contain a big dose of governance and management. The ASG-QA comprise “governance and management” as the second standard (AUC, 2018). On the HE coordination or system-level front, the ASG-QA provide for buffer mechanisms—external quality assurance agencies (EQAA)—between the higher education institutions (HEIs) and the state. Within the HE steering discourse, governance is viewed as a necessary, though not sufficient, determinant of the quality of HE (World Bank, 2000). Finally, the CESA points to governance as a principle of education and emphasises good governance, leadership and accountability in education management as essential aspects in HE (AUC, 2016).

The nexus between governance (and management) and the performance of HEIs has amplified calls for reforming (or modernising) HE governance in Africa. Since 2000, a plethora of HE governance and management reforms have been implemented at institutional and national levels. The reforms, as a result of filtering of the New Public Management (NPM) global reform template at national level and mimetic isomorphism, vary from country to country even within the political jurisdictions under

the same regional economic blocs. However, for close to a quarter of a century, governance and management architecture in Africa in the neo-liberal era has received little attention in global scholarship. This book, therefore, seeks to (a) complement the extant literature on HE governance by incorporating the perspectives from Africa; (b) offer a comprehensive overview and analysis of the unique challenges, problems, and dynamics associated with HE governance within the multiple and diverse regions of Africa; (c) provide a context-specific resource for HE practitioners and policy makers, researchers, university teachers of governance, and students on HE governance in Africa; and (d) serve as a vital resource for students and academics who wish to interrogate HE governance and management from a comparative/international perspective of Africa and other regions of the world.

### ORGANISATION OF THE BOOK

This book contains 12 chapters structured into five parts. In Part I, Chap. 1, by Nabaho and Turyasingura, sets the context for the book. The contributors shed light on the conceptual landscape, the scope of HE governance, and the HE governance models at system and institutional levels. Chapter 2, by Nabaho and Turyasingura, equally set the context for the subsequent chapters. The chapter locates the university in Africa—rather than the African university which is a misnomer—and HE governance in the global context. It further highlights the missions and traditions of the university which were inherited from the medieval and Humboldtian universities. It demonstrates how managerialism has, from the late 1980s, transformed the university from an organised anarchy and a loosely coupled organisation into a corporate actor.

Part II of the book contains four chapters which navigate the continental perspectives of HE governance and management. In Chap. 3, Opuda-Asibo presents an overview of the governance of universities (and other tertiary institutions) in Africa. He, *inter alia*, underscores the role of the university in society, the importance of good governance in HE, the institutional framework for university governance and the challenges of governance in HEIs. Chapter 4, by Nabaho et al., dwells on the governance of the Pan-African University, a new type of public university which is owned by a political grouping of states rather than an individual state.

In Chap. 5, Nabaho and Nabukenya explore the internal quality assurance landscape in HE in Africa. The authors underscore how the current



internal QA methodologies are Eurocentric and have been shaped by isomorphic forces though efforts have been made to adapt them to the local context and to skew them to the quality enhancement imperative.

Part III comprises two chapters which constellate around university governance in East Africa. Nabaho and Turyasingura, in Chap. 6, present empirical findings on the system-level governance arrangements of Uganda, Kenya, Tanzania, Rwanda and South Sudan. The chapter draws parallels and contrasts in the governance architecture of the five political jurisdictions. In Chap. 7, Nabaho, Turyasingura and Kiiza present the internal university governance landscape in the region. The chapter highlights, among others, the roles and composition of the tripartite shared governance organs (the University Council, the Senate and Management), and the process of appointing Chancellors, Vice Chancellors and selected leaders at the academic heartland.

Part IV of the book is dedicated to country-specific perspectives on HE governance and management. Kadhila and Iipumbu, in Chap. 8, engage a fragmented HE QA system in Namibia, which is epitomised by Eurocentric and accountability-led models of external QA which have little or no association with enhancing academic practice and the quality of student learning experience. The authors, based on a critique of the current landscape, call for the decolonisation of external QA in Namibia. In Chap. 9, John Senyonyi, a former Vice Chancellor of one of the model private universities in Uganda, shares his lived experience of managing a faith-based and not-for-profit university in a resource-constrained and marketised environment, and delineates ensuing lessons for the furtherance of governance of HEIs. The chapter also sheds light on how to cultivate a unique university brand. Mello and Juta, in Chap. 10, examine the multi-layered governance structures which have been created in South Africa to monitor and evaluate the performance of HEIs.

