Institutionalization of OER Practices Project

Mid-term Evaluation Report

July 2016

On the institutional side, I was fortunate in being received with openness. This was indeed critical, because this was not the usual kind of evaluation focused on a discrete area of project development. This project is about institutionalization: meaning that evaluation necessarily delved into core issues associated with institutional mission, identity and strategy. Very seldom do outsiders have privy to the inner workings of universities. They could easily have retreated behind the ramparts of academic freedom and institutional autonomy. I am extremely grateful to staff listed in Appendix B for their willingness to share important information freely.

It is not easy, in a report of this kind, to do full justice to the complexity of institutions and the richness of the data generated. Given the brief of illuminative evaluation, and the need to identify main features of project progress *within* and *across* each institution, the evaluation approach has been one of summarizing and condensing information so as to construct categories that can be represented in tables. While this strategy is useful for highlighting key issues, it brings with it the obvious danger of oversimplification. With the scope of the report not being conducive to the luxury of nuancing all categories, I hope that categorizations are not too grossly oversimplified.

The process of developing this report began with a verbal presentation of preliminary findings to the entire project team. On the basis of the team's comments and advice, a draft report was assembled and circulated for individual comment. Neil Butcher and Brenda Mallinson are thanked for their particularly detailed and helpful reviews of that draft.

While this final report has thus benefited greatly from the project team's comments, I need to stress that the inferences and judgements on which it rests are my own. In turn, this implies that responsibility for errors also rests with me.

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LIST OF ACRONYMS AND ABBREVIATIONS

ACDE - African Council for Distance Education

AfriVIP - African Veterinary Information Portal (Onderstepoort, University of Pretoria)

ANU – Africa Nazarene University

ATEN - African OER Teacher Education Network

AVU – African Virtual University

CTL – Centre for Teaching and Learning (University of Free State)

COL – Commonwealth of Learning

CPD – Continuous Professional Development

CUE - Centre for University Education (Kenya)

DF - Digital Fluency course (OUT)

DVC – Deputy Vice Chancellor

HEI – Higher Education Institutions

IEMT - Institute of Educational and Management Technologies

IL – Institutional Lead

IODL - Institute for Open and Distance Learning (OUT)

IP – Intellectual Property

IPR – Intellectual Property Rights

LMS – Learning Management Systems

MOOC – Massive Open Online Course

MoU – Memorandum of Understanding

ODL – Open and Distance Learning

OP – Onderstepoort – popular name for University of Pretoria's Faculty of Veterinary Sciences based at Onderstepoort.

OUT – Open University of Tanzania

PAR – Participatory Action Research

RPPC- Research Publications and Consultancy and Postgraduate Committee (OUT)

QA – Quality Assurance

UFS – University of the Free State

UP – University of Pretoria

VC – Vice Chancellor

PART A: PROJECT BACKGROUND AND EVALUATION QUESTIONS

1. *OER AFRICA* AND PROJECT BACKGROUND

1.1 Project origins and aims

With funding from the William and Flora Hewlett Foundation and other donor partners, Saide /OER Africa has since 2008 become a leading exponent of Open Education Resources (OER) in Africa. Past and current projects – mainly in disciplinary fields – have demonstrated the appeal and impact of OER in improving teaching and learning in higher education.

Universities face ever greater challenges in producing competent graduates; and the development needs of African countries have become more pressing. These twin thrusts have heightened the potential benefits of mainstreaming OER practices. The present project aims to meet these needs through systemic change - at faculty and institutional level – to mainstream OER practice in four universities. Specific goals are:

  (i)   Institutionalize OER Practices in the four selected universities, in ways that support effective pedagogical transformation.

  (ii) Develop capacity of university staff in the four institutions to make use of OER in ways that support pedagogical transformation.

  (iii) Foster critical reflection of OER practices through the implementation of Participatory Action Research (PAR) activities.

  (iv) Support pedagogical transformation through effective communication and advocacy that shares institutional lessons learned through the PAR processes at the four institutions.[1]

Beyond impact in four diverse institutional settings, the deeper agenda is to develop lessons of experience that can be openly shared, debated, and hopefully translated into broader institutional change. The overall project aim is thus to:

  (i) build a deepened understanding of how OER practices can support transformation of teaching and learning

  (ii) ensure that such accumulating understanding is widely shared and incorporated into policy and advocacy.[2]

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[1] Goals taken from OER Africa Action Research Grant Proposal, 13 June 2014, pp.15-19.

The three-year Project which began in September 2014 thus represents both continuity and development in OER Africa's trajectory in supporting higher education institutions (HEIs) across Africa in the development and use of OER to enhance teaching and learning.

1.2 University participants and their areas of focus

Activities are tailored to the unique contextual realities of the four participating universities. The table below, based on project documentation, depicts the four participating institutions and the main thrust of their project involvement in line with institutional mission and strategies.

Table 1. University participants and their areas of focus

Institution	Rationale for involvement in project
Africa Nazarene University (ANU)	MoU in support of pedagogical shift towards OER-based Resource Based Learning (RBL)
Onderstepoort, University of Pretoria (hereafter, OP)	Launch of AfriVIP Portal at Faculty of Veterinary Science to integrate OER into all formal programmes and CPD courses; share the Faculty's wealth of veterinary sciences knowledge. Operating within the framework of a Regional Veterinary Sciences Deans' Forum that is committed to sharing materials as OER, this is an Institutional Pilot for possible replication across the university.
Open University of Tanzania (OUT)	Commitment to use policy framework to harness OER and technology to enhance the quality of this ODL University's offerings.
University of the Free State (UFS): Centre for Teaching and Learning (CTL)	UFS has identified OER as being of strategic importance in its overall approach to teaching and learning, and more specifically blended learning. The institution seeks a deeper understanding of how • students learn with technology • the scaled use of OER can alleviate the prohibitively high costs of textbooks that burden students. To this end, it is hoped that academic staff will acquire the capacity to contribute to OER development and use in identified modules.

Some months after the commencement of project work, the UNISA Vice Chancellor (VC) declined to sign an MOU with Saide, citing a conflict of interest arising from the Director of Saide's position as a member of the UNISA Council. A letter from the Saide Director to the

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[2] Grant Proposal, *Ibid*, p.2.

VC on this issue elicited no response. Despite promising initial progress with activities and outputs, further collaboration with UNISA was not feasible without an MoU.[3]

After weighing up various institutional options as a replacement for UNISA, *OER Africa* agreed to transfer work to the University of the Free State (UFS), as in Table 1 above.[4]

Given UNISA's scale of operations as a distance provider, its exit from the Project represented a setback in respect of impact. However, the overall aim of the Project is less on impact in particular HEIs than it is on developing an understanding about institutionalizing OER across a range of institutions. After UNISA's departure, the 'sample' was still left with one dedicated distance education provider (OUT).

UNISA's exit was the Project's first encounter with institutional politics and institutional change of such a nature that it made further work within that institution impossible. Others, mainly in respect of staff mobility, were to follow.

An unintended positive consequence of UNISA's exit was that it brought the UFS Centre of Teaching and Learning (CTL) into the Project. There is no doubt that CTL enriched the sample by bringing into it the only unit fully dedicated to the improvement of teaching and learning. Scope for understanding how OER might contribute to pedagogical transformation was thus enhanced.

1.3 Key project design and implementation principles

Four features of project design and implementation have particular implications for evaluation.

First, project design is built around recognition that ambitious goals are being pursued in an extremely challenging context: "Our prior work has established that significant institutional barriers – policy, regulatory, systemic, and cultural – inhibit the sustainable adoption of pedagogical practices that take full advantage of the transformative educational potential of OER and ICT …. ."[5]

Second, as a logical consequence of the challenging context, project design and implementation are built on the knowledge that the Project will play out differently in different HEIs. As seen in Table 1 above, activities are built around institution-specific priorities. Design expectations are that "…some critical success factors will be generic,

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[3] It was noted that whilst *OER Africa* would not formally be supporting UNISA's work any further, *OER Africa* would claim some contribution to its work once policy had been approved.

[4] OER Africa Interim Narrative Report_PAR Grant_Year 1_July 2015, p. 7,

[5] 2014 Grant Proposal, p.4.

others will be institutionally specific"[6] Thus, although implementation is tracked along a typical project template of activities, outputs and targets, outputs are presented as promising starting points and avenues for what is to be achieved. This is evident in the template for internal evaluation which specifies Four Goals, and the Methods and Measures for knowing whether these have been achieved. The phrasing of measurements is significant:

- What will *you* measure to assess progress towards this goal?

- What instruments or indicators will *you* use, and how will *you* use them? (writer's emphasis).

Third, there is the overall aim of understanding institutionalization of OER and the benefits to pedagogy. The primacy of 'understanding' is evident in the number of times the expression "deepened understanding" is found across all project documentation. This implies that while accountability and impact remain as important as they always are in funded projects, in this case they are a means to end rather than being an end in themselves.

Fourth, there is recognition that Project support and training would be essential. The 2014 Project Proposal made provision for: "A series of visits by *OER Africa* personnel and consultants to support the selected higher education institutions. We have allowed for extensive institutional visits of over 40 days per year at each institution".[7]

The extent of Project support comes at a cost: the project did not designate funding for project partners to underwrite the costs of their own project activities. This was more than a purely budgetary issue though: a project design principle was that of the project supporting only activities that institutions planned to do anyway - rather than funding new project work. The deal was thus that in exchange for support, institutions would carry out project activities using their own resource bases. To meet costs that the university budget could not carry (such as events that involving gatherings), OUT was successful in securing funding from the Commonwealth of Learning (COL). But even so, the goodwill and commitment of HEI, and of their staff involved in the project, would be indispensable. Without that commitment, there could be no achievement of any kinds of outputs: the project would be stillborn.

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[6] 2014 Grant Proposal, Op.Cit., p.3.

[7] Op Cit, p. 22.

2. EVALUATION: TERMS OF REFERENCE AND EVALUATION STRATEGY

2.1 Terms of Reference, evaluation structure and strategy

The evaluation was guided by Terms of Reference (ToR)[8], see Appendix A. Because some of the nine evaluation questions cover the same project component, these have been grouped into the following structure.

   (i) *Project outputs, and what has been happening in each HEI:*

1) Interpretation of key concepts (ToR question 1)

2) Take up and implementation of OER practices (ToR question 2)

3) Achieving pedagogical transformation (ToR questions 3, 4, 5)

4) Policy development (ToR question 6)

5) PAR as a tool to support pedagogic transformation (ToR questions 7, 8).

   (ii) *Overall reflection and judgement*

6) ToR Question 9, "What general lessons are emerging from the activities of the *OER Africa PAR Grant* that are worth sharing more widely?" is a more reflective question that merits a separate section on its own. It draws together insights across the first five questions in (i) above.

By comparison with establishing a report structure, an evaluation strategy presents more challenges. This is particularly so because 'Overall reflection and judgement' has two dimensions. As the Grant Proposal notes, "some critical success factors will be generic, others will be institutionally specific".[9]

2.2 An evaluation strategy derived from ToR and project design

The nine ToR questions have a logically sequential and hierarchical flow, but understanding is not always best developed in a linear format. In fact, as we have seen in 1.3 above, project design is premised on acknowledgement of the nature of challenges to be met, and realization that institutions will appropriate the project in different ways.

How then should an evaluation approach the ToR questions? The ToR in fact answer this question: "It is anticipated that this external [evaluation] process will be both formative and

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[8] 'Terms of Reference for Evaluation of *OER Africa* Institutionalization of OER Practices Grant", 2016.

[9] 2014 Grant Proposal, Op. Cit., p. 3

illuminative in nature."[10] Illuminative evaluation calls for a general research strategy that strives to understand complex inter-relationships between actions, structure and context. (Mainly) qualitative data are used to gain insights into the perspectives of key actors – in their own terms, as they see things – grounded in their own contexts.[11]

Description, interpretation, inferences and generalizations are all stock tools of the illuminative evaluator's trade. While the illuminative evaluator will be well placed to grapple directly with the real issues, the value of reports using this approach depends squarely on the trustworthiness of the evaluator's interpretations. HEIs are complex organizations, and the evaluator was able to spend only two days interviewing project staff in each (for details of visits and interviews, see Appendix B). Nonetheless, it was possible to bring into play the illuminative evaluation tenet of 'triangulation'. The evaluator had full access to the detailed records of the project support team, called 'Institutional Leads' (IL). IL reports were invaluable for confirming insights from evaluation visits as well as for yielding insights the evaluator had not thought of.

2.3 The diverse 'sample'

Contractual outputs for each institution had been suitably negotiated and constructed on the basis of its institutional profile and priorities. Diversity across the four participating HEIs is reflected in Table 2 below. Here, features of individual HEIs are nested within two regional groupings for reasons of project strategy that will hopefully be clear in rows 1 and 2. Further factors related to geographic setting are also evident in Table 2.

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[10] ToR, Op.Cit., p.2.

[11] The term 'illuminative' was originally developed in the 1970s when evaluation theorists sought ways of overcoming the limitations of then-dominant psychometric predictive evaluation techniques.

Table 2. Diversity across HEIs and the two regions: East Africa and South Africa

Issue	East Africa: ANU and OUT	South Africa: OP and UFS
Project strategy for embedding and disseminating the OER model	Embedding at 'whole' institutional level, one private (ANU), one public (OUT); Dissemination from here to other institutions.	*OP*: Embedding in a high status faculty: from there to whole institution and beyond *UFS*: Embedding and dissemination through institution's CTL (dedicated to improving teaching and learning)
Starting point in HEIs	Project brought an entirely new initiative	Project concepts being grafted onto existing initiatives.
Mode of delivery	*ANU*: contact university moving to distance/blended delivery *OUT*: distance education moving from correspondence to digital and online	*Both:* Traditionally *contact*, interested in blended approaches using technology.
Institutional interest in OER	*ANU:* To have cost-effective materials for ODL *OUT*: OER to reach students at all centres; provision of affordable materials *Both:* Need for basic provision of learning materials.	*OP*: Has expertise to share; OER can help build on their status as leaders in their field; *UFS*: Focus on courses and processes to enhance student learning (OER licensing follows). *Both*: more expansive needs
The two means of achieving aim of pedagogic transformation	OER and policy development: concurrent	OER and policy development: more sequential than concurrent.
Networking infrastructure	Wi-Fi signal variable	Wi-Fi more easily accessible to staff and students on and off campus.
Project support	Geographic distance from Saide means project support is timetabled far in advance of IL visits. Often lengthy gaps between visits are inevitable.	Proximity of ILs – greater opportunity for more informal hands-on support according to needs as these arise
Implications of project support but no funding	More pressing issues of remuneration for module writers	Remuneration for extra workload generated by project appears less pressing

Diversity across the 'sample' of four institutions provides a tailor-made basis for drawing inferences in respect of experiences aimed at achieving pedagogical transformation and mainstreaming OER practices. The 'sample' is equally appropriate for the evaluation purpose of teasing out factors that are institutionally specific from those that are generic.

PART B: PROJECT OUTPUTS AND PROGRESS TOWARDS PROJECT GOAL

3. OUTPUTS: PROCESSES AND PROGRESS IN EACH INSTITUTION

Beginning the substantive part of the report with an overview of outputs seems to be out of kilter with the main evaluation purpose aimed at an understanding of improving pedagogy through OER. Outputs are indicators of impact achievement, generally in the interests of project accountability. However, we focus on outputs here in relation to organizational settings as an introduction to the main business of the evaluation questions.

