THE ROYAL NORWEGIAN MINISTRY
OF DEVELOPMENT COOPERATION

# Evaluation Report 5.89

# EVALUATION OF THE TANZANIAN INSTITUTE OF DEVELOPMENT MANAGEMENT

*Oslo, november 1989*

*Prepared by:*

imtec

*The International Learning Cooperative*

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The views expressed in this report are those of
the authors and should not be attributed to
the Royal Norwegian Ministry of Development Cooperation.

# PREFACE

The team would like to thank all those who participated in this evaluation. Never before have any of us experienced a 100% success rate in being able to meet with all scheduled interviewees, on time and with such a willingness to honestly share information and opinions.

We have one major concern: that the collective wisdom accumulated through this extensive, expensive and intensive data-gathering process not be left to gather dust on a shelf. We hope that the issuance of the findings will be viewed not as a report, but as a living document designed to help in taking THE FIRST STEP toward an action oriented organizational improvement process.

We saw our role and the evaluation process as predominately ones of catalyst and facilitator. If we asked the right questions, listened well and observed accurately this document should in large measure be a Tanzanian document. Most of the problems and potential solutions identified came not from us, but from those of you with whom we talked.

The team see IDM, the largest management development institute in Africa, as an incredible national resource. It can be developed, conserved, managed and renewed to its full potential or it can be mined and wasted to the detriment of the country with consequences far beyond this century. Only the Tanzanian leaders, managers and teachers can really determine, "Whither IDM"?

Oslo, 14 September, 1989

Anthonie Wattel  Kami S.P. Rwegasira  Daniel A.N. Yona

Janet Poley  Per Dalin
(Team Leader)

All administrative and technical coordination, the necessary data-processing of the School Review, and the editing of this report has been done by Kari Milner Strøm (IMTEC).

## TABLE OF CONTENTS

ABBREVIATIONS

| | |
|---|---|
| ADH | * Agder College |
| BI | * Norwegian School of Management |
| COCO | * Consultancy Committee |
| COFA | * Committee for Field Attachments |
| ESAMI | * Eastern and Southern African Management Institute |
| GOT | * Government of Tanzania |
| IDM | * Institute of Development Management |
| IFM | * Institute of Finance Management |
| IMTEC | * International Movement Towards Educational Change |
| MLMD | * Ministry of Labour and Manpower Development |
| MTS | * Management Training Study |
| NAMDAC | * National Management Development Advisory Council |
| NBAA | * National Board of Accountants and Auditors |
| NBC | * National Bank of Commerce |
| NIBR | * Norwegian Institute for Urban and Regional Research |
| NIP | * National Institute of Productivity |
| NIT | * National Institute of Transport |
| NORAD | * Norwegian Agency for International Development |
| PMO | * Prime Minister's Office |
| RAP | * Research and Publication Committee |
| SCOPO | * Standing Committee on Parastatal Organisations |
| TISCO | * Tanzania Industrial Studies Consultancy Organization |
| UDSM | * University of Dar es Salaam |

*EXECUTIVE SUMMARY*

*"Evaluation of the*

*Tanzanian Institute of Development Management"*

*A report commissioned by the Tanzanian Civil Service Department and the Norwegian Ministry of Development Cooperation*
*Prepared by IMTEC - The International Learning Cooperative*

*The Tanzanian Institute of Development Management was founded in 1970 and has received Norwegian Development Assistance continuously since then. This evaluation was undertaken in view of the planned phase-out of NORAD assistance in 1992, and used a comprehensive approach, including a School Review among faculty and students, in-depth interviews with representatives from key Tanzanian institutions, as well as with representatives of the Government, the IDM Governing Board, IDM administration, faculty and students.*

*An excellent management training institute is more than just the sum of its parts; it is an integrated whole capable of modeling excellent management practice and renewing and innovating for the improvement of its students, faculty, clients and the country as a whole. IDM is a critically important institution to the country and in the judgement of the evaluation team, must be sustained. At present it has some parts that function well, but much work must be done for it to approach being a good management training institution, let alone an excellent one.*

*The evaluation team thinks that NORAD must continue to support IDM in its efforts to become an excellent and sustaining force for management improvement in Tanzania. We believe that it would be questionable in terms of the recent donor concern with sustainability for NORAD to abandon IDM at this critically important juncture in its history. Our recommendations do, however, suggest that NORAD consider some changes in its role and emphasis in providing this assistance.*

*The evaluation team used a "systems model" to analyze data gathered, taking a hard look at IDM's external environment, mission and goals, leadership subsystem, structural subsystem, technological subsystem and human-social subsystem. This analysis allowed a compilation of detailed issues that must be addressed in each system component. The team strongly recommends that the President's Office, NORAD, the Governing Board, the IDM Administration, Faculty and Students study these issues in detail (see pages 150-156) of the report. These issues should also provide the base for beginning work toward an organization development/management improvement programme for IDM which is one of the central recommendations of the team.*

*The team, in cooperation with representatives of MLMD and NORAD, also developed eleven criteria considered essential for an excellent management training institute and made judgments on each criterion based on conduct of a school review and nearly 100 interviews. The following are our conclusions.*

*The team judged IDM to be performing reasonably well on Criterion 4: TEACHERS AND STUDENTS HAVE OPEN AND CONSTRUCTIVE COOPERATION; and Criterion 5: THE STAFF IS COMMITTED TO THE MISSION OF THE INSTITUTION (see pages 132-134 for summary statements on these criteria). IDM still has a fairly high reputation among clients and with other professionals, students are proud to be at IDM and work hard, student-teacher ratio is low by international standards and there is a generally positive atmosphere in the classrooms and in the informal system. There is some indication that both cooperation and committment may be slipping and there are some serious issues that must be addressed.*

*The team judged IDM to be performing in a moderately successful manner on Criterion 1: THERE IS A JOINT UNDERSTANDING OF UNDERLYING VALUES AND PHILOSOPHIES OF THE MTI AND THESE DIMENSIONS ARE DISCUSSED AMONG TEACHERS AND THE MTI LEADERSHIP; and Criterion 2: IN COOPERATION WITH REPRESENTATIVES OF THE MARKET, THE MTI SETS ITS GOALS AND STRATEGIES, SERVING SOCIETY (ECONOMY AND MARKET NEEDS) (see pages 127-129). At present, the institution has a survival orientation, no systematic needs assessment and planning process is in place, and there are strong forces within and external to IDM favoring a pragmatic market oriented policy. The team did not take a stand on the desirability of this direction.*