In Chap. 11, Bakkabulindi addresses the challenges which the National Council for Higher Education in Uganda, a regulatory agency at arm-chair-length of the ministry responsible for education, has faced and continues to face in overseeing the country's saturated and rapidly growing HE education sector. The chapter suggests strategies for mitigating the triple and endemic challenges which are also recognisable in other national HE spaces in Africa. Part V comprises a single chapter. In Chap. 12, the editors—following a retrospective reflection on the chapters in this Volume—glean the common thread in the chapters, highlight innovative practices in HE education governance and management in Africa, present

surprises (or practices which signal a departure from the normal) and draw some conclusions.

Lazarus Nabaho and Wilberforce Turyasingura (*Editors*)  
Uganda Management Institute

## REFERENCES

- African Union Commission. (2014). *Science, technology and innovation strategy for Africa 2024*. AUC.
- African Union Commission. (2015). *Agenda 2063: The Africa we want*. African Union.
- African Union Commission. (2016). *Continental education strategy for Africa 2016–2025*. AUC.
- African Union Commission. (2018). *African Standards and Guidelines for Quality Assurance in higher education (ASG-QA)*. AUC.
- Banya, K., & Elu, J. (2001). The World Bank and financing higher education in sub-Saharan Africa. *Higher Education*, 42(1), 1–34. <https://doi.org/10.1023/A:1017584501585>
- Teferra, D. (2016). Beyond peril and promise – From omission to conviction. *International Journal of African Higher Education*, 3(1) 7–17. <https://doi.org/10.6017/ijahe.v3i1.9634>
- World Bank. (2000). *Higher education in developing countries: Peril and promise*. The World Bank.
- World Bank. (2002). *Constructing knowledge societies: New challenges for tertiary education*. World Bank.
- World Bank. (2008). *Accelerating catch-up: Tertiary education for growth in sub-Saharan Africa*. World Bank.

# CONTENTS

<b>Part I</b>	<b>Setting the Scene</b>	<b>1</b>
<b>1</b>	<b>Introduction</b>	<b>3</b>
	Lazarus Nabaho and Wilberforce Turyasingura	
<b>2</b>	<b>Locating the University in Africa in the Global Context</b>	<b>21</b>
	Lazarus Nabaho and Wilberforce Turyasingura	
<b>Part II</b>	<b>Continental Perspectives</b>	<b>41</b>
<b>3</b>	<b>Governance in Higher (Universities and Other Tertiary) Education Institutions in Africa</b>	<b>43</b>
	John Opuda-Asibo	
<b>4</b>	<b>The Governance Architecture of a Supranational University: The Case of the Pan-African University</b>	<b>63</b>
	Lazarus Nabaho, Wilberforce Turyasingura, Jessica Aguti, and Felix A'diburu Andama	

<b>5</b>	<b>Internal Quality Assurance in Universities in Africa: Motivations and Methodologies</b>	<b>85</b>
	Lazarus Nabaho and Margaret Nabukenya	
<b>Part III</b>	<b>Regional Perspectives</b>	<b>103</b>
<b>6</b>	<b>Governance of (Public) Universities at Systemic Level in Selected Countries in East Africa</b>	<b>105</b>
	Lazarus Nabaho and Wilberforce Turyasingura	
<b>7</b>	<b>University-Level Governance in East Africa: Reform Trajectories</b>	<b>119</b>
	Lazarus Nabaho, Wilberforce Turyasingura, and Alfred Kenneth Kiiza	
<b>Part IV</b>	<b>National Perspectives</b>	<b>139</b>
<b>8</b>	<b>Engaging a Fragmented Higher Education Quality Assurance System in Namibia: An Agenda for Change</b>	<b>141</b>
	Ngepathimo Kadhila and Nangula Iipumbu	
<b>9</b>	<b>Reflections on Governance of a Ugandan Private University: A Personal Experience</b>	<b>159</b>
	John Senyonyi	
<b>10</b>	<b>The Role of Governance Structures in Monitoring and Evaluation of Higher Education Institutions' Performance in South Africa</b>	<b>177</b>
	Mello David Mbatia and Juta Lusanda Beauty	
<b>11</b>	<b>National Council for Higher Education of Uganda: A Call for Trimming of Its Mandate and Increasing of Its Staffing and Funding</b>	<b>197</b>
	Fred Edward K. Bakkabulindi	

<b>Part V Retrospective Reflections</b>	<b>217</b>
<b>12 Higher Education Governance and Management in Africa: Commonalities, Innovative Practices, Surprises and Conclusions</b>	<b>219</b>
Lazarus Nabaho and Wilberforce Turyasingura	
<b>Index</b>	<b>227</b>

## NOTES ON CONTRIBUTORS

**Jessica Aguti** (PhD) is a professor of Open, Distance and e-Learning at the Faculty of Science and Education at Busitema University, Uganda.