This section is thus the descriptive element of illuminative evaluation. Consolidated discussion of outputs in relation to project components (OER take-up, pedagogy, action research) is reserved for section 4 of the report.

3.1 Project support

Project Design makes it clear that the project is underpinned by training and support provided by ILs: "Our proposed approach is informed by an understanding that supporting significant change in this way requires sustained engagement and support over an extended period."[12] Budgetary provision allowed for forty days of support, per project year, per institution.

3.1.2 IL support visits

IL reports indeed testify to the considerable amount of support that all institutions have had. A further feature of support is that the nature of support differs qualitatively in relation to the two geographic regions of East and South Africa.

A list of multi-day workshop sessions at ANU serves as an example of project support in East Africa.

1) Review of current ANU distance education practice and an introduction to OER

2) Programme design integrating OER including iterative processes for curriculum development, course design and materials development for ODeL.

3) Activity-based learning; introduction to participatory action research focus, and plans

4) Research potential of the PAR initiative, and research projects that ANU might undertake internally; policy issues related to OER, copyright, IPR and QA.

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[12] 2014 Grant Proposal, p.3.

5) Review of progress towards goals; revisiting goals; data collection for doctoral study

6) Pursuing a participatory action research journey – but basics of ODeL and consideration of business plan too.

OUT followed a similar pattern of logically structured support visits.

Some of the support measures at OP and UFS covered the same key project concepts as at OUT, but with one significant difference. Because the project was being grafted onto existing operations, support was less generic and more tailored to the specific missions of OP and the CTL. Their relative proximity to ILs' home base meant that ILs were in a better position to call in at OP and CTL at shorter notice, when needed. An example of this during the OP site-visit was the way in which two project members present at the Faculty Management team meeting on 6 June were able to answer questions and offer advice on specific tricky issues that arose during the course of that meeting.

Support to ANU and OUT was thus more scheduled, timetabled and cyclical; that at OP and UFS certainly included the same training and interventions, but with the opportunity of being more flexible and 'hands on' in relation to specific needs at specific times.

A reported feature across all is that institutional project activity ebbed between IL visits.

3.1.3 Support as reported and experienced at site-visits

IL support was highly valued and appreciated at all four sites. Academics at all sites cited specific examples of new insights and skills they had acquired in interacting with their IL. In some cases, appreciation was expressed in metaphors such as: "We were in the forest with tools. OER Africa showed us how to use the tools."

However, it is clear that IL have done more than just introduce new concepts. They have helped guide the setting up of structures and working relationships in ways that promote more effective operations in merging institutional aims with purposeful project activity. Interestingly, as outsiders with specific expertise, they have been able to offer the kind of professional guidance in matters of operational structure with a directness that institutional colleagues, working within their own bureaucratic hierarchies, are unable or reluctant to offer. Such is the value of respected outsiders who have clearly earned the respect and trust of institutional partners.

3.2 Institutions' own self-reports on progress towards Outputs

All institutions responded to the evaluator's request for an update of their progress towards achieving project outputs. Summaries of their own statements in Table 3 below are followed in each case by the evaluator's comment on the organizational context hosting these outputs (for HEIs' full statements, see Appendix C).

3.2.1 Africa Nazarene University

Table 3. Summary of ANU's self-report update on Outputs

Outputs	Progress
1. Policy development	A draft has been developed, but this has stalled because the much-needed business plan is in process.
2. Production of OER modules	Only one ('Christian Ethics') module has been completed. There has been no significant progress in other modules.
3. Workshops and National ODeL Conference	Postponed because of vacuum in leadership.
4. PAR agenda and progress	Progress with two DEd studies; two graduates from the 'action research' professional development Certificate Course.

Despite initial progress, [13] project momentum has "stalled" (a term much used by interviewees). Some progress appears to have been made with the PAR agenda, but the reality is that the Certificate Course referred to in row 4 is one that predated the OER Africa project. There having been no recent student intake, this course has also stalled.

The "stalled" state of affairs in respect of Outputs is nonetheless not a project failure *per se*. It is systemic failure within the university itself that has stalled the project.

Two inter-related issues account for the university itself having stalled. First, ANU accepted students into distance learning programmes on the basis of considerable faith in their well-informed and vigorous champion of distance education; but in the absence of a coherent organizational model and materials through which to offer this mode of delivery. Some appropriate structures were put in place – notably, the Institute for Open and Distance Learning (IODL) – but not in the context of a distance model supported by a business plan.

Second, after a period of sabbatical leave during which developments were on hold, the champion left the university near the end of 2015. Her replacement was unproductive before leaving after only a few months in office; and a new Acting Director has recently been appointed.

The venture into distance education had been a response to a changing student population, and in particular to the fact that the number of contact students was on the decline. Although intakes of distance students led to a rapid rise in overall enrolment, the distance

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[13] See Ooko, M. and Mays, T. (2015). Opening learning at Africa Nazarene University: a case study. Nairobi: Africa Nazarene University.

education component became a 'cash cow' that cross-subsidized the rest of the university.[14] Student numbers are currently declining.

This is a picture of a university in crisis. Implications of systems failure are discussed later, but at this stage the following organizational features are noted.

- A surprising feature of the site visit and IL reports is that the role of the Vice Chancellor (VC) did not feature at all. One interviewee mentioned the office of the VC once, but this was a passing reference to her national standing; and no mention was made of her role in relation to the institutional issues in need of resolution.

- The role of the DVC (Academic) appears to have expanded far beyond what is reasonably manageable. In addition, at the time of the site visit, the DVC was coordinating the project as well as overseeing preparations for the pending Centre for University Education (CUE) accreditation site visit.

- Key posts are not adequately filled. The recently appointed Acting Director of IODL is well respected, but is not a distance education expert. The Dean of Students is also managing the Quality Assurance portfolio, but, in his own words, "as a favour" to the institution.

- Staff are committed to their roles, but in the absence of a functional distance educational model, bureaucratic boundaries between organizational units mean that endeavours are compartmentalized. Staff are frustrated by organizational disconnect. Those who were interviewed projected a sense of demoralization.

At the end of the site visit one of those who had assisted with the interview schedule observed that: "ANU is struggling … the only thing that can save us is OER." The sad irony of this remark is that OER cannot be developed in this organizational setting; nor can OER serve as a lifeline to a university that has drifted into dysfunctionality. Irony is compounded by way in which the role of the IL has become further consolidated into one of advising ANU on a viable model of distance education for its purposes. This includes developing an accompanying business plan. Such is the challenge to be overcome before pedagogical transformation can become a realistic aspiration.

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[14] contrary to the advice of the project IL.

3.2.2 Open University of Tanzania

Table 4. Summary of OUT's self-report update on Outputs

Outputs	Progress
1. Policy development	After several iterations and approval of the RPPC, the policy is ready for submission to OUT management
2. Digital Fluency (DF) course for academics (5 modules)	Modules are now being piloted, in collaboration with five other universities.
3. OUT courses mounted on OER repositories	Publication will follow pilot testing.
4. PAR agenda and progress	Coordination is from IEMT; support of research expert.

There have been significant staff changes at senior university and project levels.

- Professor Mbwette was VC at OUT at the time the project was being conceptualised. However, before the project formally began, his tenure ended and he left the university.

- Professor Bisanda vacated the office of DVC (Academic) on his appointment as VC. This formal appointment in fact took place almost one year into the project - after he had served as Acting VC for an extended period.

- Professor Muganda (previously Library Director and Professor of Education) became Acting DVC (Academic). (She has subsequently been appointed DVC (Resources))

- Directorship of the OUT Library is now being undertaken by Dr Samzugi (previously Deputy Director)

- Dr Nihuka, who had been the PAR research liaison person in the project, left OUT to become Director (Academic) at the National Institute of Adult Education.

- Three of the team leaders of the Digital Fluency (DF) modules also left the University.

These changes, particularly in the view of the fact that the most senior of these are significant OER champions, could have impacted seriously on project progress. However, Table 4 is a clear indication that the university and the project participants have been able to weather the storms of change. Reasons for this include:

- An OER Working Group has been established in last eight months. Chaired by the then-Acting DVC (Academic), it includes key 'non-project' members such as the QA officer and a member of the Law Faculty. This in itself can be seen as measure of institutionalization, or at least of OUT taking ownership of the project.

- Teamwork is a strong feature of operations. Key staff serve on both policy and OER working groups; and two members of staff are assigned to work on each DF module.

The operational unit for project implementation is the Institute of Educational and Management Technologies (IEMT) with its 80 permanent and contract staff. This unit supports ICT services; conducts relevant research; carries out ICT training, and one of its objectives is to achieve "enhanced teaching and learning". In respect of OER, it has done work in: accessing OERs; staff OER capacity building; research on OER at OUT; institutional OER policy formulation; OER digital fluency for staff; conversion of ODL courses into OER; supporting infrastructure and services for academic community.[15] In short, here we find a single unit working with all the key project components (OER, pedagogy, research).

The evaluator's on-site experiences led to an impression of a project that has taken hold within the context of organizational units working across bureaucratic hierarchies.

Compared with ANU, OUT had the advantage of OER champions on campus as well as a small number who had been involved in contributing to, or using, TESSA and AVU materials. However, it is the purposeful organizational regime that makes the difference.

3.2.3 Onderstepoort, University of Pretoria

Table 5. Summary of OP's self-report update on Outputs

Outputs	Progress
1. CPD courses developed using OER	Website has been redesigned to be more easily accessible and user-friendly
2. AfriVIP Portal integrated into other programmes	Training has been proceeding
3. Revised institutional policy on intellectual property	Have met with Dean; no further progress
4. Commitment to OER integrated into one other faculty	Prospects to be followed up
5. Two other Vet Sci departments contributing to AfriVIP Portal	No recent progress
6. Collaborative project with 4-5 Faculties of Vet Sci	No recent progress

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[15] OUT and OER Africa (May 2016) Institute of Educational and Management Technologies: Enhancing Teaching and Learning.

As at ANU and OUT, a big part of the story at OP is staff change. At the end of 2015, the Deputy Dean (Academics) and OP's project coordinator, resigned in order to take up a position in the Faculty of Education. Bureaucratic processes involved in the appointment of a successor led a delay of five to six months. The project was essentially on hold until the end of May 2016 when the appointment of a new Deputy Dean (Teaching and Learning) was confirmed.

It is this loss of momentum that explains the "no recent progress" accounts of developments of the last six months in Table 5. However, these judgements are misleading because in focusing only on the last six months, they are decontextualized. Very promising progress had been made up to the end of 2015. The project is now in a position to build on that progress. The Dean remains fully committed to the project, and has special interest in the results of the PAR. A powerful Faculty OER Management Team of 14 is in place. Under new chairmanship, the Management Meeting of 7 June reviewed past developments and consolidated future directions. With the energy of the newly appointed Deputy Dean – one who has the additional advantage of being a disciplinary expert in Veterinary Science - project prospects look good.

At the same time, we note that OP outputs are not generated as directly from pre-specified activities as they are in other contexts. Highly qualified, highly specialized academics teaching in a high-status professional team have more individualized career trajectories than academics working in more general fields. Within their own specialist fields, academics at OP encounter opportunities for enhancing teaching and learning. Their own initiatives, rather than the pre-specified formal project outputs, generate connections with OER possibilities. As regional leaders of long standing in Veterinary Science, they evince a quiet confidence and predisposition to sharing their expertise. They see themselves as OER constructors. In short, formal outputs here are inadequate signifiers of progress: other self-generated initiatives within OP augment momentum towards the project goal, as we shall see in section 4.

3.2.4 Centre for Teaching and Learning, UFS

Table 6. Summary of CTL's self-report update on Outputs

Outputs	Progress
1. OER training for at least 25 academic staff	Detailed plans exceeding expectations are well advanced
2. Draft IP policy for consultation	First draft is in progress
3. PAR agenda and planning	In progress; groundwork laid
4. ULD strategy completed and approved	In progress; groundwork laid
5. At least 20 modules show fruits of OER training	Skills portal, multiple literacy course, Zoology (QwaQwa), Module Makeover

Here we see clear evidence of significant progress towards achieving outputs. At the same time, we note that because UFS came into the project later, outputs are a little 'softer' than in the case of the three original project partners. Hence, "training" on its own is an output; IP policy expectation is for a "draft'; and modules should "show fruits of OER training". But as in the case of OP, formal outputs are an inadequate signifier of movement towards project goals. In CTL too, individual initiatives and creative energies are adding to project momentum.

UFS, as an institution, is moving towards a new electronic teaching and learning environment.[16] The CTL, established in 2012, is a complex structure with about 100 staff working in specialised units within a coherent integrated structure with a single purpose: improved teaching and learning across all faculties, using technology to facilitate blended/online learning. Specialised units have their own particular thrusts in supporting student learning at the generic level, such as in language and academic literacy skills, and through the Student Success Portal. The Module Makeover initiative supports academics in reviewing and revising, at different levels of depth, course design delivery. Learning Designers (to support course content) and Learning Developers (to support academics in with the technology) are assigned to each of the seven faculties.

A most striking – and perhaps unique - feature of the Centre is that it operates at both the generic and discipline-specific levels. In working at the generic level, the CTL works with students across all faculties (for an indication of the numbers involved in the CTL Academic Literacy course, see Appendix D).

Such is the scope of operations in CTL that it is not feasible to attempt to capture it all here in terms of organizational structures. But the project can justifiably claim some credit for having advised the Centre on restructuring that has contributed to its purposefulness and coherence. Activities are now also taking place within a generally well-developed understanding of OER.

3.3 Overview of institutional progress

This section has focused on setting the scene by surveying formal outputs only, and in relation to organizational settings. Table 7 offers a summarized overview of developments.

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[16] Powerpoint: 'IDEAS lab – UFS'

Table 7. Overview of institutional outputs in relation to organizational settings

	Outputs	Organizational setting
ANU	Progress towards outputs has "stalled."	Project cannot move further without institutional reconfiguration (a process in which IL is heavily involved).
OUT	Significant progress.	Enabling structures are now in place.
OP	The project lost momentum in the early part of 2016, but with the coordination issue now resolved and following a review of initiatives, the project is poised to move forward.	Institution and Faculty have strong, settled structures. The project management team is working in conjunction with ILs to consolidate working relationships within structures.
CTL	Despite CTL's late entry, it has made significant progress with outputs. (But we need to remember that CTL was already producing learning resources for improved pedagogy before the project arrived. The project has brought new impetus and ideas.)	CTL was custom-designed to support pedagogy. ILs have helped to integrate units into supporting Teaching and Learning more effectively, and to create awareness of OER and OER possibilities.

4. TOR EVALUATION QUESTIONS

Following the structure outlined under section 2.1, this section addresses evaluation questions and the way key project concepts are understood and unfolding across the four HEIs. However, we first clarify the way in which the key project concepts fit together. Table 8 below is built around the evaluator's understanding of project design.

Table 8. Key concepts and their role in overall project purpose

Project goal and tools	Designed to achieve
Overall Goal	Pedagogical transformation
Means of achieving the Goal	(i) OER Practices (ii) Enabling Policy
Strategy for supporting OER development through planning, action and reflection	PAR
Strategy for dissemination of OER practices, sensitization and advocacy	PAR

4.1 Interpretations of key concepts

ToR question 1: How do the various key stakeholders involved in the Grant define and interpret the conceptual terms 'pedagogical transformation', 'OER practices', and 'PAR'? Are there any emerging discrepancies between these interpretations that might affect implementation of the Grant?