*The team judged IDM to be performing INADEQUATELY on the following criteria:*

*Criterion 3: THE MTI HAS OPEN AND EFFECTIVE COMMUNICATION CHANNELS TO ALL PARTIES WITHIN THE INSTITUTION (see pages 130-131). The administration is heavy, control oriented and bureaucratic. The climate lacks trust and is filled with suspicion, gossip and rumors.*

*Criterion 6: THE INSTITUTION HAS A HIGH CAPACITY FOR INNER RENEWAL (see pages 134-135). Although IDM has shown renewal through an expansion of courses and curriculum renewal, it has shown little or no capacity for behavioral change and renewal. It shows little capacity to resolve process issues. It is not succeeding in solving problems in teams rather than individualistic modes, putting in place new approaches to teaching nor developing the trust necessary for an open communication and conflict resolution.*

*Criterion 7: THE INSTITUTION HAS STRONG AND EFFECTIVE LEADERSHIP (see pages 136-137). GOT has not developed acceptable criteria for the selection of top administrator at IDM (see page 68 for characteristics of an effective leader). This is a historic problem for the institute. Selecting a civil servant, particularly one near retirement, as the leader of a professional organization like IDM is unfortunate.*

*Criterion 8: THE MTI HAS BUILDINGS, FACILITIES AND EQUIPMENT ADEQUATE TO A FUTURE ORIENTED PROGRAM (see pages 137-139). This conclusion does not question the original investment, nor the quality of the facility as such. The problems are related to the totally inadequate Maintenance and Rehabilitation program, the ineffective use of the NORAD sponsored equipment and the lack of effective distribution of needed teaching-learning materials.*

*Criterion 9: THE MTI ORGANIZES ITS LEARNING RESOURCES EFFECTIVELY (see pages 139-140). In spite of major investments in buildings, equipment, curriculum development and staff development, most teaching is traditional lecture. Faculty and students realize the need to change this and many teachers use different approaches while teaching outside IDM. Also the new curriculum has not been fully implemented under the semester system. Field Attachment is not well implemented, book allowance is too low, salaries of faculty are too low and procedures for developing Tanzanian training materials are inadequate.*

*Criterion 10: THE MTI ORGANIZES ITS CONSULTANCY TASKS EFFECTIVELY (see pages 140-141). While some progress has been made during the past year, the facts are that individual faculty members have done very well as consultants, while IDM as an organization has not. Women and junior faculty members are often excluded, organization and transportation are problems, and many faculty do not have the skills to do this successfully.*

*Criterion 11: THE MTI ORGANIZES ITS RESEARCH EFFECTIVELY (see page 142). The attempts to build up a research program have failed. New models of management practice are imported, research is an add-on, inadequately financed, the process is poorly understood and not supported by leadership. Incentives are inadequate and support services for publishing are poor.*

*The following recommendations are proposed to initially address these problems. Roles and functions for the GOT, NORAD and IDM are suggested.*

1. *IDM NEEDS A 4-5 YEAR ORGANIZATIONAL AND MANAGEMENT DEVELOPMENT PROGRAM. THIS MUST INCLUDE THE ENTIRE INSTITUTION, THE GOVERNING BOARD AND RELEVANT GOVERNMENT BODIES.*

   - *GOT Role/Functions: Redefine the roles and criteria for management and advertise the principal position for open competition. View IDM as an Experimental Parastatal, allow flexibility to change the organization, set aside existing rules and regulations if necessary, monitor progress and outcomes.*

   - *IDM Role/Functions: Establish Internal Steering Resource Committee for the OD project. Use own resources fully in the diagnostic and implementation stage. Work closely with outside short-term experts.*

   - *NORAD Role/Functions: Support the Steering Committee, the necessary Human Resource Development programs and the cost of external short term consultants.*

2. *CLARIFY THE MISSION AND GOVERNANCE STRUCTURE TO ALLOW ALL CLIENTS AND PARTIES TO EXPRESS THEIR NEEDS, DEFINE IDM IN THE NATIONAL CONTEXT OF MANAGEMENT TRAINING AND DEFINE RESPONSIBILITIES AND GOVERNANCE.*

   - *GOT Role/Functions: Establish a systematic needs assessment mechanism.*

- *IDM Role/Functions: Improve procedures for dialogue with users, including up front expectation statements - what students should learn and employers should gain. Use Field Attachment for such purposes, draw on the experiences of participants in the short courses and use external resource persons in the programme.*

- *NORAD Role/Functions: Support the development of the Needs Assessment Programme for a minimum of 3 years, phasing this funding out as GOT takes over.*

3. *SECURE STABLE FUNDING TO ALLOW IDM TO CHANGE FROM CRISIS MANAGEMENT TO A RATIONAL, ONGOING MANAGEMENT PRACTICE. SUSTAINABILITY OF IDM SHOULD BE THE KEY OBJECTIVE FOR THE NEXT YEARS.*

- *GOT Role/Functions: Adjust ambitions for IDM to the actual resources available. Decide on GOT funding and secure mechanisms for accountability and cash flow.*

- *IDM Role/Functions: Improve budget and accounting system to allow for forward planning, sustainability and contingencies. Increase income earning activities and rely less on irregular GOT funding.*

- *NORAD Role/Functions: Support local management expertise as short term consultants (internally and externally to IDM).*

4. *DEVELOP AN INCENTIVE STRUCTURE MATCHED WITH IDM'S MISSION TO ASSURE ALL ACTIVITIES ARE PROVIDED FOR. INCENTIVES MUST ENCOURAGE BOTH PERFORMANCE AND QUALITY SERVICE.*

- *GOT Role/Functions: Adjust incentives to guarantee goal achievement in all activity areas. Monitor performance.*

- *IDM Role/Functions: Reallocate staff resources to reflect actual workload and distribute incentives on basis of performance. Secure fairness (e.g. women and young faculty). Monitor performance.*