**Felix A'diburu Andama** (PhD) is Lecturer in Public Administration and Decentralisation at Uganda Management Institute.

**Fred Edward K. Bakkabulindi** (PhD) is Professor of Educational Research, Statistics, Measurement and Evaluation at Makerere University.

**Juta Lusanda Beauty** (PhD) is a professor in the School of Government Studies, Faculty of Humanities at North-West University, South Africa.

**Nangula Iipumbu** (PhD) is a Coordinator, Academic Affairs and Operations within the Office of the Pro-Vice Chancellor, Academic Affairs at the University of Namibia.

**Ngepathimo Kadhila** (PhD) is the Director of Quality Assurance at the University of Namibia.

**Alfred Kenneth Kiiza** (PhD) is currently the Acting Head of Department, Government Studies and a lecturer at Uganda Management Institute.

**Mello David Mbat** (PhD) is a professor of the Study of Government Affairs at the University of South Africa.

**Lazarus Nabaho** (PhD) is Associate Professor of Educational Leadership and Management at Uganda Management Institute. Nabaho has been involved in higher education governance as a head of an academic unit, a

member of the senate, and a representative of senate on the corporate governance organ.

**Margaret Nabukenya** (Sr) is a part-time lecturer at Uganda Management Institute.

**John Opuda-Asibo** (PhD) is Professor of Public Health and Preventive Veterinary Medicine. He served as a Deputy Vice Chancellor of Kyambogo University in Uganda, an acting Vice Chancellor of Kyambogo University, and the Executive Director of the Uganda National Council for Higher Education (2013–2018). He is the current Chancellor of Victoria University, Uganda.

**John Senyonyi** (Rev. Canon) holds a PhD in Mathematical Statistics at the University of Melbourne, Australia. He served as a lecturer at Makerere University, as an evangelist with African Evangelistic Enterprise; and at Uganda Christian University (2001–2020) in different portfolios: University Chaplain, Deputy Vice Chancellor, and then Vice Chancellor, and retired in August 2020.

**Wilberforce Turyasingura** (PhD) is Associate Professor of Human Resource Management and Development at Management at Uganda Management Institute. Turyasingura has served in higher education as a head of a department, a member of the senate, a dean of a school, and a member of the corporate governance organ.

# ABBREVIATIONS

4IR	Fourth Industrial Revolution
AASHE	Advancement of Sustainability in Higher Education
AAU	Association of African Universities
AQRM	African Quality Rating Mechanism
ASG-QA	African Standards and Guidelines for Quality Assurance
AU	African Union
AUC	African Union Commission
BTTC	Bishop Tucker Theological College
BTVET	Business Technical and Vocational Education and Training
CEO	Chief Executive Officer
CESA	Continental Education Strategy for Africa
CHE	Council for Higher Education
COVID-19	Corona Virus Disease 2019
CU	Commission for Universities
CUE	Commission for University Education
DHET	Department of Higher Education and Training
DUT	Durban University of Technology
EAC	East African Community
ECOWAS	Economic Community of West African States
EPRC	Education Policy Review Commission
EQA	External Quality Assurance
EQAA	External Quality Assurance Agency
EQAAAs	External Quality Assurance Agencies
HE	Higher Education
HEI	Higher Education Institution
HEIs	Higher Education Institutions
HEQC	Higher Education Quality Council