In addressing this question we first consider the project's own understandings of key concepts as it is presented in project documentation.

4.1.2 Key concepts in project documentation

Across all project documentation, the need for pedagogical transformation is strongly emphasised and justified, mainly in terms of graduate competency for new skills and innovation demanded in the work place. Accordingly, new learning pathways are needed. A persuasive and theoretically informed case is made for "more flexible non-campus-based provision."[17] This will be achieved with the "use of modern technology and OER as key pillars in the provision of high quality education".[18] With the apparent assumption that

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[17] 2014 Grant Proposal, Op. Cit., p. 5.

[18] 2014 Grant Proposal, Op. Cit., p. 4.

provision of OER and modern technology will be synonymous with good pedagogy, the concept of pedagogy is not further elaborated. Consistent within that broad view of pedagogy, IL training sessions strongly emphasized that OER should encourage *active learning*; and discourage direct traditional forms of lecturing rooted in information transmission.

While understandings of pedagogy are thus largely implicit, the noun *transformation* provides an indicator of the scope of change the project aims to achieve. It can be something of an ambiguously 'loaded' term. In South Africa, in particular, it is open to interpretation in the context of issues ranging from changing the demographic profile of academic staff, to decolonising the curriculum. Transformation can imply 'revolution'. However, in some documentation, the less revolutionary term 'improvement' is used. For example, it is used twice in the Project Summary section of 2014 Grant Proposal (p. 2); and the same founding document also refers to "improved pedagogical content" (p. 5). Similarly, the document 'Our work at OER Africa' presented at the Convening meeting notes that the funding grant was supporting "improved pedagogical content."[19]

Lack of clear definition of pedagogy and the scope of expected change is perhaps a good strategy because, as we know, institutions appropriate projects in ways that suit their needs and modes of operation. We return to the matter of pedagogy in more detail in section 5 below.

At this stage it is worth noting the fact that while project documentation leaves understanding of the project goal somewhat undefined, OER and PAR (the tools to guide us to improved pedagogy) are comprehensively and clearly explained in project documentation and workshops. Moving from formal definitions of OER, early training workshops covered the following topics: Remixed (adapted) OER; what types of materials can be OER?; the potential of OER; the difference between OCW and OER; an example of OER repository; the life cycle of an OER; challenges to adaption. Within this comprehensive understanding of OER there is some embedded reference to aspects of pedagogy:

    (i)   Increase availability of high quality, relevant and need-targeted learning materials

    (ii)   Reduce the cost of accessing educational materials. [20]

These, however, are benefits that OER can bring to pedagogy rather than illuminations of what pedagogy actually is.

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[19] "Our work at OER Africa' (Presentation at OER Africa Convening, 17-18 May 2016, p. 1.

[20] For example: 'OUT - What are OER' Powerpoint presentation, November 2014.

In theory, PAR is an eminently suitable tool for exploring issues most relevant to introducing and embedding OER in institutional policies and practices – and then for drawing extrapolations about approaches that enable advocacy and development.

All project documentation defines PAR with consistency and clarity. PAR has two purposes:

1. build a deepened understanding of how OER practices can support transformation of teaching and learning

2. ensure that such accumulated understanding is widely shared and incorporated into policy and advocacy [21]

4.1.3 Institutional understandings of terms

PEDAGOGY

Multiple individualized understandings of pedagogy across institutions make generalization even more fraught with risk than it normally is. A further complicating factor is that evaluation site visits were split by the OER Africa Convening meeting in May: ANU and OUT were visited before the Convening; and OP and UFS after. The difference this makes is that the Convening was a forum at which understandings of the project and the concepts it brought were sharpened. Perhaps the only safe generalization is that each institution's own circumstances and perceived needs, rather than any definition from the outside, seem to regulate understanding of how pedagogy is understood.

Nevertheless, the evaluator has to try harder than that in responding to this ToR question. How did respondents respond to on-site invitations to share their understanding of pedagogy? Initially, and almost invariably, with some surprise. Although respondents may have thought deeply about pedagogy, ready answers were not at hand. If responses had a common thread (often after some probing), it was the necessity to build in *activities*. Certainly, those involved in writing distance education materials or materials for online teaching appear to have embraced the strongest message from training: good pedagogy recruits activity-based learning.

For most respondents, pedagogy was a taken-for-granted phenomenon that is part of everyday experience. It's as taken-for-granted as other everyday objects like lecture rooms and textbooks. It was often no more than "ways of getting the content across" (as one respondent put it). Only the Acting DVC at OUT produced the kinds of defining principles that would leave the designers of Higher Education Studies programmes nodding with approval. But OP and CTL were indeed building clear pedagogic principles into courses.

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[21] 'Our work at OER Africa' (Presentation at OER Africa Convening, 17-18 May 2016, p. 1.

Table 9. Institutional-specific generalizations about pedagogy

Institution	Institutional and module writers' views on good pedagogy
ANU	Respondents didn't really express views although those that did offered: "Teaching (or learning resources) that are interactive"; and "The quality aspect is an issue." If there were perspectives on pedagogy, these were dwarfed by the urgent need for *some* materials, up-to-date materials, preferably in standardized formats, for distance learners. But that need in itself is enclosed within uncertainty about modes of delivery and the inter-relationships between distance, school-based and contact teaching.
OUT	(i) Writers of new the Digital Fluency (DF) OER broadly shared the view that learners should be able to interact with resources.[22] At the same time, in a focus group interview, this group of writers did not readily identify transformed pedagogy as the goal of the project. (ii) Those writing "converted courses" (i.e. writing their own courses into materials form) did not define good pedagogy beyond the need to make sure IP is not violated. Good pedagogy is dScribing. This appeared to be an arduous task, and one from which we might draw our own conclusions about cavalier use of copyright materials in teaching generally. Student access to materials, and cost of materials, were issues across both groups.
OP	A direct approach to pedagogical transformation is evident in the Block Teaching system for second year students. What the approach is all about was alluded to in various interviews and during the course of the Faculty Management meeting. The model was designed to meet the need to: curb traditional transmission lecturing; exploit technology, encourage use of inquiry-led methodologies; and, ultimately, use OER so as to give students "anytime, anywhere access" to texts and learning materials.
CTL	The CTL's very rationale is pedagogy. Their starting point is the need to understand the "needs"[23] of their own students, many of whom are from disadvantaged rural backgrounds. CTL say that staff generally (i.e. outside of CTL) have little idea of pedagogy. An important aspect of pedagogy is providing learning resources that are affordable.

OER

Understanding of OER is very well developed across project partners. The CTL could be a possible exception here as a number of interviewees expressed some puzzlement. However, one would not expect introductions to OER to permeate quickly through CTL's staff

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[22] This partially reflects a view expressed in: Prof C.K.Muganda, Dr. A.S. Samzugi, and Ms. Regina M. 'Role of OER in Supporting Pedagogical Transformation at The Open University Of Tanzania' Presentation at OER Africa Convening, 24/25 May 2016.

[23] "Needs" is the term respondents used. The evaluator suggests that reference to 'what is appropriate for particular students' level of development' would be preferable. It has more of a connection with cognition. 'Needs' seems more grounded in personal preference or taste.

complement of approximately 100. Otherwise, good understanding across partner HEIs is clearly attributable to the in-depth coverage of OER in training workshops, as well as to the quality of the training itself.

Interestingly, a number of OUT staff reported that they had previously been using AVU and TESSA materials without knowing these were OER until they attended project workshops. This makes it particularly unsurprising that academics outside of the project are said to have little awareness and understanding of OER.

Understanding OER is one thing. What of w*illingness to share*? Here there seems to be something of a variation across contexts that are better resourced, and those that are less well resourced.

OP and UFS are noticeably better resourced than their counterparts ANU and OUT. This is not an unkind observation because all reflect, to some extent, their national contexts and policies. The sheer weight of history helps too. Having been established in 1994 and 1992 respectively, ANU and OUT are, in relative terms, newcomers on the university block.[24] With origins that can be traced back to 1904, UFS is one of the oldest institutions of higher education in South Africa.[25] UP began operating as a university college in 1908.[26] The foyer at the entrance hall at OP is graced with photographs of every cohort of graduates since 1924.

One would expect newcomers to have greater need of OER together with an accompanying willingness to share OER. So it seems to be at ANU and OUT.

> Being openly licensed, Open Educational Resources (OER) play an important role in supporting teaching, learning and community services. In developing countries like Tanzania, the increasing cost of commercially produced resources has become a financial barrier to accessing such resources for both staff and students. Therefore, the use of OER is not optional but a necessity.[27]

At ANU the promise of OER was even more basic: in some subject areas the university would at least be able to offer students *something*.

At both OP and CTL there is a sense of pride in what they have achieved and what they have to offer. Staff appeared willing, in principle, to share their resources. There were,

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[24] http://www.anu.ac.ke/history-2/ and http://www.out.ac.tz accessed 28 June 2016.

[25] http://www.ufs.ac.za/about-the-ufs/ufs-in-focus/brief-history accessed 28 June 2016.

[26] http://www.up.ac.za/up-archives/article/271536/overview-university-of-pretoria-history accessed 28 June 2016.

[27] 'Draft_OUT_OER POLICY_January 2016 v0.7.doc'

understandably, some reservations about the 'doability' of sharing resources in long-established and complex organizational settings. Existing copyright policy is very traditional at both. At OP it was mentioned that the university is very protective of its 'branding', and a further practical challenge was that of how to merge the existing repositories on campus, and how to harmonize OER with the present LMS system, ClickUP. Such reservations are more about 'doability' rather than matters of principle.

Outside of the four project partners one sometimes hears about uninformed fears that OER allows others to "steal" academics' artefacts. In this version, artefacts are most generally learning materials. A variation of this kind of reservation was voiced by one academic at OP. Personal status, funding and access to resources in universities does not come from good teaching. It comes from research publication in scholarly journals. As OP staff are active researchers and leaders in their field, OER can be a potential threat to the authorial rights of a researcher. With reference to certain unscrupulous practices in the world of research, this academic expressed concerns about the viability of OER in the *research* domain.

But in the area of teaching, it seems as if staff at OP and CTL generally welcome the promise of being able to share their expertise more widely, from a position of strength. At UFS this is reflected in a poster headed "VALUES: Centre for Teaching and Learning". One of the values is "SHARING: We engage in and facilitate knowledge exchange in a spirit of generosity by sharing insights into a platform for discussion and research". Faculty policy at OP commits the Faculty to OER targets that are reviewed from time to time.

PAR

All partner institutions have a very good grasp of PAR and its role in the project. Again, this is a reflection on the effectiveness of IL workshops. But it's also more than that: PAR is the easiest of the project concepts to understand. It's reducible to nice diagrams (which Pedagogy and OER are not). Also, although more structured and systematic, PAR has a close connection with the way that thoughtful academics introduce and monitor change in the courses they offer.

OER take-up in the project is a different matter.

4.2 Take-up and implementation of OER practices

ToR question 2: What evidence is there within institutions of take-up and implementation of OER practices as mapped out in the Internal Evaluation Chart?

At this stage of the project, this question is addressed in the form of take-up and construction of multi-media learning materials that are *intended* to become OER.

Rather than repeating and adding more detail to the mostly encouraging picture of outputs presented in section 3, this section begins with an overview of project partners as

'Consumers' and 'Constructors' of OER. This is an important distinction because much of the appeal of OER rests on a common concern across all HEIs: the cost of textbooks. In turn, this suggests that institutions would be eager to become OER consumers. Yet in other OER Africa projects, Health OER and AgShare, participants adopted the role of OER construction ("from scratch") more readily than the role of consumption. This seeming anomaly is also evident in the present project.

4.2.1 OER take-up: Consumption and construction

Table 10. Institutions as OER Consumers and OER Constructors

	Consumers	**Constructors**
ANU	Need and hope to be Consumers. Library staff do their best to find resources for staff, mainly e-books and e-journals.	ANU has had the training and it has aspiration, but has completed only one module. Obstacles: writing is an unremunerated 'extra'; many staff are part-timers to whom the long term benefits of OER are less obvious.
OUT	Staff have used some AVU and TESSA materials for teaching because of "curricula alignment". Otherwise, Constructors did not find existing OER contextually suitable.	Active. Digital Fluency modules are now being piloted; seven 'conversion' courses are in various stages of readiness. The Library website has recently been improved.
OP	Staff were reportedly unable to find contextually suitable resources from existing repositories.	Apart from Block Teaching system going ahead, outputs don't tell the whole story. Highly qualified, highly specialized academics teaching on a professional course have more individualized career trajectories than academics working in more general fields. Within their own specialist fields, they encounter opportunities for enhancing teaching and learning. Their own initiatives, rather than pre-specified Project Outputs, generate connections with OER possibilities and OER momentum. But learning materials are no more than that unless CC-licensed. Only one CC licensed OER is known to the evaluator.[28]

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[28] http://awp.eduwikis.co.za/index.php?title=African_Wildlife_Diseases

	Consumers	Constructors
UFS	Project training included lists of existing OER, but as at other sites, staff were reportedly unable to find *courses* that were contextually suitable. It seems likely that when constructing courses they draw on references and so on from open repositories, but the evaluation does not have access to such fine-grained detail showing the extent of such referencing.	Despite being well on track with achieving outputs, CTL has not yet made progress on moving many resources they have into the OER fold. But at least 20 modules show fruits of OER training: Skills portal, multiple literacy course, Zoology (QwaQwa), Module Makeover. There is the *intention* to make several courses available as OER (e.g. Multi literacies; Writing Skills. Student Success Portal at present has no such immediate plan.)

Overall, in terms of OER consumption, we thus find remarkably little use being made of OER. *Contextual unsuitability* was cited as the reason for this across all four sites. This is surprising in generic fields in which one would expect there to be a rich array of resources. Yet at UFS, the Faculty Manager (Humanities) reports having looked for, but not found, anything suitable. Similarly, the Student Success Portal in the CTL includes topics such as 'Time Management', but has found that existing OER didn't meet students' needs. Only OUT seemed to using AVU and TESSA materials – because there was "curriculum alignment" in the case of these African-developed OER.

Across the board, because of the perceived contextual unsuitability of non-African OER, "starting OER from scratch" was a widely used description of what was happening in the project. ANU had plans for producing OER (but was not doing so because of organizational stumbling blocks); and OUT is indeed producing OERs. OP and UFS are producing digital *learning materials*, but the policy environment to permit open licensing is yet some way off.

4.2.2 Spontaneous OER take-up

Formal OER Outputs are, however, not the only thing happening in the project. There are signs of *spontaneous* OER take-up, particularly at OP and UFS. Evaluation cannot nearly capture all of what is happening in this regard, but some instances did become apparent. At OP, for example, the initiative to involve students in translating the text to accompany video material into Sepedi did not originate as a formally specified output. Not all such initiatives take hold immediately. For instance, using ideas from other sites, the Senior Instructional Designer (Education Innovation) at OP has developed a MOOC[29] on 'Bovine tuberculosis'. At present this resource is online, with a BY NC SA licence, but the developer is the only

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[29] MOOCs are called 'Professional Online Development' at OP

person with access to it. IP policy and other related issues need clarification before the project can move forward. The main point here is that individuals within the Faculty are developing initiatives in line with project aims and principles.