- *NORAD Role/Functions: Support necessary Human Resource Development.*

5. *SECURE NECESSARY LEARNING RESOURCES SO QUALIFIED TEACHERS CAN CONDUCT QUALITY TEACHING AND STUDENTS CAN BECOME PROACTIVE LEARNERS*

- *GOT Role/Functions: Adjust student fees and book allowances or adopt a book rental system to reflect real costs of needed resources. Monitor import support for books, equipment and materials.*

- *IDM Role/Functions: Delegate to Faculty the responsibility for all support services needed for teaching. Secure needed skills in all areas (including training if needed), and improve management in the area.*

- *NORAD Role/functions: Change the support to import support (books, materials, equipment). Provide short-term expertise for computer based "Desk-Top" publishing and possible CD-ROM experiment. Provide necessary transport facilities to secure supervision of Field Attachment.*

6. *IMPLEMENT THE NEW CURRICULUM - GET IT INTO ACTUAL PRACTICE*

- *GOT Role/Function: Set criteria for learning methodology as well as criteria for mastery of content. Monitor the instructional process.*

- *IDM Role/Function: Set performance criteria for teaching. Supervise instruction and use trained teachers as "Master Teachers".*

- *NORAD Role/Function: Support local IDM expertise (e.g. Master teachers) and short term external expertise, with the clear aim of sustainability.*

7. *REHABILITATE EXISTING FACILITIES BRINGING THE CAMPUS UP TO A STANDARD WHERE PROFESSIONAL WORK CAN BE DONE*

- *GOT Role/Function: Hire independent contractor on a tender basis to effectively and quickly undertake all major rehabilitation work.*

- *IDM Role/Functions: Abandon the existing Rehabilitation Project. Select a team of artisans to be trained for future regular maintenance work. Use the Rehabilitation Project as a learning opportunity for IDM maintenance staff.*

- *NORAD Role/Functions: In cooperation with the GOT, appoint a team of professionals (architect, quantity surveyor, engineer) to review the existing plans for rehabilitation (major work). Fund a contractor to carry out a complete once-and-for-all rehabilitation of IDM now. NORAD should fund 100% of the cost.*

8. *DEVELOP MAINTENANCE MANAGEMENT TO SECURE THE UPKEEP OF FACILITIES, TO IMPROVE LIVING CONDITIONS AND THE QUALITY OF WORK AT IDM*

- *GOT Role/Function: Set Maintenance standards and monitor progress.*

- *IDM Role/Function: Select and train a team of artisans through the Rehabilitation work for future maintenance work.*

- *NORAD Role/Function: Provide a maintenance coordinator to assist in both the rehabilitation and the maintenance activity.*

9. *SECURE EQUALITY OF OPPORTUNITIES, IN PARTICULAR FOR FEMALE STUDENTS AND FACULTY*

- *GOT Role/Function: Change recruitment practices to attract more female students and also encourage female faculty to join IDM. Support remedial course development if necessary to accomplish this objective.*

- *IDM Role/Function: Involve women in decision-making and in defining areas where equality must be improved. Develop courses and activities more attractive to women. Provide more housing for women.*

- *NORAD Role/Function: Give financial support for development of programmes in this area. Monitor progress. Include more women in provision of short-term TA.*

10. *CLARIFY DONOR ROLE AND SUPPORT STRUCTURE TO SECURE THE MOST EFFECTIVE USE OF NORAD RESOURCES AND TO ASSIST IN A GRADUAL PHASING OUT OF EXTERNAL DONOR ASSISTANCE FOR SUSTAINABILITY. THIS SHOULD RECEIVE UP-FRONT ATTENTION.*

- *GOT Role/Function: Jointly with NORAD redefine roles and relationships mutually acceptable and productive.*

- *IDM Role/Function: Assist in defining ideal external roles and develop criteria and standards.*

- *NORAD Role/Functions: Jointly with GOT, clarify Development Objectives, clarify lines of responsibility, improve problem solving capacity, reorganize support and improve monitoring. Clarify with the GOT and IDM expectations and possibilities for gradual withdrawal. NORAD should set clearer capacity development goals and performance monitoring mechanisms to continually assess the movement toward sustainability.*

# CHAPTER 1: EVALUATION MANDATE AND DESIGN

## 1.1. Background and Terms of Reference

The Tanzanian Institute of Development Management (IDM) in Mzumbe was established in 1970 and from its inception has received development assistance from Norway. In its early years it also received substantial assistance from Denmark and Finland. The Norwegian Development Assistance is currently scheduled to phase out by 1992.

The Tanzanian Ministry of Labor and Manpower Development[1] (MLMD) is currently the parent ministry and government funding channel for IDM. Since IDM's status change to a parastatal organization in 1972, IDM management reports to a Board of Governors, which also receives the annual audit reports on IDM.

Given the critical importance of IDM as a major supplier of trained personnel essential for the country's further development both MLMD and the Ministry of Development Cooperation (MDC), Oslo, decided that a comprehensive independent evaluation was warranted in view of the planned phase-out. The last assessment of Norwegian support was an internal project review by NORAD in 1983.

MLMD and MDC agreed upon the Terms of Reference (see Appendix A for complete TOR) for this Joint Evaluation in late 1988 and MDC contracted with IMTEC to conduct an independent evaluation to assess the effectiveness of the Norwegian contribution and to draw lessons for the future. It was further agreed that the evaluation team should be internationally experienced, and include Tanzanians.

The team selected for the assignment were chosen because of their evaluation experience, human-relations skills and previous work with developing country institutions pertinent to the IDM assessment. Of the five team members, four were thoroughly familiar with the Tanzanian environment.

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1 The MLMD has recently been reorganized. IDM is as from April, 1989 under the Civil Service Department in the President's Office.