ICT	Information and Communication Technology
IEASA	International Education Association of South Africa
MOU	Memorandum of Understanding
NASFAS	The National Student Financial Aid Scheme
NCHE	National Council for Higher Education
NDP	National Development Plan
NPHE	National Plan for Higher Education
NPM	New Public Management
NQA	Namibia Qualifications Authority
NQF	National Qualification Framework
NTA	Namibia Training Authority
OECD	Organisation for Economic Cooperation and Development
PAU	Pan African University
PhD	Doctor of Philosophy
POT	Peer Observation of Teaching
PSC	Public Service Commission
QA	Quality Assurance
RECs	Regional Economic Communities
SA	South Africa
SADC	Southern African Development Community
SAQA	South African Qualification Authority
SET	Student Evaluation of Teaching
SRC	Student Representative Council
STCs	Specialised Technical Communities
STISA	Science, Technology and Innovation Strategy for Africa
UCT	University of Cape Town
UCU	Uganda Christian University
UK	United Kingdom
UKZN	University of Kwazulu-Natal
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNISA	University of South Africa
UOTIA	Universities and Other Tertiary Institutions Act
USh	Uganda Shilling
UUQAF	Uganda Universities Quality Assurance Forum
UVCF	Uganda Vice Chancellors' Forum

## LIST OF FIGURES

Fig. 1.1	Internal university governance triangle	6
Fig. 1.2	Clark's triangle of HE coordination (Clark, 1983)	8
Fig. 3.1	University functions	48
Fig. 3.2	University tripartite influences	51
Fig. 3.3	Composition of university governance	52
Fig. 3.4	Influencing forces in university governance	53
Fig. 3.5	Governance hierarchy and structure	54
Fig. 8.1	A conceptual framework for analysing approaches to quality assurance. (Lockett, 2007, p. 5)	153

## LIST OF TABLES

Table 4.1	Business for approval by the PAU Council	76
Table 5.1	Dimensions of excellence in teaching	94
Table 7.1	Composition and size of the University Senate	129
Table 7.2	Procedure for appointment and role of the Chancellor	130
Table 7.3	Process of recruiting the vice chancellorship	133
Table 7.4	Process of recruiting academic leaders	135
Table 8.1	Overlapping mandates between national quality assurance agencies	150

PART I

---

Setting the Scene



# Introduction

*Lazarus Nabaho and Wilberforce Turyasingura*

## GOVERNANCE AND MANAGEMENT IN HIGHER EDUCATION: MEANING AND SCOPE

Governance is a central issue in higher education (HE), and there has been renewed interest in the concept by the multiple stakeholders in the sector since the 1990s. That the momentum of renewed interest continues to be sustained is not accidental. Governance is viewed as a tool which provides an enabling environment for the effective execution of the triple mission of the university—knowledge dissemination (teaching), knowledge generation (research) and public service (knowledge application or impact)—as well as the alignment of the missions to the needs of society (Austin & Jones, 2016; Maassen et al., 2017). When exercised appropriately, governance can enable universities to leapfrog the endemic challenges which they face: funding, reputation and quality.

But what is HE governance? HE governance, which has been and continues to be a subject of reform or modernisation in the various jurisdictions, is generally an abstract, slippery, elusive, multi-dimensional and

---

L. Nabaho (✉) • W. Turyasingura  
Uganda Management Institute, Kampala, Uganda  
e-mail: [lnabaho@umi.ac.ug](mailto:lnabaho@umi.ac.ug); [wturyasingura@umi.ac.ug](mailto:wturyasingura@umi.ac.ug)

© The Author(s), under exclusive license to Springer Nature  
Switzerland AG 2024

L. Nabaho, W. Turyasingura (eds.), *Higher Education Governance  
and Management in Africa*,  
[https://doi.org/10.1007/978-3-031-59148-8\\_1](https://doi.org/10.1007/978-3-031-59148-8_1)

context-specific concept. These descriptions of the concept, *albeit* not conclusive, attest to a lack of consensus on the precise meaning of HE governance. The HE sector has witnessed a proliferation of the definitions of governance over the years. Harman (1992, p. 1280) defines HE governance as “the manner in which higher education systems and institutions are organised and managed, how authority is distributed and exercised, and how both systems and institutions relate to governments” while Neave (2006, p. 28) defines it as “a conceptual shorthand for the way higher education systems and institutions are organised and managed.” Harman’s and Neave’s definitions of governance constellate around structures and authority relationships which exist within universities and between the governments and universities. Mortimer and McConnell (1978) enriched the discourse on governance in HE by providing four basic questions which the concept should interrogate:

- (1) *What* issue is to be decided? (2) *Who* – what persons or groups – should be involved in the decision? (3) *When* (at what stage of the decision-making process) and how should such involvement occur? (4) *Where* – at what level in the organizational structure – should such involvement occur? (p. 13)

The questions in the excerpt hinge on decision-making and the structures through which decisions should be arrived at. From a decision-making perspective, governance responds to the question of “who makes what decisions?” (Toma, 2007, p. 57) and revolves around the question of “who decides, when and on what” (De Boer & File, 2009, p. 10). Therefore, decision-making, but within the structures at national and institutional levels, is a hallmark of governance in HE. The Organisation for Economic Cooperation and Development (OECD) provides an elaborate definition of governance but one which integrates the salient elements in the definitions that have already been presented and encapsulates institutional and system-level perspectives. It defines governance as

the structures, relationships and processes through which, at both national and institutional levels, policies for tertiary education are developed, implemented and reviewed. Governance comprises a complex web including the legislative framework, the characteristics of institutions and how they relate to the whole system, how money is allocated to the institutions and how they are accountable for the way it is spent, as well as less formal structures and relationships which steer and influence behaviour. (OECD, 2008, p. 68)

Finally, Dobbins and Knill (2014), building on Clark’s triangle of coordination (Clark, 1983) which depicts the state authority, the academic oligarchy (or the professoriate) and the market at the corners, define HE governance as “patterns of control, coordination, and the allocation of autonomy between three levels – the state, professoriate, and university management” (p. 37).

The range of definitions of HE governance validate the fluid nature of the concept. The multiple definitions nuance our understanding about the scope of HE governance. HE governance, therefore, encompasses matters such as national-level regulatory frameworks for HE (laws, regulations and policies); HE funding architecture (performance-based funding, item-based funding or lump-sum funding); the HE steering models which reflect the relationship between the state, universities and society; the composition and functions of the tripartite internal governance organs (the University Council, the University Senate and management) and other bodies such as the board of trustees in the case of public universities; and quality assurance (QA) which comprises both the internal (self-regulating) and external variants.

A distinction exists between governance and management. The term “management” is new in HE unlike in other organisations where it is associated with the evolution of management thought. It emerged in the HE lexicon in the late 1960s. Most universities were, until the onset of New Public Management (NPM), an antithesis of the traditional model of public administration, on the HE landscape and the rapid expansion of the institutions, run by academics. But what is the difference between management and governance in HE? From a broad perspective, governance is concerned with the formulation of policies and rules—either at system or institutional level—to regulate HEIs (Sułkowski, 2023), while management is about implementing and executing policies (World Bank, 2000) and oversight of day-to-day operational matters of the HEI. Management hinges on making “strategic and operational decisions in planning, organising, leading, and controlling the activities of the university” (Sułkowski, 2023, p. 81).

Governance, as evidenced by its multiple conceptualisations, can be studied from the national, international and institutional (or internal) perspectives. The national-level perspective of HE governance relates to the relationship between the state and universities and is associated with the steering models—or the arrangement through which the state ensures that the HE system contributes to national objectives (Austin & Jones,

2016)—that individual states adopt to govern universities within their HE systems. The ideal steering models are examined in the next section of this chapter.

The international-level perspective of governance is explicit in sub-regional, regional and international HE governance configuration. HE in Africa is, without compromising the autonomy of national HE systems, being steered by the African Union Commission (AUC) and the regional economic blocs such as the East African Community (EAC), the Economic Community of West African States (ECOWAS) and the Southern African Development Community (SADC). At the institutional level, governance relates to internal governance, which connotes “internal management structures, decision-making arrangements and leadership roles and the relationship between these internal functions and the role of governing bodies” (Middlehurst, 2004, p. 259). The institutional-level perspective tends to incorporate the shared governance model, which denotes a tripartite arrangement which “allocates public accountability and stewardship to the governing board, academic matters to the faculty, and the tasks of managing the institution to administration [or management]” (Duderstadt, 2002, p. 4) (Fig. 1.1).

Consistent with the shared governance model, HE governance can be unravelled in terms of corporate governance, academic governance and management. Corporate governance is a function of the corporate governance body or the University Council. University Councils provide oversight over non-academic, financial and resource matters in addition to being responsible for corporate strategy (Rowlands, 2017). Just like in the business world, corporate governance is charged with the responsibility of

**Fig. 1.1** Internal university governance triangle