The project management meeting at OP on 7 June provided an instance of *opportunistic* uptake. A student guest at the meeting, a member of the International Veterinary Students Association (IVSA) informed the meeting that his association was working on an initiative called "VET talks". A start had been made with uploading their video collection of lectures given by eminent veterinarians. However, the company hosting their repository had let them down. Hence, he told the meeting: "We would like to partner up with AfriVIP". The meeting assented; and the two project support experts present were able there and then to explain the technicalities of how the arrangement would work.

At UFS, units in the CTL, like Writing Skills, see merit in joining the OER movement. A prime example is the Library's contribution in the form of an online Multiple Literacies certificate course under construction. This comprises three modules: digital, information, and research literacy. CTL's work with and within the seven UFS Faculties has produced some OER adherents. A senior member of staff teaching medieval English literature, for example, has refashioned her teaching approach around OER. One speculates that as an OER consumer, she has found no contextual faults with existing OER in this particular field.

It might be stretching the point to argue that OER *spread* (as opposed OER take-up) is also happening. While staff mobility has had some grievous effects on outputs in the project, it has the unintended beneficial consequence of spreading OER expertise. A prime example is that of the OER champion whose departure left ANU in dire straits, but who has taken her expertise to set up operations at Kabarak University. The interview that was possible with this academic left no doubt that her new university would be the beneficiary of her working relationship with the project IL At OP, the former Project Coordinator is now in the Faculty of Education where there is strong interest in OER take-up. Law is another UP faculty reportedly interested in embarking on an OER trajectory.

An interesting side issue to emerge here is that of widespread indications that 'normal' contact teaching makes liberal use of copyright materials. In a context in which unknown numbers of academics might be fearful of the consequences of putting their resources in the open domain, it appears that a greater danger of their work being pirated exists if they *do not* put out their work in open domain, suitably licensed.

4.2.3 Obstacles to OER

Thus far we have seen that the necessary attitudes, knowledge and expertise are in place for OER development. With the exception of ANU, enabling organizational structures are in place. Progress is, however, retarded by two powerful factors.

First, the necessary enabling policy development is still in various stages of progress in all four HEIs.

Second, there is the issue of staff workload. Academics at all sites referred to heavy workloads, but conditions at ANU and OUT appear most challenging. It appears that staff who leave these institutions, or move to other posts within it, are not always replaced. Evaluation site visits yielded insights into other aspects of working life that impact further on workload. At OUT, for example, some staff in the project spend a considerable part of the working day battling through traffic just to get to and from work.

Over and above these challenges at ANU and OUT is that they appear to be creating OER 'from scratch,' and are doing so as an 'extra' over and above their normal workloads. While this is clearly a situation that generates work overload for the academics involved, an important perspective to keep in view is that the *root* cause of the difficulty is not OER per se: it is rather that these ODL institutions have not made adequate provision for materials writing as a normative part of staff workload. OER has imply brought this anomaly to the foreground.

The time demand of materials writing/ OER construction seems to be better accommodated at OP and CTL within normal workloads. Indeed, it is mainstreamed in the work of CTL staff.

4.3 Achieving pedagogical transformation

A general point applicable to the three evaluation questions about pedagogical transformation here is that, at this early stage of the project, it is premature to expect to see pedagogical transformation achieved through the use of OER. The more important question at this stage is whether a groundwork for improvement has been laid.

ToR question 3: To what extent are the activities supported by OER Africa in participating universities, as well as any related activities making use of OER in those institutions, contributing to meaningful pedagogical transformation? Where they are contributing to pedagogical transformation, how sustainable is this likely to be? How can these activities be improved?

As we have seen, there is almost no use of existing OER; and while new teaching and learning resources have been produced, notably at OUT, open licensing depends on policy that is still being developed. The same is even more true of CTL which has a treasure trove of resources that await policy to enable these to be licensed as OER. The unique value of

CTL to the project is that it addresses pedagogy in both generic and disciplinary ways[30]; and the CPD resources at OP are considerable.[31] The real contribution of OER to pedagogic transformation will become apparent only after the resources being developed have been piloted, licensed as OER, and used in teaching and learning.

There is no doubt the Project has generated commitment to the cause of OER, but as observed above, this evaluation question can be answered only in the long term.

In the meantime, prospects seem promising. This is especially so because new ways of improving pedagogy are appearing alongside project logic of transformation through OER. The OP experiment with Block Teaching does not begin with OER. Rather, consolidated teaching blocks represent chunks of time which make traditional lecturing pedagogy unviable. It is the structure of time that encourages lecturers to explore new ways of bringing technology into their teaching. OER, with all their benefits, thus come into play as individual staff explore new possibilities. The nice thing about this model is that academics themselves have the opportunity – and project support – to develop more effective teaching approaches in their own areas of disciplinary specialization.

ToR question 4: How strong is the buy-in by institutions to identified pedagogical transformation objectives? Is this buy-in from individual academics or bigger groups/departments?

All institutions conveyed a strong sense of buy-in to the need for new pedagogical approaches. At all, there is recognition that the status quo model of traditional practices is simply no longer sustainable.

CTL at UFS is pursuing the most clearly articulated view of the kind of pedagogy they would like to institutionalize. Their mission is to provide quality learning experiences designed specifically for their particular student population (largely rural, and disadvantaged). Large classes and heavy teaching loads make use of technology and online learning a sine qua non.

Generally, though, institutions and individuals do not have explicit and precisely articulated pedagogical objectives. Rather, they have clear ideas about how OER can benefit their own particular situations by, for example

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[30] There is a substantial and growing literature that emphasizes the crucial importance of disciplinary-specific pedagogies, embodied in the concept of 'Pedagogic Content Knowledge'.

[31] But it needs to be remember here that AfriVIP materials were developed as part of a different funding cycle.

- filling the void in the current repertoire of learning materials, and by providing a more or less standardized model for materials development (ANU)

- generating new materials to ensure that all students, irrespective of their location, have equal learning opportunities (OUT)

- taking advantage of the affordances of ICT to provide more effective learning experiences for students (OP).

ToR question 5: Is the take-up and implementation of OER practices leading to any sustained pedagogical transformation, and, if so, of what kind? Conversely, is the process of pedagogical transformation leading to any embedding of OER practices in modules or programmes?

Response to this question awaits further developments. As a way forward, the evaluator believes that there is a case to be made for finding a way of mapping where institutions stand in relation to pedagogy. This argument is elaborated under section 6.

4.4 Policy development

ToR question 6: What steps are being taken to institutionalize new approaches to pedagogy (either at faculty or institutional level) to ensure post-project sustainability? (understood as policy development)

ANU AND OUT

Supported by IL, policy development at ANU and OUT has been concurrent with OER development. While reference was made to IP policies at other institutions, policy development at ANU and OUT has been grounded in institutional realities, structures and processes. It has been suitably iterative. The most recent version the evaluator saw at OUT was version 7.

- The document 'Policy on OER integration into ODeL and campus-based provision. Africa Nazarene University. Approved by University Management Board 1/30/2015' is ANU's only substantive Output. However, it awaits a business plan which in turn depends on key decisions affecting the very identity of ANU.

- OER policy at OUT is advanced and well developed (see Outputs, section 3.2.2). In being accompanied by a Rolling Strategic Plan it moves beyond the symbolic and aspirational. Appendices will enable operational actions: who does what, through which mechanisms, and with what resources. Strategies and costs will be specified for meeting targets. The current target is to make 80% of all materials OER.

Because argument and evidence of the contribution of OER to pedagogic transformation will need to be assembled first, the road to IP policy development at both OP and UFS cannot commence directly at institutional level, as it has at ANU and OUT. Nonetheless, the necessary preliminary scoping for policy development has begun.

Apart from its considerable standing, infrastructure and academic staff (including Innovation posts), OP has the advantage of working within a university-wide Teaching and Learning policy that strongly encourages technology and resource-based teaching. It also has the leeway to experiment with OER at the interface of IP policy. In fact, OER targets are a part of the Faculty plan, which is a policy instrument that requires the Faculty, from time to time, to return to and advance their OER objectives.

The real challenge is that present University of Pretoria IP policy is very traditional. By default, the university has copyright to all productions and artefacts. Within that main challenge will be the task of harmonizing complex structures including the three existing repository platforms, rigid guidelines governing UP branding, and arrangements like AfriVIP fees going to 'Enterprise UP', a private on-campus company which generates "third stream income" for the university.

Despite being a latecomer to the project partnership, CTL has taken the first policy step with the document 'UFS: 'Open licensing of Intellectual Property: Considerations for the University of the Free State Intellectual Property Policy' (April 2016).'

4.5 PAR as a tool to support pedagogic change

ToR question 7: Does PAR seem to be an appropriate research methodology to enable institutions to reflect on, and improve, their pedagogical practices, as well as to sustain OER practices? What are its strengths and its limitations? How strong is the buy-in to this methodology?

ToR question 8: Are the PAR research activities currently designed sufficiently robust in their design and implementation to enable critical reflection on, and improvement of, institutional pedagogical practices and embedding of OER practices? What can be done to further improve them in this regard?

Discussion on both these PAR questions takes place against the background of a well-defined model that has two project purposes:

1) build a deepened understanding of how OER practices can support transformation of teaching and learning

2) ensure that such accumulated understanding is widely shared and incorporated into policy and advocacy.[32]

The *'Participatory Action Research Status Report, 31 January, 2016'* project document does not separate these two purposes. In addressing PAR, the present report draws only on site visit data and experiences.

PAR PURPOSE 1

Here we have yet another case of institutions working towards outputs in very different ways. At ANU, the question of PAR hardly arises as so little progress has been made in constructing OER. There certainly is expertise in the Institute for Research Policy and Development (IRPD), but here too there is a sense of organizational disconnect from those assigned to write OER. The certificate course in teaching at ANU teaches something about the action research method without connecting with the project. It in fact also predates the project; and after being offered once, is now on the shelf as a 'stalled' initiative.

In contrast, academics at OUT were working together and sharing experiences, but seemingly not in the systematic way expected by PAR. In this sense they appeared to be using the processes of PAR, but without actually doing PAR.

PAR is interestingly not a formally specified output at OP. Nonetheless, the Faculty certainly is aware of the PAR component in the project. Clear, systematic questions were drawn up as part of the Block Teaching experiment. The compilation of research questions was certainly participatory, but the actual questions have a closer connection with measurement of impact rather than action research. Measurement of impact would seem to have closer affinity to the kinds of scholarly research that is the bread and butter of a faculty of this kind – and is arguably exactly what is needed in the circumstances.

CTL provides the strongest instance of PAR practices on the part of academics at the proverbial coal face. PAR is focussed very much on surveying needs, monitoring processes and impact (in the form, mainly, of improved student performance). Although we need to remember that academics are doing this as a CTL institutional requirement rather than as an OERA contractual output, this is a case of institutional and project aims coinciding in a productive way.

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[32] Our work at OER Africa (Presentation at OER Africa Convening, 17-18 May 2016, p. 1)

Overall, the project's expectation that PAR accounts would be mounted on open repositories as way of sharing experiences, is a long way off.

PAR PURPOSE 2

Research outputs in respect of this PAR purpose are more prolific. By the end of 2015 OUT, for example, could list 3 publications, 2 conference presentations, 1 paper under development; 3 PhD and 1 master's degree studies under way.[33] While there has thus been some advocacy and dissemination, the publications in question were not grounded in PAR processes as envisaged in project design.

COMMENT ON PROGRESS IN PAR PURPOSES 1 AND 2

Many academics constructing new OER are still mastering new tools and concepts, and these activities are layered on top of already heavy teaching loads. Again, we need to remember that their contributions are being made with excellent project support, but no funding. At ANU and OUT this partly accounts for a measure of reliance on full-time specialist researchers to take on the necessary research. In some contexts, the expectation of PAR being carried out by module developers may simply not be reasonable. Even so, awareness of PAR and its processes are a useful guide to ways of working, especially in teams such as at OUT.

Staff workload might also account for the fact that most conference papers (very much in alignment with PAR purpose 2) are collaborative papers involving senior staff at HEIs and IL. A feature of research papers is that they are very good for showcasing, and therefore for 'sensitisation' and advocacy, but less useful as critical pieces that might help newcomers into the OER field. In other words, they may attract new academics to the field without providing insights and guidance to support their successful navigation into the field. The work of an IL,*'Emerging Lessons from the OER Africa Institutional Engagement Grant,'[34]* stands out as being far and away the most useful example of the level of understanding that a PAR approach can bring to the project.

4.6 Overall summary table

The following table is an attempt to condense complexity and diversity across partner institutions into more easily accessible and hopefully not too oversimplified generalisations.

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[33] 'OER Africa PAR / OUT Research update – 13 November 2015'. However, as the research expert responsible for these higher degree studies has left the university, the precise status of each study is somewhat unclear at present.

[34] OER Africa Convening, Op. Cit.

Table 11. Institutional differences table based on evaluation questions 1-8

	ANU	OUT	OP	UFS
Appeal of OER	OER perceived as vital for survival – but resource constraints and organizational shortcomings imply that only the OER Consumer role is feasible.	Enhance learning with cost effective resources that ensure equity across learning sites. Have OER targets. Are presently Consumers (very limited scale) and Constructors.	Well-resourced faculty with a long and proud history. Inherent need for OER is probably very limited. Their contribution, as leaders in field, is as Constructors of OER.	OER are an idea that has potential. CTL is fully invested in pedagogy and in online teaching and learning courses and materials.
Understanding of pedagogic transformation being built into operations	Limited. Materials are needed to provide basic learning resources for students across all subject areas.	Limited but developing: at present, seen mainly as getting copyright right. Still at stage of getting the OER tools in place.	Engaging pedagogy in new ways: most notably, the Block Teaching system.	Pedagogy is the essence of what CTL is doing. It's their rationale. Challenge: turning teaching resources into OER.
Broader university context for Teaching and Learning	Unpromising. The DVC Academic necessarily has to focus more on institutional reconfiguration and financial viability than on project aims.	Promising. (Former) Acting DVC Academic is leading exponent of OER. Strong representative Working Group. Upper hierarchy supportive of OER.	Promising. DVC T&L works with 9 faculties through the Department for Education Innovation. OP has Deputy Dean (Teaching and Learning)	Very promising. CTL was nurtured by VC (now about to leave); enacted by DVC T&L; operationalized by dedicated academics. CTL has credibility.
PAR	Non-starter for purpose 1; some publications for purpose 2 (authored mainly by IL)	Purpose 1: have followed precepts, but not written up. Purpose 2: have been productive (but it's not PAR).	Clear plan for monitoring Block Teaching. Staff are doing own (scholarly) research.	Exemplar of PAR in action (mainly as an institutional rather than OER Africa contractual requirement)
Policy development	Policy has been approved by University Management Board, but awaits a business plan.	Inclusive process. RPPC has approved the draft. Policy is accompanied by accompanied by Rolling Strategic Plan.	Organizational units and infrastructure are all in place, but challenges: change traditional IP policy; align complex structures.	First step taken: 'Open licensing of Intellectual Property: Considerations for the UFS Intellectual Property Policy' (April 2016).

PART C: REFLECTION AND COMMENT ON PROJECT PROGRESS

Part C begins with a perspective on pedagogical transformation because while it is the project goal, it is not always presented – and understood - with consistent clarity. General issues are then addressed in Section 7 before we move to a conclusion and recommendations in Section 8.

5. A PERSPECTIVE ON PEDAGOGICAL TRANSFORMATION

5.1 What is pedagogical transformation?

Under section *4.1.2* we noted a measure of inconsistency in the way that the project goal was presented. We cited instances of variation between 'pedagogical *transformation'* and '*improved* pedagogy.'