Team members included:

Dr. Per Dalin, Director of IMTEC (Norway) and Team Leader

Dr. Janet Poley, Senior Manager within U.S. Department of Agriculture, Extension Service

Daniel A.N. Yona, Director, Devconsult International Ltd., Tanzania

Dr. Kami S.P. Rwegasira, Visiting Professor at the Netherlands International Institute for Management (RUB) at Delft

Dr. Anthonie Wattel, Professor of Business and Public Administration in the Netherlands

The Terms of Reference called for an analytical summary of IDM's history; examination of policy statements and documents concerning Tanzania's trained human resource needs; assessment of instructional modes at IDM and their appropriateness; analysis of research and consultancy strategies and output; review of system for student field attachment; and examination of the operations of the publishing unit. The evaluation of these areas was to include analysis of structures and inputs related to forward planning; influences on and control over curriculum design, content and modes of instruction; division of roles and functions of staff; budgeting and accounting practices; planning and control over maintenance and rehabilitation; student relations and relations with other Tanzanian institutions.

In addition the Terms of Reference demanded an assessment of relative roles and influences among the MLMD, the IDM Board, IDM leadership, external aid agencies and other agents in shaping the current IDM. The adequacy, suitability and quality of Norwegian assistance to IDM was to receive critical evaluation.

On the basis of the preceding the team was charged with making recommendations to IDM, GOT and NORAD and to draw lessons learned for application to future Norwegian aid programmes and projects.

From the beginning it was understood that this was to be a joint undertaking. While IMTEC's client is MDC, it was understood that IMTEC was to serve the interest of two Governments, the Norwegian Government on one hand and the

GOT on the other. IMTEC understood its mandate to be to design, structure and implement the evaluation according to the Terms of Reference in such a way that it fully respected the interests of both parties and reflected the norms of a joint undertaking.

### 1.2. The Evaluation Questions

This evaluation study is a comprehensive analysis of (a) the roles and functions of IDM in the Tanzanian economy, (b) the quality of its operations, and (c) the relative importance of external assistance to the institution in its first 18 years of development.

Specific evaluation objectives were as follows:

1. Assess the impact of IDM, as it relates to the needs of the Tanzanian economy in terms of (a) both quantity and quality, (b) its relationship to major clients, (c) its relative status in the economy, and (d) in relationship to changing needs.

2. Assess internal efficiency, both in terms of (a) the quality of its program, (b) its capacity for renewal (e.g. its capability for curriculum development), (c) its internal management, and (d) its cost-efficiency (e.g. staff/-student ratio).

3. Assess the governance and influence structure of IDM as executed by the IDM Board and the MLMD and further to assess the relative impact (positive and negative consequences) of external influences (e.g. external funding agencies).

4. Analyze and explain the inter-relationships among: (a) major inputs (e.g. staffing, funding, etc.); (b) contextual variables (e.g. economic conditions in Tanzania during the 70's and 80's), (c) institutional programmes and processes (e.g. the existing instructional practice at a given time); and (d) the outcomes.

5. Propose steps to be taken by IDM itself, the GOT and external agencies to further improve IDM.

On the basis of the Terms of Reference and the specific objectives the Evaluation Team developed the following evaluation questions to guide data gathering and analysis:

1. What were the critical phases and processes in the development of IDM? (to include both internal and external forces and events).

2. How well has IDM met the expectations of the interest groups (e.g. the GOT, receiving institutions, donors, staff, students)?

3. What are the strengths and weaknesses of IDM today (internal organization as it relates to teaching, curriculum development, research, consultancies, maintenance and overall management, relations to the market)?

4. What are the alternative scenarios for the next 5-10 years (as far as market segment, size, mix of activities, sustainability are concerned?)

5. How well has NORAD met the expectations (of the Norwegian authorities, the Tanzanian authorities, the IDM staff)?

6. What are the strengths and weaknesses of the NORAD support (particularly over the past 5 years)?

7. What are the alternative scenarios of internal and external support (both in terms of size, areas of investments, strategies of management and monitoring)?

8. How can IDM manage an appropriate Maintenance programme?

Specific issues identified prior to the evaluation meriting particular attention included:

- Inadequate maintenance of the campus.
- General management of the institution.
- Women's participation as faculty and students at IDM and as beneficiaries of IDM outputs.
- NORAD support with respect to funds management and monitoring.
- Future support, including an assumption that any seriously documented needs arising from the evaluation would be studied and taken seriously by both GOT and NORAD.

### 1.3. The Evaluation Process

IMTEC believes and acts upon the idea that evaluation should be an investment in project improvement. The evaluation process for the IDM evaluation was based on state-of-the-art knowledge about making evaluation exercises and results more useful to future action and learning. The key components of the design: (1) team preparation, (2) internal School Based Review, (3) evaluation team field work, (4) report preparation and (5) follow-on, are described below.

### 1.3.1. Team Preparation

In complying with the collaborative intent of this evaluation, as well as to follow what is increasingly recognized as appropriate evaluation practice, a team planning meeting was held in Oslo, December 12-14, 1988.

The purposes of this meeting were to develop an Evaluation plan and to allow all key stakeholders to become acquainted with each other and the task to be performed.

Participants in the session included:

Jarle Hårstad and Tore Rose, MDC, Norway
Svein Olsen, NORAD
Alex Murasi, MLMD
Dr. Per Dalin, IMTEC
Dr. J. Minja, IDM
Dr. Janet Poley, IMTEC Consultant
Dr. Kami Rwegasira, IMTEC Consultant
Daniel Yona, IMTEC Consultant
Dr. Anthonie Wattel, IMTEC Consultant

### 1.3.2. Evaluation Norms

As a first activity, the group developed the following norms for the evaluation:

- the evaluation was to be truly a joint undertaking
- the evaluation was to be independent
- the results were to be public
- activities were to be undertaken in the spirit of a process of learning more than a product
- the evaluation was to be critical and constructive
- the evaluation process would respect the dignity of individuals
- the evaluation would bring data back to those who provided information
- encouragement of user involvement would increase the value of the evaluation
- that the evaluation team be willing to comment and open to re-writing in order to improve the quality of the final report.

These norms guided practice and decision-making throughout the process to the maximum degree possible. Due to time constraints incountry while gathering the data and some additional factors, the team was unable to hold a data feedback meeting with the student group who provided information. It is hoped, however, that the final evaluation results will be fully shared with the IDM student body, discussed with them and that their further input be sought to assist in solving some of the problems and issues that will be identified later in this report.