We have also noted that while OER and PAR are clearly defined, pedagogical transformation is not. The first two goals in the *'Internal Evaluation Chart in the ToR'* might imply some ambiguity between project means and ends:

1) Institutionalize OER Practices in the four selected universities, *in ways that support effective pedagogical transformation (writer's emphasis).*

2) Develop capacity of university staff in the four institutions to make use of OER *in ways that support pedagogical transformation (writer's emphasis).*

In both 1) and 2), the main aim is almost parenthetically subordinated to the project tools. In each, the subject of the sentence refers to the means through which pedagogical transformation is supported. What are the markers for pedagogical transformation? What does 'effective' mean in 1?

5.2 Do we need to know what pedagogical transformation is?

It could be that the above questions are no more than technicalities because as we saw under section 4.1.3, project participants have not questioned the meaning and expected scope of 'pedagogical transformation'. They appeared to have been satisfied with their own taken-for-granted interpretations. It is quite possible that the project itself has its own taken-for-granted assumption about benefits that flow from the availability and accessibility of interactive, relevant and need-targeted learning materials, together with a further assumption that this will be shared by institutions.

These points are not being offered in the spirit of criticising project design. Taken-for-granted assumptions about pedagogy/ good pedagogy are normative. This is not surprising. We've all been taught; all academics (have to) teach; teaching is a familiar part of the

landscape. Moreover, there is the hegemony of clichés like 'student-centred' learning. These have some value, certainly, but to be of any practical application, they beg elaboration.

5.3 How should we move beyond taken-for-granted assumptions?

While the current rather vague understandings of the project goal would seem to stand to benefit from clarification, it would be strategically inappropriate (and would come across as pedantic) if the project were to attempt to define (good) pedagogy for institutions. Even if it did, institutions would still appropriate the concept in ways that suited their own situations and priorities. Indeed, project design was premised on institutions doing just that as part of their 'taking ownership' of the project.

A recommendation: The project should consider providing institutions with a framework, or matrix, listing various aspects of pedagogy. If institutions would find this useful, they could map their activities onto it. Or they might wish to modify it line with their particular priorities. If they did so, they would then be pursuing the project goal in an explicit way, and with identified, self-selected markers to track their progress.

5.4 A tentative framework for mapping pedagogical transformation

With apologies for the need to sketch a theoretical background, the following proposed framework draws on the work of Basil Bernstein's on the translation of knowledge into pedagogic communication[35]. Knowledge is of course the very business of universities. Pedagogic communication occurs across the fields of (i) knowledge production (ii) knowledge contextualization; and (iii) knowledge reproduction, as in Figure 1 below.

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[35] Bernstein, B. (2000). *Pedagogy, Symbolic Control and Identity* (Revised Edition). New York and Oxford: Rowman & Littlefield Publishers.

Figure 1. The recontextualization of knowledge into pedagogic communication

Knowledge
Production
(*Research)*

Knowledge **Recontextualisation**
*(Curriculum committees; Faculty Board;
Rules Committee; Senate; Learning
materials (OER?))*

Knowledge **Reproduction**
(Teaching in the classroom, e-learning, online learning etc)
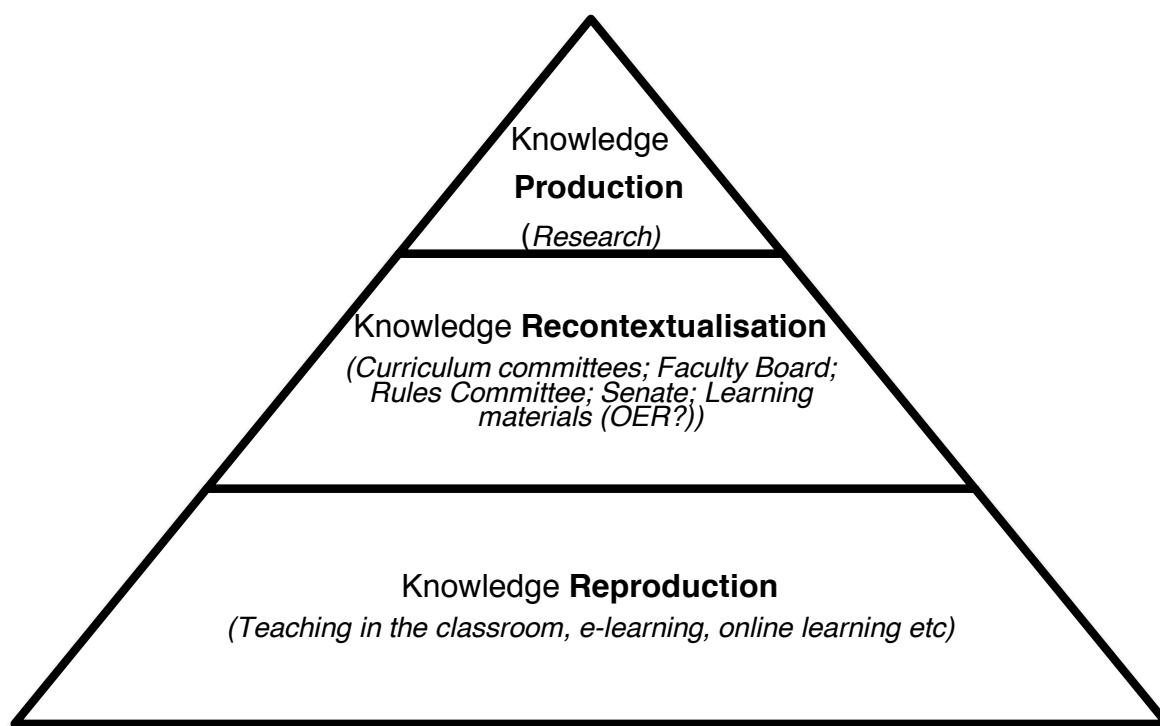
The pyramid should be read from the top to the bottom. Bernstein favours the term 'recontextualization' to indicate that knowledge is being taken from one context or field, and placed in another. These three fields in the pyramid are hierarchically related: the recontextualization of knowledge cannot take place without the original production of knowledge (research), and reproduction (the teaching of a selection of knowledge) cannot take place without recontextualization.

Figure 1, as well as the proposed matrix in Table 12, draw heavily Wayne Hugo's excellent (OER!) video series called 'Cracking the code to educational analysis'[36]

The left hand column of the matrix below lists elements of pedagogy in the recontextualization and reproduction of knowledge - as in tiers two and three of the pyramid in Figure 1. It begins with the *selection* of knowledge that is taken from the top tier in the pyramid to the middle tier.

A final comment here is that Table 12 is not presented as an authoritative piece of work. It is a work-in-progress, for possible consideration.

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[36] see African Teacher Education OER Network. Hyperlink:
http://www.oerafrica.org/resource/cracking-code-educational-analysis-22-video-series-freely-available-youtube Hugo's work acknowledges its theoretical antecedents in Bernstein's seminal theories in the sociology of education.

Table 12. A tentative framework of elements of Pedagogy in relation to the Project

Elements of Pedagogy in recontextualizing and reproducing knowledge	Examples of what institutions are doing *(it would be up to them to locate themselves here)*	Value add of OER
1. *Selection* of knowledge (A disciplinary issue; but there are pedagogic implications for the cognitive level of knowledge being made available in relation to the 'needs' of particular groups of students)	• OUT OER writers of 'converted' courses are immersed at the level of copyright clearance; • UFS consideration of generic (what's transferable?) and discipline-specific skills	• Materials at least use legitimate sources instead of being unintended exemplars to students of how to plagiarize. • Digital OER are relatively easy to update
2. *Sequencing* of knowledge (Discipline-specific issues, e.g. are knowledge structures vertical, hierarchical, or horizontal? Pedagogical implications: student needs, learning styles, etc	UFS Multiple Literacies	OER can be reversioned by other lecturers; Students can take control of sequencing, repeat lessons, move ahead on their own, etc.
3. *Pacing* of the transmission of content (Can be fixed or flexible. Pedagogical implications: pacing respects students' progress.)	UFS CTL makes some provision for extended programmes	Huge plus for OER: Students can become independent learners, pacing their own learning
4. *Assessment:* Input and output with a feedback loop to tell you how students are progressing as you go along. Are criteria for assessment explicit and understood by students?	Assessment was beyond the purview of evaluation, but the OP Block Teaching Method will come in here.	Learning materials are generally more carefully structured than contact teaching. If LMs become OER, good assessment practices proliferate.
5 Mode of delivery and the teacher/learner relationship Contact teaching, blended approaches and ODL all rely on students being able to access recommended texts and/or learning materials	• OP: Block Teaching is a spur for resource-based learning. • OUT & UFS: working to provide quality resources at low cost.	• Course designers in Block Teaching are nudged into thinking about resource-based teaching like OER, bringing benefits such as 2 and 3 above. • Peer review advantage of OER over contact teaching.
6. Knowledge reproduction appropriate to *the context*. a) *Macro* context: National systems of education and national curriculum b) *Micro* context: Characteristics of particular student groups	• CTL courses address problem of large numbers of under-prepared incoming students. • All HEIs are concerned about cost of books	OER can be adapted for use at different levels in line with students' levels of development ("needs"); Students can access sources other than course handouts and notes taken in lectures.

6. GENERAL ISSUES

ToR question 9: What general lessons are emerging from the activities of the OER Africa PAR Grant that are worth sharing more widely?

Discussion below addresses the project's understanding that "while some critical success factors will be generic, others will be institutionally-specific factors".[37] That discussion is first framed by an overarching view of the diversity of the sample in relation to project progress.

6.1 Project progress in general, in a diverse range of institutions

At the beginning of this report we commented on the richness of the diverse sample of partner institutions (Table 1, section 2). Diversity across the 'sample' would promote the cause of drawing inferences about the relative importance of generic and institution-specific factors in achieving project aims.

In sections 3 and 4 we then observed how those unique features of each institution underpinned project activity in two ways. One the one hand we see the inhibiting effect of structural *constraint*: most notably, staff workloads, staff mobility, and bureaucratic tardiness in decision making. On the other hand, the unique features of each institution have largely governed the way in which each has appropriated the project and woven it into their modes of operations, priorities, and personal interests. The *enabling* energy in project take-up is the way in which individuals see connections between the project and their work situation in the context of what is feasible.

If we do indeed view this picture of 'constrainers' and 'enablers' as a kind of interplay between structure and agency, it is important not to view institutional structure as having exercised entirely negative effects in all four cases. Staff workload is certainly an inhibiting factor across the board, and the weight of bureaucracy in all universities is inevitably ponderous. But structural settings can also be enabling, as in the case of CTL, because the aim the project brings coincides exactly with the very aim that the CTL was constituted to achieve.

In short, the project has indeed been playing out in different ways in diverse settings, as envisaged in project design. However, the sheer number of variables and the way these intersect blurs neat distinction between what is institution-specific, and what is generic. The categories that follow are thus best read as *mainly* institution-specific, and *mainly* generic.

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[37] ToR, Op. Cit., p.1.

6.2 (Mainly) Institution-specific issues

6.2.1 The East African universities – the project's 'whole' institution strategy

Both ANU and OUT had had prior engagement with Saide/ OER Africa, and in this sense came into the project from more or less the same starting blocks.[38] Both operate in contexts that are considerably more resource constrained than their counterparts in South Africa. And both have had the benefit of project support that, in the evaluator's opinion, could hardly have been better. Yet, as we have seen, at ANU the project has stalled; and at OUT it has gained a secure foothold. In the case of ANU, bureaucracy, structure and organizational inertia have stifled the project, the aspirations and good intentions of those involved in the project notwithstanding. At OUT, the structural setting has been cautiously enabling. It has been supportive of enabling OER champions from within its ranks to venture into new ways of doing better at what the university wants to do in terms of its identity and mission.

However, organizational structures and functionality are interlinked with histories as well as key differences between public and private universities. While one would need data from a much larger sample to make confident assertions, the case of ANU does seem to suggest that the challenge of operationalizing OER practices in private universities in developing countries can be considerable. Without the reliable funding base of public universities, investment in meaningful curriculum/content development work is surely never going to be more than a remote aspiration.

Table 6 below attempts to identify key differences that have led to the project stalling at ANU, and having taken hold at OUT. This table is not intended to be an unkind comparison of two universities: it is a comparison of two very different types of organization.

Table 13. Differences between organizational types

ANU	OUT
Distance education was arrived not through ODeL-informed planning but in response to a changing student profile – more mature students wanting to study (mostly in business/ MBAs) off-campus, in more flexible ways. ANU thus came to ODeL reactively, and managed for a while because of a capable and forceful champion, supported by the IL.	Dedicated distance education provider – mode of normal operation is materials development, delivery and student support. The current challenge is the move from paper-based to digital and online provision.

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[38] The 'more or less' qualification is necessary because Saide's work with OUT has been of longer standing; and appears to have been more 'hands on' than at ANU.

ANU	OUT
At present there is no clear view of teaching and learning. ANU is working on a business model that goes back to fundamental issues that in turn bring institutional identity into question.	OUT has an unambiguous mission: commitment to providing equal learning opportunities to all students; and monitoring the effectiveness of plans to achieve this.
Has an IODL unit but is seemingly isolated from other units such as library and research. There are strong boundaries between internal units.	IEMT operationalizes project processes under the auspices of the OER Working Group that functions across relevant units in an integrative way. There are permeable boundaries between internal units.
Quality assurance role is played as "a favour", an extra duty.	Fulltime Quality Assurance officer is member of the OER Working Group.
Resignation of champion crippled the project (and has hamstrung the institution).	OER has a powerful champion, but also has capable young up-and-coming successors in the Working Group.
Seemingly little apparent background in OER. It was a new concept.	Several staff had already worked with OER in AVU and TESSA.
No reported synergy with outside agencies promoting OER.	Synergy with other OER projects e.g. COL and MOOCs. There's a nascent community of practice.
Staffing: many part-timers. Tendency to focus on immediate contractual tasks; lack of continuity in training and development.	More full-timers: greater willingness to engage in work leading to future gratification; continuity in training and collaborative work.

Most private higher education institutions have a large complement of part-time staff. At ANU the drawbacks of part-time staff assigned to write OER at ANU was discussed earlier (section 4.2.1). This is a significant matter calling for particular measures – on the part of the project itself as well as the institution – if the project is to move ahead at ANU.

6.2.2 South African partners: Strategy of expanding to whole institution and beyond through strategic units

Both OP and CTL have been active in developing flexible resource-based pedagogies. Both institutional homes are relatively well-resourced and have the infrastructure to mount and deliver these resources as OER. However, this crucial step awaits institutional policy development.

ONDERSTEPOORT

OP functions in a well-developed institutional bureaucracy that holds together an unusually large number of organizational units that have emerged over time. One of the ironies of a

well-developed bureaucracy is that procedures can be slow. We saw earlier that the long delay in appointing a new Deputy Dean (who would coordinate the project at OP) led to a loss of project momentum. However, the interregnum has been a moratorium in the life of the project, not a near collapse as at ANU. When it comes to presenting arguments for OER enabling policy, OP will be a powerful and credible voice, but policy development will almost certainly be more difficult here than in other partner organizations. OER policy will have to take account of, and harmonize, complex internal structures.

In the meantime, a technically simple structural change like the move to Block Teaching, intended to shift pedagogy (see section 4.3) offers real potential to develop OER practices. But the logic is not project logic of using OER to improve pedagogy. It is the logic of moving from radical timetable change to improved pedagogy, with OER a more distant possibility.

CENTRE FOR TEACHING AND LEARNING

Although a latecomer to the project, the uniqueness of CTL makes it an extremely valuable member of the project team. In other institutions, the tool or the route to improved pedagogy is OER. CTL's core business is directed at improved pedagogy, and its in-depth work in this field has strong potential to lead to OER. Particular strengths of CTL include:

a) the development of *generic* skills to support all students across the institution

b) collaborative work with faculties means that CTL is involved in supporting *disciplinary-specific* pedagogy[39]

c) active involvement in PAR. Developments are research-based (even if not all are written up for publication or placed in repositories).

d) its credibility in and across the seven faculties at UFS. CTL services are in demand.

In terms of the logic of change, CTL represents on bigger scale what Block Teaching represents at OP: targeted measures to improve pedagogy have potential to recruit OER; and to take those to scale.

6.2.3 Overall comment on institutional-specific issues

The project has played out in institutionally specific ways that affirm the viability and promise of both the 'whole institution' and 'strategic unit within an institution' project strategies. In the former, the route to the project goal will be relatively structured, and more or less in line with linear logic that moves from planned activities to outputs. In the latter, progress follows a less linear path. In fact, it is creative initiatives like the Block Teaching

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[39] The importance of the concept of 'Pedagogical Content Knowledge' (PCK) is emphasised by the amount of scholarly work now being done in this field. Its starting point is the limitation of generic approaches to pedagogy.

system at OP that are in themselves the first step to pedagogical transformation. And as at CTL, it is the aim of improving pedagogy that can recruit OER to its cause. A different logic to that of the 'whole institution' strategy is playing out here. The role of project support also changes in ways to support, sometimes even opportunistically, developments that are already taking place. This is particularly the case when there is spontaneous uptake of project tools and aims.

6.3 (Mainly) Generic issues across institutions

Issues that seem to be mainly generic are listed below in bullet-style format. As details to justify these points have already been discussed earlier in this report, they are not repeated here.

Institutional need for support
This is the clearest generic issue of all. With the exception of CTL, little, if any, project activity would take place without project support. That support has been superb, but even then, project momentum reportedly wanes between IL visits.

Institutional settings each present their own particular challenges
Universities were never designed to take on OER challenges. Historically, their role was in fact quite the opposite: it was one of confining knowledge to special well-chosen persons (mainly in terms of their demonstrated loyalty to the recognized disciplines); and then transmitting knowledge in a context in which teachers exercise maximum control over their own disciplines with "the jealous eye of a threatened priesthood".[40] If knowledge is 'sacred', it cannot be freely exchanged. Passing centuries have witnessed changes, but one only has to peruse faculty academic rule books with their tight specifications of rules of admission, progression and exclusion to see that the paradigm of 'sacred' knowledge is not yet entirely a thing of the distant past.

Also, in having moved generally into the corporate, managerial orbit, universities are even less well positioned to revise traditional IP policies. At an even more mundane level, blockages of the kind we saw at OP occur in even the most functional of bureaucracies.

Institutional flux affected the project – and it's normal
Examples of changes affecting the project:
* UNISA withdrew from the project after a promising start

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[40] Durkheim, E. 1961. *Moral Education.* London. Collier- MacMillan. p. 169.

- OUT: the VC left; the Acting DVC Academic (and project coordinator) has been assigned to a new portfolio; the research expert overseeing PAR left the university, as did a number of module writers
- ANU: the departure of the IODL Director was catastrophic. Her replacement did not stay long, and made no mark; then an Acting Director was appointed, a well-respected theologian whose main ODL qualification is his standing as the only member of staff to have completed an OER module.
- OP – The project coordinator left to take up a post in another faculty; delay in appointing a new Deputy Dean.

OER Champions are an enormous asset, but they are also the kind of people likely to be most mobile.

The importance of teams
If institutional flux is normative, project delivery can be stabilized in ways demonstrated by OUT, e.g.

- Teams of two rather than individuals writing modules
- Capable 'understudies' working with the project coordinator are possibly even better than a formal succession policy
- Major stakeholders in the hierarchy have representation on the project Working Group.

Workload is major problem across all types of institutions
The project provides support for institutions, and does not itself pay writers of OER. Institutional policy to mainstream OER production is awaited, and in the meantime OER construction remains an 'extra' activity over and above normal workload. This is a particularly pressing problem in Kenya because of the CUE requirement that staff must have, or be working towards, PhDs. OER construction in ODeL institutions has highlighted that fact that they do not make adequate workload provision for materials writing.

Lack of understanding of copyright/IP/OER is not confined to ODeL institutions
One advantage of taking the project to distance education providers is that materials production is already their core business. The step to OER is really a policy issue. Yet, surprisingly, ODeL HEIs seem to be as lacking in knowledge of copyright as contact universities. Respondents' accounts suggested that staff lack inhibition in the matter of using copyright materials. Some staff at OUT had already been using OER, but only discovered these were OER when the project introduced the concept.

Factors affecting private universities
In one sense, private universities should have the advantage of being more open to change than 'publics,' and quicker to take hold of new practices. On the other hand, they may also do so without the necessary planning, as is evident from ANU's venture into distance teaching. Also, if they have substantial part-time staff components, there is a greater risk of lack of staff stability and discontinuity in project training and support. Ironically, while

private HEIs may thus need OER more than public HEIs to maintain standards and continuity, their very circumstances make it harder for them to construct their own.

Problems of converting contact lectures into OER
For institutions new to OER, the strategy of converting existing lecture material into OER runs the obvious risk of simply reproducing existing pedagogy. This strand of activity at OUT brings to the fore a further problem that exacerbates the risk of pedagogic reproduction. Because of widespread cavalier use of sources, unmindful of copyright, the labour intensive process of checking for copyright (dScribing) diverts attention from pedagogy.

There is willingness to share resources; but there are also good reasons why actual sharing takes time
At a general level of principle, everyone spoken to at site-visits agreed with the view that materials and research should be shared more broadly. However, there are also sound reasons why actual sharing will take time. At OUT, for example, the first iteration of the Digital Fluency course is being piloted within a limited audience prior to publication before being shared more widely. Also, all possible implications of sharing need to be considered. One example of this occurred at the OP Management Committee meeting on 7 June. The meeting was reminded that the prospect of a new South African veterinary faculty had been mooted. "What if they just take our stuff?" asked one member. The meeting was reassured: nobody else could offer support for the materials as well as OP. This statement in fact gets to the heart of what will be the defining feature of universities in the future, but clearly, in the interim, institutions have to work through implications of open licensing before they can commit wholeheartedly to sharing. Very few faculties will be able to do so from OP's position of strength - as the recognized leader in their field.

Outside of the current pool of OER converts, according to several respondents, there is widespread ignorance about OER. Ignorance brings its own suspicions.

Lack of capacity to find suitable OER
One of the most worrying features of OER take-up (see section 4.2.1) is the widespread view that one has to construct one's own OER because contextually suitable OER cannot be found on existing repositories. The evaluator is not convinced that this view is well founded. OP was alone in providing evidence of rigorous searches. Elsewhere, there were no accounts of searches sufficiently in-depth to support the claim about non-suitability to local contexts. Learning Designers in the Faculties of Education and Health Sciences at UFS were unaware of OER Africa's Health OER and ATEN sites, or of the Open University's TESSA. And what about Creative Commons rights for user adaptation? One of the great virtues of OER is that they *can* be adapted to different contextual settings.

PAR is not playing the envisaged role

Apart from CTL's action research, PAR is not playing its anticipated role even though its processes can be seen in the way some project activities are being managed. On top of academics grappling with new ideas and taking on new activities – in a context of the project being layered on top of normal workloads – PAR might be a luxury few academic writers of OER could realistically aspire to.

Project identity

The evaluator would not argue that a project should necessarily have a clear 'brand'. By setting up a new 'Other', strong branding can be hindrance to new practices slipping quietly into mainstream immersion. At the same time, the project does not seem to have a clear identity in relation to its goal: pedagogy.

In the 2014 Grant Proposal, the project is simply a number. But the filename of Grant Proposal # 9261 is "OER Africa Action Research Grant Proposal". '*PAR*' has indeed become a popular shorthand term for the project. IL sometimes call the project by this name. While PAR is nice and crisp – and is certainly easier on the ear than 'pedagogical transformation' – we are nonetheless left with a name that refers to a key project tool rather than to the goal of the project. The evaluator had a number of site visit experiences involving confusion resulting from use of the term 'PAR'. Was the speaker referring to the PAR component of the project, or to the project itself?

When asked what they called the project, respondents at various sites groped in the same way they did when asked about their understanding of pedagogy. Responses included: "OER in course design"; the project"; "capacity development"; "policy formulation"; "digital policy"; "institutionalization"; "institutional policy formulation"; "OER policy movement"; "OER Africa". Responses included no mention of pedagogy.

7. CONCLUDING COMMENT

This report has provided a fairly detailed account of formal outputs in relation to organizational settings (section 3). Evaluation ToR questions[41] were covered under section 4. Understandings of pedagogical transformation emerged as the most problematic issue. Because this is the project goal, section 5 was devoted to this issue. Section 6 addressed institution-specific and generic factors in attempting to understand outputs and progress in meeting project aims.

In all of these sections, complexity of detail and difference was reduced to summarized generalizations supported with the use of tables. It would be tedious to repeat those here. Rather, against that backdrop of detail and tables, we move to an overarching judgement.

7.1 Overarching judgement on project progress

Progress towards the project goal of pedagogical improvement is being made in three institutions even though understandings of what this means – other than in the UFS Centre for Teaching and Learning, and in OP's Block teaching experiment - are largely implicit. However, the goal of improved pedagogy is the end product, to be achieved through project training and support as a basis for the development of OER practices and policy, which are in turn supported by PAR. In this sense, *the project and its principles have taken an embedding hold in these three institutions; and there also signs of increasing momentum*. There are three defining features of this advance.

(a) Institutions have appropriated the project in different ways, in light of their own circumstances and priorities (as anticipated in project design). However, importantly, the project has introduced a new *language of possibility* to institutions. A language of possibility moves teachers beyond trying to improve their teaching by sharpening their existing repertoires of techniques, and into thinking about how they can teach *differently*. It encourages teachers to move away from what they've been, to what they would like their teaching to become. Site visits provided evidence of academics having taken hold of the concept of resource-based learning that enables students to become active learners who take some responsibility for their own learning, and who can learn in their own chosen ways, in their own time, and at their own pace. The reason for academics' appreciation of project training is quite simply that it has introduced them a new language of possibility in relation to teaching and, in some cases, to the structures and interpersonal relationships within which they teach.

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[41] Understandings of key concepts and developments in OER take-up; pedagogical transformation; policy development; PAR

(b) Project logic of OER as the tool to generate pedagogical transformation plays out differently across institutions. Formal project outputs tell more of a story about project progress at OUT than at OP and CTL. This is because the OUT Working Group aligns and integrates project activities across the whole institution. At OP and CTL, not all progress towards project goals is as neatly aligned to formal outputs. Here, within a general thrust that is output-directed, different individuals and smaller groups are engaged in different kinds of activities that have common ground with the project goal. There are cases of advances through spontaneous as well as opportunistic (in the nicest sense of the word) OER take-up.

One would expect these differences because OUT has embarked on an entirely new project. At OUT, the big challenge has been mastery of the OER tool to achieve pedagogic improvement. Policy development to support OER has been concurrent, and is well advanced. At OP and CTL, project principles have been grafted onto existing initiatives aimed at improving pedagogy. Their challenge then is to move existing resources into the domain of openly licensed materials. Policy development awaits.

(c) Project logic is not affirmed in respect of its PAR strategy. In this case, sound project reasoning has been overwhelmed by institutional realities. Notwithstanding, the fact that PAR has not played its expected role does not undermine the overall judgment that follows.

7.2 Viewing project progress in context

What makes progress as described above particularly noteworthy, and perhaps even praiseworthy, is the context in which it has been achieved. National governments (mainly by making new demands that are unsupported by adequate funding) and regulatory bodies (which add to the burdens of administration and which unintentionally encourage compliance rather than innovation) have made the operational climate increasingly difficult for universities. In some respects, universities have made innovation in teaching more difficult for themselves through their continued privileging of research over teaching; nor does their embrace of managerialism encourage creative ways of thinking.

As a 'baseline' consideration, the ToR 'Internal Evaluation Chart' taken from the 2014 Grant Proposal indicates that participating HEIs were indeed starting from a *low level of understanding of key project concepts such as OER, IP and PAR*. Such judgements have been confirmed in a number of research papers, for example: "The results indicated that OUT

staff were willing to participate in OERs but had limited awareness, skills and competences in the creation, development, integration and use of OERs."[42]

Little headway was made in the early stages of the project when the focus was on IL training. The *'July 2015 interim narrative report'* paints a rather gloomy picture of progress in relation to the four project goals (see Appendix E for selected quotes from this report).

Within the project itself we need to remember that institutions received excellent project support, but not funding. Staff have taken on project activity on a voluntary basis, over and above normal workloads. Consideration of factors such as these form the basis of recommendations offered in the next and final section of this report. Before that, we come to an overarching judgement on project achievement at this relatively early stage of its life cycle.

7.3 Overall judgement on project achievement

> The project brought new concepts into contexts that are not readily hospitable to new ideas, and into working environments that present their own barriers to the implementation of new ideas. Nonetheless, project principles - and in particular, the concept of OER - have gained encouraging traction. That the project has "stalled" at one institution is a matter of institutional failure, not project failure. In the other three, as much progress as could reasonably be expected has indeed been made, and it has been made in a way that has promise of sustainability. Solid ground is being laid for dissemination and for prospects of 'scalability'.
>
> As a basis for extrapolating 'lessons' about institutionalizing OER and improving pedagogies, the project has been brilliant. It merits deeper review than has been possible in the limited scope of the present review.

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[42] Muganda, C., Samzugi, A., Mallinson, B. 2015. 'Empirical-based analytical insights on the position, challenges and potential for promoting OER in ODeL institutions in Africa'. AVU Conference Paper.

8. SOME RECOMMENDATIONS

In this final section the evaluator is aware of the privileged territory occupied by all evaluators. They have the luxury of being able to make suggestions without the hardship of having ever to do the actual hard work. Nevertheless, the following recommendations are offered as a possible sound board for those making decisions that define the direction this very worthwhile project is taking.

8.1 Continued project support, and the nature of support

The project would have been stillborn without the level and nature of support that has been provided. While training has relied on tried and tested materials, support has been flexible in adapting to particular contexts. Earlier in this report we encountered a case of IL supporting internal structural change to advance project aims. The most striking instance of adaptation to context is the way in which the IL role has shifted at ANU. It began with training to prepare for pedagogical transformation; it is currently supporting the university in addressing matters that are crucial to the institution's survival.

Apart from the fact that the current IL team is, in the evaluator's view, the best in the business, they are thus able to offer more than just technical support. Outsiders can do what insiders cannot do in the tight bureaucracies that universities have become, with their inevitably hierarchical relationships. Personal territories are jealously guarded, for the most part.[43] IL have worked productively across bureaucratic divisions and hierarchies.

Not only should project support ideally continue as it is. The impact that outsiders can make could be extended to the possibility of support from visiting professors on sabbaticals. Within the project there is a growing number of OER champions who could take on such a role. The Health Sciences OER project in Ghana benefited enormously from the presence of an experienced OER campaigner on sabbatical from USA.