### 1.3.3. Criteria for a Quality Management Training Institute

In order to provide a sound evaluative base, the team developed a set of criteria to assist in making judgments about the quality of IDM as a Management Training Institution (MTI). The team followed a process validated by IMTEC in its work over time with numerous training institutions to arrive at the following criteria:

- There is a joint understanding of underlying values and philosophies of the MTI and these dimensions are discussed among teachers and the MTI leadership
- In cooperation with representatives of the market, the MTI sets its goals and strategies, serving society (economy and market needs).
- The MTI has open and effective communication channels to all the parties within the institution
- Teachers and students have open and constructive cooperation
- The staff is committed to the mission of the institution
- The institution has a high capacity for inner renewal
- The institution has a strong and effective leadership
- The MTI has buildings, facilities and equipment adequate to a future oriented program
- The MTI organizes its learning resources effectively
- The MTI organizes its consultancy tasks effectively
- The MTI organizes its research effectively

As can be seen in Appendix B these criteria guided the development of the interview schedules used with IDM clients, faculty, administrators and students and assisted in the analysis and critical assessment of the institution.

### 1.3.4. Sampling for Field Interviews

The team identified the procedures to be used for obtaining a random sample of students and faculty for the January School Review. (See Appendix C for School Review Instrument). They also identified the names of specific individuals and organizational representatives to be interviewed in relationship to each of the eight evaluation questions. These include the executive and/or the Training Manager of key client organizations and high level representatives of the Government. (See Appendix D for a complete list of interviewees, excluding student interviewees, whose names are being kept confidential).

This sampling procedure was adhered to as completely as possible during field work, with the only major short-coming being an inability to get an adequate number of female students to participate in completing the School Review and face to face personal interviews.

As noted in the foreword, the 100% participation rate of interviewees during the February field work was an exceptional performance, rarely achievable in evaluations of this type. The team believes that the early identification of interviewees at the December team planning session greatly assisted in helping to achieve this outcome.

### 1.3.5. Work Schedule

The following work schedule was agreed to by meeting participants (some minor modifications to the original schedule were required due to unforeseen circumstances, however, none of these resulted in delay of outcomes).

December 10, 1988: Contract Agreement.

December 12-14, 1988: Planning Meeting in Oslo.

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| December 16, 1988: | Minutes of Team Planning Meeting sent to all participants. |
| January 2, 1989: | Comments from team returned to IMTEC. |
| January 12, 1989: | Second draft of School Review instruments sent to team and first round of NORAD interviews and document reviews (Oslo and Dar es Salaam) completed. |
| January 13-20, 1989: | Dalin and Yona travel to Tanzania and conduct IDM School Review with faculty and students. |
| February 1, 1989: | Yona completes preliminary field data gathering for background purposes. |
| February 2-14, 1989: | Background data, School Review results and interview schedules completed, circulated to team and comments returned. Team does preparatory reading and contributes questions in areas of expertise to IMTEC. |
| February 18, 1989: | Team departs for Dar es Salaam. (Due to a flight delay in Amsterdam team did not arrive in DSM until 3:00 a.m. February 20. However, additional team planning was conducted in Amsterdam during the period of delay. This allowed all scheduled events to proceed as planned). |
| February 20-23, 1989: | Interviews in Dar es Salaam. |
| February 24 - March 1, 1989: | Data collection at IDM Mzumbe and feedback meeting held with faculty. |
| March 2 - March 5, 1989: | Additional interviews in Dar es Salaam, team meetings and reporting to Minister MLMD, Chairman of IDM Board and NORAD. |
| March 5, 1989: | Departure of team (Dalin departed evening of March 2, replaced by Poley as team leader). |
| March 28, 1989: | Preliminary draft of report completed. |
| March 29-April 15, 1989: | Circulation and re-drafting of report by team, including supply of missing data. |
| April 20, 1989: | Draft report shared with NORAD and Team for comment. |
| May 20, 1989: | Comments received from NORAD and team members. |
| May 26, 1989: | First draft circulation (MLMD and NORAD). |
| August 1, 1989: | All final comments to IMTEC. (Actual date Sept. 11) |
| August 10, 1989: | Final report delivered. (Actual date Sept. 15) |

### 1.3.6. Logistics

The team agreed on the following logistic arrangements:

NORAD Dar es Salaam would provide meeting space, computer, supplies, transportation and hotel reservations.

Murasi would contact all interviewees and assist Yona in document identification. At IDM Minja was to arrange for all interviews, document access, accommodation, computer and copying facilities. In reality Yona was required to play an active role in helping to accomplish these tasks.

### 1.3.7. Field Work

The evaluation design called for two segments of field work in Tanzania. The first was the January Internal School Review conducted by Dalin and Yona (see Appendix E for complete results of the School Review conducted with students and faculty). Sixty-one male and two female students, along with fifty nine male and five female faculty members completed the School Review Instruments.

The main purpose of the Internal School Review is to give all faculty and students a chance to provide information about key areas of the life of IDM, to reflect on the practices, to provide ideas for development, and thereby to give the evaluation team an empirical base for planning the interviews and observations during the field work period (in February/March).

The completed questionnaires were carried to IMTEC for tabulation and preliminary analysis and then shared with all team members prior to departure for the second segment of field work.

The second segment of field work was designed to focus on interviews with key IDM stakeholders and clients using the instruments shown in Appendix B. The questions were guided by the 8 main evaluation questions and the results of the School Review. It was agreed that to the degree possible interviews would be conducted in teams of one or two, taking into account the differing backgrounds of team members with respect to the Tanzanian context, ability to

use Kiswahili and areas of expertise. It was thought that use of this interview procedure would be more efficient than full team interviews, provide the appropriate climate for information sharing and best take advantage of unique knowledge and skills areas of team members.

The IDM portion of this second segment of field work was designed to use the data from the School Review instruments as a base for further indepth interviews. (See administration, faculty and student interview schedules in Appendix B). The team stayed on the IDM campus, which also afforded informal observation and interaction opportunities, including class visits and social time with staff and students. On site inspection of buildings, grounds and containers with NORAD furnished commodities was also accomplished.

Given that the team was concerned about the lack of female participation in the School Review data collection, arrangements were made for a special indepth meeting with women faculty to discuss problems, issues and possible solutions.

A critical component of the second phase incountry data gathering was the addition to the team of an IMTEC data entry assistant (Kari Milner Strøm, IMTEC). After each interview, team members returned completed questionnaires to her and she produced reports periodically showing the compiled answers to each of the interview questions. This "quick turn around" process allowed more on-going discussion in daily team meetings as to similarities and differences among answers and the identification of data holes and deficiencies.

During the time of the IDM indepth field work, the team agreed upon a systems model for organizing and analyzing the data collected. This model is presented in detail in Chapter 3 of the report.

Preliminary data feedback, in keeping with the agreed norms, was carried out in a two hour session with IDM Administration and faculty on March 1. Team members prepared overhead transparencies summarizing some of the major findings from the School Review and on site interviews and facilities inspection. The same data was also presented to the Minister of MLMD and the Chairman of the IDM Board by the team in exit meetings in Dar es Salaam. The NORAD Project Officer attended both meetings and was also fully briefed by the Acting Team Leader prior to team departure.

The initial evaluation design also called for a data feedback meeting to be held with IDM students who had furnished data. It was decided by the team in consultation with IDM administration and faculty that due to time constraints and the sensitivity of some issues, that it would be more appropriate to delay feedback to students until completion of the full report.

### 1.3.8. Report Preparation and Circulation

Prior to leaving Dar es Salaam the team agreed upon major recommendation areas and decided that one team member (Janet Poley) should quickly produce a preliminary draft report, in order to avoid too many variations in writing and presentation style. It was agreed that additional inputs from all team members would then be made upon circulation of the preliminary draft. Representatives of MDC and MLMD have had an opportunity to comment on the draft of this report.

This evaluation study is based upon criteria and questions developed with the clients. Our data comes primarily from a representative sample of faculty and students. They have each provided us with their perceptions of IDM. Based on this data (the School Review data), as noted above, more in-depth and specific questions were developed for on-site interviews (Dar and Mzumbe). We have only included representative opinions in this report, to the extent that they build on interviews. In cases of conflicting evidence (which can also be read in the degree of frequency scores in the School Review data), such discrepancies are reported.

### 1.3.9. Plan for Follow-Up

The evaluation design called for the provision of specific recommendations that would be put to use. Involvement of key IDM and GOT stakeholders in the report review process and follow-on incountry work under NORAD auspices will hopefully assure that the results of this evaluation are widely shared and put into action.

# CHAPTER 2: IDM HISTORY

## 2.1. Establishment of IDM

The Institute of Development Management, was officially established in July, 1970 when the GOT merged the Institute of Public Administration at the University College Dar es Salaam with the Local Government Rural Development Training Center at Mzumbe. This was a period of great national expectations marked by a healthy economy, expansion in industry and social services. During this time a growing number of Tanzanians were taking over managerial positions in the civil service and other public institutions as expatriates gradually left the country.

Tanzania's policy of Socialism and Self Reliance, culminating in the Arusha Declaration of 1967 placed additional demands on the limited output of trained human resources. These policies resulting in the nationalization of private enterprises created numerous parastatals in virtually all sectors of the economy. Trained personnel shortages were particularly severe in the fields of finance, business management and administration.

To meet the growing demand for qualified local personnel capable of filling middle grade professional jobs in the country, the specialized institutions of IDM and IFM were created in the early 1970's. By Act of Parliament No. 15 of 1972, IDM became a parastatal.

## 2.2. GOT Objectives for IDM-1972 Policy Statement

The GOT Objectives for IDM as a newly created parastatal were:

1. to promote social, economic and political development by providing opportunities for the study of, and for training in, the principles, procedures and techniques of management accountancy and secretarial practice, public administration, the administration of justice, local government and rural development (thereinafter referred to as "the specified subjects"):

2. to conduct training programmes in the specified subjects and in such other subjects associated with development management as the Governing Body may from time to time decide:

3. to engage in research into the operational and organizational problems and training needs in the specified subjects and to evaluate the results achieved by its training programmes:

4. to provide consultancy services in the specified subjects to the Government, local authorities and such other bodies or organizations as may be designated by the Minister:

5. to sponsor, arrange or provide facilities for conferences and seminars on the specified subjects and other topics related thereto:

6. to give advice and make recommendations on such matters of administrative reform as the Minister may refer to the Institute for its advice:

7. to establish departments within the Institute for the organization and administration of its work and activities:

8. to manage the affairs of any institute, college, training establishment or other educational institution the interests of which are transferred to or otherwise acquired by the Institute:

9. to arrange for the publication and general dissemination of material produced in connection with the work and activities of the Institute, including training manuals and materials, procedural handbooks and the recorded results of research projects:

10. to do anything or enter into any transaction which, in the opinion of the Governing Body, is calculated to facilitate the proper and efficient carrying on of its activities and the proper performance of its functions as specified in this paragraph.

The next major GOT policy statement related to IDM activities is the "Government Statement on Management Training Study of 1975". This was a response to a study titled Management Training Study (MTS) conducted under the auspices of the World Bank in 1975, designed to examine training needs in the country in relationship to the proliferation of training institutes being established. The MTS recommended the following with respect to IDM:

(a) The IDM should be developed as a professional management institute and re-organized into two teaching faculties-Public Management and Accountancy.

(b) The IDM should be recognized as the major national resource for professional training, research and consultancy in the field of public management, excluding the financial and cooperative institutions.

(c) The Diploma course in Rural Development now on offer at the IDM should as soon as possible (and not later than the 1976 academic year) be transferred to the Co-operative College at Moshi and at the same time its duration should be reduced from three to two years.

(d) The course for Policy prosecutors and Lay Magistrates should as soon as possible (and not later than the 1976 academic year) be transferred from the IDM. The Police and the Judiciary should be asked to make alternative arrangements.

(e) The course in journalism which the IDM has recently been requested to mount should be transferred to the University.

(f) The Diploma course in economic planning should continue at the IDM for the time being but should be reduced in duration to two years. Over the next few years discussions should be held with a view to the University absorbing this course.