A further possibility arises here. As we have seen, the contribution that PAR was intended to bring to the project has not materialized to the extent that was hoped. This gap could be filled by recasting the role of IL into that of 'developmental evaluator". If that sounds like a big step, it is in fact not. First, the role of developmental evaluator is very close to what IL are doing already. The paper '*Emerging lessons from the OER Africa institutional engagement grant*'[44] is an excellent exemplar of developmental evaluation. Second, the principles of

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[43] In the context of university salary structures, one cynic has observed that interpersonal rivalries are most intense when the stakes are lowest.

[44] OER Africa Convening Meeting, Nairobi, 17 May 2016.

developmental evaluation have strong connections with those of action research. As developmental evaluators, IL would be taking on the role of 'critical friend' which is an important element in action research. Again, this is not different from what they have been doing already. The following quotes show the applicability of developmental evaluation is to the project.

According to Patton, the developmental evaluator is like a critical friend, often at the scene of action, and

> … part of the action, facilitating interventions that may work (or not). The situations are complex, unpredictable, non–causal, non–linear, emergent and may need constant attention. Programme or project leaders (in my experience) are many times too involved in their management activities to also be able to remain reflective and ask critical questions themselves.[45]

Gamble writes that

> Developmental evaluation supports the process of innovation within an organization and in its activities. Initiatives that are innovative are often in a state of continuous development and adaptation, and they frequently unfold in a changing and unpredictable environment. This intentional effort to innovate is a kind of organizational exploration. The destination is often a notion rather than a crisp image, and the path forward may be unclear. Much is in flux: the framing of the issue can change, how the problem is conceptualized evolves and various approaches are likely to be tested. Adaptations are largely driven by new learning and by changes in participants, partners and context.[46]

> …. the evaluator is positioned as a part of the team that is working to conceptualize, design and test new approaches. The evaluator's primary role is to bring evaluative thinking into the process of development and intentional change. The developmental evaluator is there to introduce reality testing into the process of innovation. Feedback is supported by data and is delivered in an interactive way that helps the innovator(s).[47]

8.2 Clarity of identity, aims and methods

We have observed across project documentation as well as academics in HEIs inconsistencies in respect of the name of the project. There are ambiguities about

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[45] Patton, M. Q. (2011). *Developmental Evaluation. Applying Complexity Concepts to Enhance Innovation and Use.* New York: Guilford Press.

[46] Gamble, Jamie A.A. (2008). *A Developmental Evaluation Primer.* Montreal, Quebec: The J.W. McConnell Family Foundation., p.13.

[47] Gamble, Ibid. p. 18.

pedagogical transformation and how this understood. While pedagogy/ pedagogical transformation – the goal of the project – is not defined, the tools through it should be achieved (OER and PAR) are very clearly defined an understood.

It is too late to tamper with the name of the project, and as suggested under section 6.1, 'branding' the project strongly may not serve its best interests. At the same time, as opportunities arise, communications with institutions might make a point of being absolutely clear about the project goal, and the inter-relationships between means and ends. At the same time, there could be merit in using the term 'pedagogical improvement' (as in some documentation) rather than pedagogical transformation. 'Improvement' is something academics can relate to more comfortably. Even 'pedagogy' can be daunting; but in combination, 'pedagogical transformation' could be terrifying.

8.3 Pedagogy

Following the point above is the question of how greater clarity could be brought to the meaning and scope of the term 'pedagogy'. Section 5 raised the possibility of a matrix within which institutions map their aims and achievements. The framework in Table 12 is a tentative example of the kind of matrix that could be developed for this purpose.

8.4 OER: from construction to consumption?

A general theme across all sites is the view that project participants are constructors rather than consumers of OER: existing OER are not fit for purpose in the African context. If only AVU and TESSA materials have contextual suitability, we might infer that only materials developed in Africa, for Africa, are likely to be used more widely. Even that possibility seems remote, however, because the evaluation also found cases of academics not being aware of high quality African-developed OER in their own disciplinary fields.

This project has confirmed what we already knew: constructing new modules calls for intensive project support and amounts of time that academics, in general, do not have. For academics, the Catch-22 is that the long process of OER development exacerbates precisely what it is meant to be ameliorating. If the OER cause is to move forward it would seem that advocacy work will need to be directed at making academics more aware of what is available and how it can be found; and of ways that existing OER can be repurposed or adapted for use in local African contexts. Working in the mode of OER consumers might also allow for greater consideration of pedagogic issues (e.g. adapting materials alongside the kind of matrix proposed above) rather than having to focus mainly on copyright.

Certainly, chances of going to scale will be very limited if academics remain stuck in the mode of OER construction 'from scratch'. As academics in the Health OER and AgShare projects also showed a strong predilection to develop materials 'from scratch', it seems clear that there is a considerable challenge in getting academics to re-imagine themselves as OER

consumers. For individuals, perhaps a strong focus on pedagogic benefits could be persuasive. For institutions, the lure of high quality cost-effective materials should be a powerful drawcard.

But the whole question of OER consumers and constructors is one that merits much more consideration than is possible here. It is a question that potentially houses many intersecting issues ranging from academics' sense of their own identities to a broader politics stressing the importance of *African*-produced resources.[48]

8.5 Policy development to enable OER

Policy development brings the risk of symbolism without sufficient consideration of who will do what and through which mechanisms. The University of Western Cape is such an example, having passed an open access policy ten years ago because Senate was persuaded to do so by a visionary OER champion.

This project has made particularly strong gains in policy development. Project strategy of developing policy in tandem with OER development seems to be a good one. Policy is thus developed in a grounded way without excluding the benefits of reference to exemplars from other institutions. As OER policy development touches on so many institutional organs, OUT provides a promising model of an in-principle framing policy supported by an 'updateable' appendix covering areas and aspects of policy application.

8.6 PAR

Project hopes for the role that PAR can play, although well founded in theory, seem to have been overwhelmed by institutional realities. Against a background of superb project support but no direct funding, academics constructing OER 'from scratch' are still mastering new tools and concepts, and these activities are layered on top of normal (mostly heavy) teaching loads. Looking to the broader university context, we see that while universities have mission statements promoting the holy trinity of teaching, research and community development, research is by far the holiest of the three. Academics know this. Status, careers and access to resources all depend on scholarly research output and citations. Achievements are also easily measured and expressed in number (which good teaching is not).

We suggested above that the gap in the role that PAR has not played could be filled by IL working in the mode of developmental evaluator. Those academics interested in action

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[48] One IL offered the interesting view that one reason for the focus on OER construction could be project support teams across these projects who may (in their enthusiasm) emphasize the mantra that Africans should be producers, not only consumers, of OER.

research (and there are some) could still follow the PAR path, and their products could serve a valuable purpose if uploaded into open repositories. Others might find more merit in doing the kind of research that is more closely aligned to the kind of research that is normative in their working lives. Longitudinal research measuring impact (beyond simple indicators of student performance) is one such possibility that could serve the project as well as reward academics through publication. This is also the kind of research that would help convince hard-nosed administrators of the benefits of OER and of more thoughtful approaches to teaching and learning.

8.7 Final note: Sustainability

SUSTAINABILITY IN THE PROJECT INSTITUTIONS

The position of ANU places this institution in a different category to that of the other three institutions. We have found that ANU represents a case not of project failure as much as of institutional failure. Although the idea of OER has much appeal, and has taken hold at ANU, there has been almost no practical implementation apart from some progress in policy development.

Without assurance of institutional sustainability there can no thought of project sustainability at ANU. The staff are keenly aware of this. In terms of moving forward with institutional strategy and planning, the IL has from the outset provided expert guidance. But evaluation was left with the impression of a DVC (Academic) committed to the project, manfully trying to hold together the current unsustainable status quo which the university has entered by default. The guiding hand of the Vice Chancellor was not visible to evaluation, so no comment can be made regarding that.

Even though the focus of project support has shifted from pedagogical transformation to institutional survival, the project would seem to have a moral responsibility to continue offering the support it can. However, there would need to be institutional assurance, from the highest level of authority, that it is taking seriously the need to re-imagine the identity of the institution, supported by appropriate strategies and business plans.

The question of sustainability does arise in the other three institutions where the project has taken on an embedded foothold. If the present nature and level of project support can be maintained (perhaps also in conjunction with consideration of some of the above recommendations), prospects of sustainability must be good.

PROJECT SUSTAINABILITY AND FUTURE PLANS

This cycle of the project has yielded what might be called 'lessons' about the type of institution in which an 'Institutional Grant' project is likely to successful. Institutional type, mission and mode of delivery do not in themselves seem to be determinants of success. We have seen that different – and appropriate – strategies of support have resulted in promising

footholds *across* diverse institutional types. However, there are characteristics *within* institutions, as organizations, that have emerged as important considerations if new sites are to be considered. Some of these are hopefully apparent in the body of this report. Examples include issues such as

- Organizational functionality (banal though it is to specify such a condition)

- Staffing: embedding OER is particularly challenging when the staff complement includes a large number of part-timers

- Prospects of teamwork across hierarchies is a real plus factor, not only in itself but as a way mitigating the effects of staff mobility

- Presence of a number of key staff who are either OER champions, or budding champions

- Possible synergy with other like-minded projects such those managed by Commonwealth of Learning

- Prior working relations with Saide/ OER Africa staff!

A further point, too significant to be included amongst other bullet points, is the great virtue of a project - aimed at improving pedagogy - teaming up with a dedicated teaching and learning unit within a university. A unit such as the Centre for Teaching and Learning at UFS, working both *across* the institution and *within* all faculties would be a coveted partner in any university. Few African universities, however, have much beyond a mechanism for issuing a Vice Chancellor's Award for Distinguished Teaching.

> ###### *FINALLY:*
>
> Sustainability of OER is becoming a subject of academic study. Dholakia, King, and Baraniuk,[49] for example, argue that current thinking on the topic is often solely tactical with too much attention on the "product" and not enough attention on understanding what its user community wants or on improving the OER's value for various user communities.[50]

The present cycle of this project has yielded invaluable experiences and 'lessons' in how to graft OER onto the needs and aspirations of diverse institutions.

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[49] What Makes an Open Education Program Sustainable? The Case of Connexion

[50] Daniel E. Atkins John Seely Brown Allen L. Hammond February 2007.
A Review of the Open Educational Resources (OER) Movement: Achievements, Challenges, and New Opportunities. http://www.hewlett.org/uploads/files/Hewlett_OER_report.pdf accessed 28 April 2016, p. 30

APPENDIX A: TOR EXTERNAL EVALUATION QUESTIONS

The proposed research questions for an external evaluation of *OER Africa*'s PAR Grant are as follows:

1) How do the various key stakeholders involved in the Grant define and interpret the conceptual terms 'pedagogical transformation', 'OER practices', and 'PAR'? Are there any emerging discrepancies between these interpretations that might affect implementation of the Grant?

2) What evidence is there within institutions of take-up and implementation of OER practices as mapped out in the Internal Evaluation Chart (see below)?

3) To what extent are the activities supported by OER Africa in participating universities, as well as any related activities making use of OER in those institutions, contributing to meaningful pedagogical transformation? Where they are contributing to pedagogical transformation, how sustainable is this likely to be? How can these activities be improved?

4) How strong is the buy-in by institutions to identified pedagogical transformation objectives? Is this buy-in from individual academics or bigger groups/departments?

5) Is the take-up and implementation of OER practices leading to any sustained pedagogical transformation, and, if so, of what kind? Conversely, is the process of pedagogical transformation leading to any embedding of OER practices in modules or programmes?

6) What steps are being taken to institutionalize new approaches to pedagogy (either at faculty or institutional level) to ensure post-project sustainability?

7) Does PAR seem to be an appropriate research methodology to enable institutions to reflect on, and improve, their pedagogical practices, as well as to sustain OER practices?? What are its strengths and its limitations? How strong is the buy-in to this methodology?

8) Are the PAR research activities currently designed sufficiently robust in their design and implementation to enable critical reflection on, and improvement of, institutional pedagogical practices and embedding of OER practices? What can be done to further improve them in this regard?

9) What general lessons are emerging from the activities of the OER Africa PAR Grant that are worth sharing more widely?

APPENDIX B: FIELD TRIPS AND INTERVIEWEES

Open University of Tanzania

Present at all interviews; Brenda Mallinson (OER Africa); Liz Levey (Open access expert and Hewlett Advisor)

11 May 2016

OER Working Group

- Dr Samzugi (Acting Director, Library)
- Damas Ndumbaro ((Law Faculty) (Not here yet)
- Dr Magreth Bushesha (Director, QA)
- Regina Monyemangene (HOD, Ed Tech, IEMT) Institute for Educational Management Technology – covers all ed tech stuff
- Maria Augusti (IEMT)
- Absent: Prof Cornelia Muganda (Acting DVC)

OER Developers

- Maria Augusti (IEMT)
- Dr Cosmas B.F. Mnyanyi
- Regina Monyemangene
- Elia Elisante Lukwaro (Tutorial assistant)
- Ronald Joseph Kairembo (OER converter in course for Phil of education)
         Telephonic conversation:
- Doreen Mwamlangala, Commercial Law (OLW 304)

12 May 2016

- Dr L. Fweja (Dean: Faculty of Science, Technology and Environmental Science, and acting DVC (Learning Technologies and Regional Centres)

Library: Institutional Repository

- Dr Samzugi (Director)
- Mugisha Kafuma (Assistant Librarian)
- Nelson Msagati (Assistant Librarian)
- Chausiku Mwinyimbegu (Head, Dept of Regional and Outreach Services Directorate of Library services, OUT

Meeting with DVC Academic (acting)

- Cornelia Muganda

IMET

- Dr E. Nfuka (Director: Institute of Educational and Management Technologies)

- Augustine Kitulo (Head Automation Office)

<u>Africa Nazarene University</u>

<u>16 May 2016</u>

Research

- Prof Linda Ethangatta – Director IRDP
- Eric Osoro: Faculty of Education

Combined library and IODL focus group

- Dorothy Gwada (eLearning support IODL)

- Salome Kivuva (Library)

- Elizabeth Yegon (Library)

- Magdaline Wanjiru (Library)

- Rose Kiara (IODL)

- Catherine Maina (IODL, admin Assistant)

Focus group meeting with Module Writers and Library Staff

- John Henry (Representing ERM, Part-time lecturer)

- Robinson Kambi (P/Time lecturer, Business School (Financial Accounting and Management unit)

- Morris Mutwiri (P/Time lecturer, Business School (Financial Accounting and Management unit)

- Elizabeth Yegon (Library – Information Literacy module for DL students)

- Boniface Awino (Lecturer – Introduction to Sociology – expects to complete in December)

- Magdaline Wanjiru (Information Literacy module for DL students)

- Salome Kivuva   (i) Information Literacy (ii) Research Methods

- Charles Nyaranga (Education Department Representative)

- Martha Akoth (Education Department)

- Jane Nteere (Computer and Information Technology, Departmental Representative)

- Dominic Ngugi (Business School, Departmental Representative)

- Victoria Mukami (Computer and Information Technology Department)

- Mercy Njue (Business School, Department/ CIS)

Project Coordinator

- Professor R. Reed (DVC: Academic)

Individual interviews with:

- Charles Nyaranga (Lecturer in Education)
- Edward Ombui (Lecturer in Computer Studies)
- Jospeh Mutuma (Instructional Designer)
- Desmond Otwome (Dean of Students)
- Dorothy Gwada – eLearning support for IODL

Independent interview

- Mary Okoo (ex ANU; now at Kabarak University)

Onderstepoort

Monge Tlaka and Andrew Moore (OER Africa) were present on both 6 and 7 June.