(g) The Diploma course in business studies should be reduced in duration from four years to three.

(h) The increase in student places resulting from the changes (and from the proposed expansion of the IDM, the need for which is endorsed) should be allocated as indicated in Chapter 8. Planning on that basis, including the recruitment of additional teaching staff should begin now.

Virtually all of the recommendations of MTS, with the exception of the recommendation to move the advanced diploma in economic planning to the university were accepted by the Government and implemented as policy over the years.

In 1979 the diploma in management development was phased out at IDM and transferred to the Moshi Cooperative College. This was also the year when consultancy began to be emphasized and the field attachment was introduced.

In 1981 IDM's parent Ministry, MLMD, issued the following statement on the role of IDM:

"Government intention has always been that the IDM should be an essentially practical, down-to-earth, work-related, training institution, dedicated to training course participants to perform specific jobs efficiently, i.e. to provide participants with:

- professionalism in their own fields
- the necessary job skills
- the actual essential knowledge required to enable them to perform their jobs effectively

- a clear understanding of the National Ethic and of Tanzania's policies of Socialism and Self Reliance.

- the proper attitude to the work they will be required to perform and the contribution they will be expected to make to the nation's development, when they leave IDM.

- the IDM should take its greatest pride in turning out efficient administrators, managers, planners, accountants and auditors, who effectively initiate, plan, manage and support economic development and the production of goods and services."

While not necessarily in conflict with the 1972 Act of Parliament and the 1981 roles statement, a significant policy decision of the Governing Board, according to many of those interviewed for this evaluation, was permission for IDM to introduce two new programmes in 1988/89 catering for Masters Degrees in Public Administration and in Business Administration. A number of the GOT senior policy-makers interviewed thought that at its inception IDM was more job oriented than it is today, changing over time in an attempt to emulate the university, rather than fit into the nation's development need. There was considerable concern expressed about the implications of this decision with respect to future goals and objectives of the IDM - a concern that this single decision by implication would too greatly redirect the Mission toward that of a university and away from a more vocationally oriented training organization.

Another indirect historical influence on the direction of IDM was seen by interviewees to be the GOT policies with respect to the roles of public and private sectors in the economy. Originally IDM was conceived largely to train public administrators. With nationalization and creation of numerous public enterprises, its goals broadened to include commerce. The relatively recent GOT policy shift to encourage more private sector activities and business development is viewed by many as a new pull on IDM to become a practically oriented business school also serving private sector needs.

### 2.3. Construction Phase

IDM covers an area of over 400 hectares (1,000 acres). It is situated 216 km (135 miles) from Dar es Salaam and 24 km (15 miles) from Morogoro along the Old Morogoro-Iringa road. It overlooks the Uluguru mountain ranges on the

eastern side while on the south it shares a common boundary with the Mzumbe Secondary School.

Before initiation of construction, in 1970 the student capacity at IDM was 360 students. The hostel capacity was 220 beds, there were 59 staff houses and 32 offices. From 1970 to 1976 Nordic financial support increased the campus capacity to 1100 students, 990 hostel beds, 159 staff houses and 72 offices. Library, dining hall and assembly hall capacity increased accordingly. A dispensary, workshop for the repair of motor vehicles and machinery, sewage ponds and transport facilities also became part of the campus facilities during the period.

According to historical records (1972), the cost of IDM construction was T.Shs. 30,285,976. Of this total, GOT was to contribute T.Shs. 4,225,419 and T.Shs. 26,060,557 was to be reimbursed by the following NORDIC countries:

Denmark D.Kr. 8.3 Million
Finland F.Mk. 4.6 Million
Norway N.Kr. 7.9 Million

The February 1983 Project Appraisal Report of the Joint Nordic Project, prepared for NORAD stated that by the end of 1982 Nordic support to IDM reached a total of NOK. 57 million, of which 22.6 NOK million was for construction of buildings and purchase of equipment.

At the end of 1984, a bilateral agreement was signed between Tanzania and Norway under which a grant of NOK 48 million was made of which 13 million NOK was to apply to the rehabilitation of buildings, vehicles, roads and sewage.

According to NORAD as of January, 1989 between 5 and 6 million NOK has been expended for physical development, leaving a balance of more than 7 million NOK in the existing project.

According to the IDM Corporate Plan issued in December of 1988, IDM currently has a classroom capacity for 1,170 students, hostel capacity for 990 students, dining hall accommodation for 1,000 people, an assembly hall accommodating 1500 persons. Housing capacity is available for 184 families. The library has a seating capacity for 210 readers at one time.

This same Corporate Plan seeks a total budget of T.Shs. 765,635 mill. for physical development of IDM between 1989 and 1994. Of this $4.13 million of donor foreign exchange is sought and 270,035 million in T.Shs.

The purposes for which the physical development funds would be used include:

1. Construction of Short Course and Consultancy Center (277.2 Million T.Shs.)
2. Expansion of the IDM Library Building (30.57 Million T.Shs.)
3. IDM Research Centre (36.2 Million T.Shs.)
4. Additional Graduate School Bldg. (32.4 Million T.Shs.)
5. Expansion of Dispensary (15 Million T.Shs.)
6. Construction and Rehab. of Staff Houses (104.6 Million T.Shs.)
7. Construction of two Student Resident Halls (194.8 Million T.Shs.)
8. Construction of Recreation & Game Center (22.93 Million T.Shs.)
9. Book Complex (12 Million T.Shs.)
10. Fencing of Complex (20 Million T.Shs.)
11. Printing Press (20 Million T.Shs.)

A number of the Tanzanian interviewees commenting on the historical development of IDM indicated they thought some further physical facility development was essential for IDM to achieve future GOT expectations.

A senior GOT official actively involved with the early construction negotiations commented that in the beginning the physical facilities were not as well planned as they might have been. He thought this was due to the necessity for the Nordic side to learn Tanzanian building conditions and preferences before deciding what would be constructed. He also thought the Tanzanians involved lacked self-confidence and skills to critically assess and define their own needs.