6 June 2016

Group interview
- Dr Marius Pienaar (Senior Instructional Designer, Education Innovation)
- Ms Linda Poggenpoel (Instructional Designer, Tropical Diseases)

7 June 2016

Veterinary OER Management Team Meeting
- Prof Dietmar Holm (Deputy Dean: Teaching and Learning)
- Dr Jannie Crafford (Veterinary Tropical Diseases)
- Dr Martina Crole (Anatomy and Physiology)
- Dr Corla de Wet (Companion Animal Clinical Studies)
- Ms S Marsh (Library)
- Dr El-Marie Mostert (Education Innovation)
- Dr Marius Pienaar (Education Innovation)
- Ms Linda Poggenpoel (Veterinary Tropical Diseases)
- Dr Peter Smith (Production Animal Studies) – absent
- Guest: Aqil Jeenah (SVSA)

Centre for Teaching and Learning, UFS

9 June 2016

Individual Interviews

- Tiana van der Merwe (Head, Curriculum Development and Innovation)
- Francois Marais (Director of Administration)
- Marcus Maphile (Assistant Director Library Marketing)
- Jackie Storer (Teaching and Learning Manager: Faculty of Humanities)

Two group interviews

- Mpho Thukane (Learning Designer – Education)
- Christopher Mokhitli (Learning Designer - Health Sciences)

and

- Dr Annette de Wet (Assistant Director Language Development)
- Professor Francois Strydom (Director: CTL)

APPENDIX C: INSTITUTIONS' SELF-REPORT ON 'OUTPUTS'

Africa Nazarene University

Expected Grant Outputs (by July 2017)	Status as at February 2016	Current status (May 2016)
Output 1: A policy framework that supports Open Distance and electronic learning (ODeL) provision and OER deployment	1. A policy and a case study exist but no OER materials have been published because of the internal dispute about payment. 2.This has been addressed by: 2.1 Providing a financial model in which the costs of development of materials are amortised across course fees over a reasonable period 2.2 Drafting a funding proposal for support to develop some materials with intention to publish as OER from the outset.	The financial model has been recently re-distributed to key stakeholders and will be discussed when Tony Mays returns May 2016. The draft funding proposal has not been adopted by ANU due to some key staff transitions, notably the Director of the ANU Institute for Open and Distance Learning. Acting leadership has been appointed and action on this draft proposal will now be taken by end of June.
Output 2: An organizational architecture that supports ODeL provision and OER deployment	1. Following a visit to ANU in November, a discussion document related to a new business model was circulated for comment by core ANU role-players in January.	See response above about the new business model.
Output 3:	1. Seven modules in various stages of	As mentioned above, the funding model has been and

At least three examples per year of ANU learning materials that effectively integrate OER and are published as OER	completion but none yet shared.	continues to be an issue. One module, I believe, is now complete and I am uninformed on if/why it has not been shared.
Output 4: Examples of and reflective reports on workshops that have been initially offered by OER Africa for core ANU staff and subsequently adapted and run by core ANU staff for other ANU staff as well as for representatives from other institutions in the region.	1. Engagement with external role-players to feature in 2nd case study. 2. Draft proposal for a national conference on ODeL and OER to be hosted by ANU.	Due to the transition in key leadership for ANU IODL, the university has elected not to pursue hosting the national conference at this time.
Output 5: PAR Agenda defined and researcher/s identified to complete research.	1. ANU has initiated an action-research-based professional development process related to improved courseware and teaching and a Case Study published on the same. 2. Alara presentation on Alara 2015 website and paper under consideration for proceedings. 3. A DEd study registered to document the engagement with OER at ANU; ethical clearances granted; first three chapters drafted. 4. Various internal research	The action-research-based professional development process has "graduated" two cohorts of faculty/staff to date. This program (a post-graduate certificate in pedagogy) is a key component within a larger program for the induction of new faculty members which has been approved and is now being implemented. All new faculty members will be required to undergo this training. I am sorry. I am only vaguely familiar with the publications that have arisen/are arising as a result of this initiative.

	projects identified; another DEd in process focusing on student engagement with OER at 4 Kenyan universities	

Open University of Tanzania

Expected Grant Outputs (by July 2017)	Status (as at February 2016)	Current status (May 2016)
Output 1: **Review and updating of OUT institutional policies, including OER/IP and ICT/eLearning**	1. Draft OER policy developed with support from the following teams: IEMT, Library, QA, Legal. 2. Institutional Policy development workshop conducted in January to further develop policy collaboratively.	The Research Publications and Consultancy Committee (RPPC) submitted the draft OER policy to OUT management meeting. The OER team will do amendments and thereafter the draft policy will be resubmitted to the OUT management.
Output 2: **Digital Fluency Course for Academics (five modules):**	1. Pilot planning meeting held with Dr. Nfuka (Director IEMT), Regina and BM. 2. Pilots for each module planned to take place between January and May 2016 3. Quality Improvement completed for first 2 modules.	The Digital fluency course is in its pilot phase. The pilot phase for the module on Working with OERs has been completed and the pilot phase for the second module on Learning Design and Development is taking place currently. Various institutions that are engaged in the pilot include the Open University of Tanzania (OUT), Kabarak and Kenyatta Universities in Kenya, Dar es Salaam University College of Education (DUCE),

		Tumaini University and Mzumbe University. Evaluation analysis will be conducted so that improvement on the modules will be done at the end of the pilot phase. It has been observed that the period for each module needs to be adjusted to longer sessions.
Output 3: **Identified OUT courses mounted on appropriate OER repositories**	1. Digital Fluency Course mounted on Moodle and copyright clearance completed on 15 out of the 20 lectures. 2. Guidance provided on how to proceed further with publishing.	This activity will be conducted once the pilot phase is completed and the necessary improvements have been implemented
Output 4: **PAR Agenda defined and researcher/s identified to complete research**.	1. Urgent need to regroup as both Dr. Nihuka and Doreen Mushi have left the university 2. Dr. Nihuka was supervising the following OER Research OUT all directly as a result of their collaboration with *OER Africa*: 2.1 Three PhD students whose topics are Critical Factors for Converting Courses to OER, OER Policy Development Process, the OUT Open Repository. 2.2 Masters: 'Towards OER Policy Development for Effective Integration of OER in Education at the OUT' 3. Journal articles: 3.1 AVU paper submitted to IRRODL.	Maria Augusti will on be handling OER research related activities in the Institute of Educational and Management Technologies (IEMT) at OUT. Dr. Nihuka is continuing to offer support to the OUT concerning PAR activities.

Onderstepoort

Expected Grant Outputs (by July 2017)	Status as at February 2016	Current status (May 2016)
1. Output 1 All Continuing Professional Development (CPD) courses being offered by Onderstepoort will be developed using OER, with at least 5 new courses operational by the end of the grant	1. OER Africa (MT) has created a specification outlining functionality to provide CPD users on AfriVIP with a portfolio like tool that allows Vets to store CPD activities. 1.1. Spec to be presented to Management Committee for signoff. 2. AfriVIP being upgraded for re-launch in March. Improvements to include: 2.1. new platform and technologies 2.2. new, responsive mobile-friendly theme across various devices 2.3. personalization for institutional partners 2.4. improved search functionality 2.5. improved navigation.	1. Project cancelled 2. Ms Tlaka to give feedback at meeting of 6 June 2016
Output 2 The AfriVIP Portal systematically integrated into the delivery of at least four different undergraduate and postgraduate programs	1. All courses for 2nd year Vet Science now being taught using the Block system 2. Education Innovation Unit with OER Africa has devised a staff development 'Block Builders' workshop to capacitate revision approach of each department.	1. To be discussed at meeting of 6 June 2016 2. & 3. Training was offered twice so far: Block Builders' Workshop A total of 16 lecturers was trained in February 2016, and 9 lecturers in May 2016.

	3. First 5 -day workshop to run on 8th February 2016 will include 1 day critical component on OER incorporation and licensing for the new courses.	The initial workshop of 5 days was revised to fit it into 4 days
	4. 'Block Builders' initiative will provide the basis for PAR agenda designed by NB with support of Linda van Ryneveld, to monitor how OER can be harnessed to help curriculum revision.	4. To be discussed at meeting of 6 June 2016
	5. El-Marie Mostert and Marius Pienaar (Education Innovation Unit) approached to conduct the research	5. Questionnaires were administered for 2nd and 3rd year students. After the two workshops the participants were also surveyed. All of the data must still be analysed and applied to the aims of the research.
	6. 11 smaller OER initiatives spread across the various departments yielding sharable resources	6. Will be showcased at meeting of 6 June 2016
	7. Student contributions status unclear	7. To be discussed at meeting of 6 June 2016
	8. UP Working Group meeting scheduled for 24th March to provide updates on status of all above.	8. Meeting of 24 March was cancelled. Next meeting 7 June 2016.
Output 3 A revised institutional policy on intellectual property developed	1. No progress on Policy in this period 2. Meeting scheduled with Dean Abernethy for Feb 2o16	1. No progress on Policy up to date 2. Completed
Output 4 Commitment for integration of OER into educational activities of	1. Language project with Library and African Languages continues 2. New liaison with School of Health Systems	1. To be discussed at meeting of 6 June 2016 2. To be discussed at meeting of 6 June 2016

at least one other Faculty at UP	and Public Health 3. New opportunity given move by Linda van Ryneveld from Vet Science to Education. Details to be planned upon her return from sabbatical	3. No information available
Output 5 At least two other Faculties of Vet Sci contributing resources to the development of the AfriVIP Portal	No progress in this period	No progress in this period
Output 6: A detailed collaborative project incorporating at least 4-5 Faculties of Vet Sci	No further progress in this period.	No further progress in this period

Centre for Teaching and Learning, UFS

Expected Grant Outputs (by July 2017)	**Status as at February 2016**	**Current status (May 2016)**
Output 1 First rounds of training/technical support on OER provided for at least 25 key academic support staff	1. First workshop run for over 40 participants and a suite of possible second round workshops identified for implementation in 2016. 2. Agreement reached on the need to create generic versions of the workshops that are 'modularized' to allow people to attend only elements they believe	1. Done. Workshop presented to learning designers, curriculum specialists and educational technologists appointed in CTL. 2. To be completed

	necessary for their work and with which they are not already conversant. Each short workshop to be a half-day to one day.	
	3. The idea is to weave these generic, 'short courses' into longer-term module development projects which allow for participation by people from multiple such projects.	3. To be completed
	4. Suite of short workshops to support planning with each identified course priority (ULD, Library Information Literacy, UPP courses, and module makeover activities).	4. Library multiple literacy workshop completed
	5. Next round of planning in late Feb 2016 to prepare course development plans for each course identified.	5. UPP courses: 2 – 3 June 2016; ULD: In planning CTL in process of developing referencing guide for academic staff on OER sites (according to the discipline) and copyright implications of the use of OER in course design
Output 2 Draft IP Policy developed for consultation	1. Planning session for the UFS IP Policy scheduled for late Feb 2016. Participants to include DRD, CTL, and the Library.	First draft of IP discussion document in process
Output 3 PAR Agenda defined and researcher/s identified to complete research	1. Initial ideas for PAR agenda discussed but no concrete conclusions reached 2. CTL is keen to adopt a PAR approach to various of its research needs: Francois Strydom will be running an internal planning discussion on this and on suitable focuses for PAR projects. Francois and Tiana will seek to ensure that identified	1. PAR workshop presented to CTL staff (Prof. Annette Wilkinson) 2. PAR research: Skills portal to start in July 2016

	topics include a specific focus on the issues being explored in the work that OER Africa is supporting. This will be discussed during Feb 2016 visit.	
Output 4 ULD Strategy completed and approved.	1. Strategy completed and submitted for feedback. 2. UFS has begun work on implementation 3. Support is required on ULD course design activities. UFS language policy approved.	1.Done 2.In process 3.Busy with planning
Output 5 At least 20 modules show evidence of incorporation of lessons learned from technical support in first bullet point.	Expected that distributed OER will be integrated into modules. Support will be offered to ULD, UPP, module makeover project, and library information literacy course. Detailed plans to be produced during next visit in late Feb, 2016.	• Skills portal • Multiple literacy course • Zoology (QwaQwa campus) Will do evaluation of integration in modules in Module Makeover (End of July)

APPENDIX D: STUDENT NUMBERS IN ACADEMIC LITERACY, CTL

ACADEMIC LITERACY PROGRAMMES[51]

2016	Students	Facilitators	Groups
Bfn	4395	(20 AF) = 69	115
Qwaqwa	2239		
South Campus & Regions	1721		
TOTAL	8355		

The courses are content specific for the different faculties, namely Humanities (English including Education; there is an Afrikaans course or the Education faculty); Economic and Management Sciences; Natural Sciences, Law and a second year course for Humanities as well.

For 2017 we expect another 1500 students more.

WRITE SITE

	2016
Consultants	24 (Eng) +12 (Afr)
Academic depts (working closely with specific lecturers in departments)	23
Workshops	27 (60 groups); number of students: 2795
Individual sessions	900 (end of April)

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[51] Tables kindly supplied by Dr Annette de Wet

APPENDIX E: QUOTES FROM '*JULY 2015 INTERIM NARRATIVE REPORT*'

"This chart reflects progress made towards achieving intermediate and ultimate outcomes as well as lessons learned through this work."

Goal 1

- "Risk of too much 'copying' of policies from elsewhere which might reduce their ownership and effectiveness once approved; limitations to 'remixing' policies."

- "IP issues are not well understood at most universities (Unisa, OUT, ANU) and not guided by clear policy frameworks – particularly surprising in ODL institutions" p. 9

- "Little evidence yet of any significant shifts in pedagogy in most institutional PAR project– OER still mostly being harnessed to support traditional pedagogies" (p.10)

- "Efforts to introduce innovation, even when initially successful are often slowly strangled by weight of tradition and scale of bureaucracy (challenges at ANU, Unisa politics) – length of time needed to complete work is often surprising, even for those used to working in universities" (p.10)

Goal 2

- "ILs focus time spent at institutions on developing core skills in Identification and integration of relevant OER and use of appropriate technology, alongside materials development and curriculum design." (p. 10)

- "Evidence of growing interest in measuring impact of using OER, but difficult to design in short-term/individual research projects" (p.11)

Goal 3

- "Heavy reliance on individual champions so far (Unisa, UP, OUT); in some cases, OER PAR projects would not exist were it not for OER Africa relationship – which raises some concerns about sustainability (UP, OUT, ANU)." (p.11)

- "Research skills are weak in many institutions (as are pedagogical skills)" (p. 12)

- "Still much discussion about incentives" (p.12)

Goal 4

- "There is little evidence in most projects of any significant shifts in pedagogy yet – _OER still mostly being harnessed to support traditional pedagogies" (p.19)

- "In a few instances, research is emerging organically, but in most (ANU, UP, Unisa MOOC project), OER Africa facilitation of discussion has been essential to get a focus on OER research" (p.18)

- "Research skills are weak in many institutions (as are pedagogical skills) …. problem is reflected both in challenges to design good research projects and in difficulties still reported in knowing how to find OER (which is effectively a simple research skill)" (p.19)