## 2.4. Governance and Internal Structure

### 2.4.1. The Board and the Principal

Organization charts for IDM can be found in Appendix F. The role of the Principal, who is appointed by the President, is very powerful both up and down the hierarchy. The Governing Board to which he reports and for which he provides the secretariat is composed of a broad set of senior representatives reflective of the significant and comprehensive service IDM provides to the Country. The current Chairman of the Board, also appointed by the President, is the President of the National Bank of Commerce. Board members in addition to the Principal include Principal Secretaries in the Ministry of Finance, MLMD, PMO and the Ministry of Education and representatives of the National Workers Union, Cooperative Union of Tanganyika and the University of Dar es Salaam. There are also up to ten members nominated by the Minister of MLMD. The duties of the Governing Body and the Principal remain the same as those set forth in the 1972 Act. The Governing Body meets regularly either as a full body or in committees to determine policies, review budgets and audit reports and solve serious organization issues that cannot be resolved by the Principal alone.

Some interviewees knowledgeable of the composition and role of the Board over time indicated that they thought the current Board representatives were better selected than sometimes in the past. However, they were concerned that MLMD was not participating at the right level nor as actively as it should in matters of governance. A very large number of interviewees told the team that the selection of poorly qualified Principal for IDM has plagued the institution since its establishment. Evidence accumulated in the process of this evaluation indicates that adequate selection criteria for the position of Principal of IDM have never been developed, and persons appointed to that role have too often viewed it as a demotion, rather than as a promotion opportunity. Several said that the only criteria for evaluating an IDM Principal is whether or not students rebel or strike during his term of office.

### 2.4.2. SCOPO, MLMD and NAMDAC

IDM like all parastatal organizations must follow the directives of the SCOPO with respect to salaries, and conditions of service. All GOT directives concerning IDM are issued through its parent ministry, MLMD or through SCOPO. Neither the Board nor the IDM have power to change salaries or employee benefits outside the limits set by SCOPO. IDM's annual report and accounts must be laid in Parliament by MLMD. The Minister can also give directives of a general nature to the Governing Body of IDM. In addition NAMDAC, also under the auspices of MLMD, plays a significant role in accepting or rejecting curriculum structure and content.

### 2.4.3. Parliament Increases IDM Autonomy in 1980

The IDM Act of 1972 was amended by an Act of Parliament No. 22 allowing the Institute to have two major departments: Administrative Studies and Business Studies. The Principal was to be appointed by the President and not by the Governing Body. The posts of Vice Principal and Executive Secretary were abolished and the posts of Director of Studies and Director of Manpower Development and Administration were established.

From 1980 until recently the IDM organization was divided into two major units, the Directorate of Manpower Development and Administration and the Directorate of Academic Affairs. A Finance section reported directly to the Principal. The Manpower unit dealt with administrative affairs and the general operation of the institute, while the academic unit dealt with academic affairs. The latter unit was divided into two main departments, Business Studies and Administrative studies. These functions were supported with the following committees:

- Consultancy Committee (COCO)
- Research and Publication Committee (RAP)
- Committee for Field Attachments (COFA)

Coordination and development of IDM curriculum rests with subject panels organized within the subjects of: economics, public management, law, political education, quantitative methods and business management and accountancy. A

1988 amendment to the 1972 Act enabled the Institute to establish such other Departments as may become necessary from time to time without resort to Parliament. These amendments enabled the Institute to introduce the Department of Short Courses and Consultancies in 1988. In late 1988 the Governing Body approved a new organization structure for IDM with four directorates: A Directorate of Graduate Studies, a Directorate of Planning and Finance, a Directorate of Manpower Development and Administration and a Directorate of Academic Affairs. Also approved was a Corporate Plan for 1989/90 1993/1994.

Careful historical examination of IDM's organizational structure, schemes of service and reporting relationships (Appendices F and G) show that the formal organizational model has moved toward a more complex committee and team structure developed in the spirit of matrix management. The original IDM charts, structures and reporting relationships reflect more traditional bureaucratic/hierarchical organizational principles influenced by a British colonial past and an authoritarian social and cultural tradition that was fairly congruent with these early structures. Implementation of matrix management requires a climate of trust and behavioral norms and practices very different from those required in traditional bureaucratic organizations. This internal structural shift and its implications will be examined in detail later in the report.

### 2.5. Student Intake, Output and Enrollment

Since 1973 IDM student intake has grown from 362 (10% female) to slightly more or less than 1000 students. 1989 official enrollment figures show a student population of 940 of whom 188 (20%) are women. In 1988 IDM had a student body of 826 with 16% females. Student output for 1988 was 343 or 42% of the total. Large enrollment increases occurred between 1975 and 1976 (from 475 to 673) and 1978 and 1979 (from 778 to 920). 1985 was the peak year for both total number of students-996 and total output-413 (15% of the student body was female). Given that the potential capacity of IDM is approximately 1100, it's 1989 enrollment means the institution is operating at 85% capacity with respect to student intake. Given that the majority of students are sponsored by GOT, either through MLMD, the Local Government Service Commission or parastatals, the decline in total student numbers since 1985 is directly correlated with the GOT ability to provide sponsorship.Yearly some 3000 students apply for enrollment at IDM. Only about 10% can be accepted. Until recently

the majority of IDM students came for studies after working in the field for two or more years. With the repeal of the Musoma Resolution (which required people to work before pursuing further studies), more IDM students now come straight from school with a General Certificate of Education Ordinary or Advanced level, depending upon the entry requirements for the programme they plan to pursue. The majority of the direct school leavers are sponsored by MLMD and after graduation are normally employed in GOT ministries, local governments or parastatals.In addition to Tanzanian students, there is also a small number of sponsored foreign students coming predominately from the Frontline States with financing provided by donors such as the Commonwealth Secretariat, the African American Institute and UNDP.

All IDM applicants are required to sit for competitive Entrance Examinations and undergo interviews set by the Institute.

## 2.6. Courses

Presently IDM offers the following courses ranging in length from six month seminars to three year advanced diploma courses:

1. Advanced Diploma in Economic Planning
2. Advanced Diploma in Health Administration
3. Advanced Diploma in Local Government Administration
4. Advanced Diploma in Public Administration
5. Advanced Diploma in Business Administration
6. Advanced Diploma in Certified Accountancy
7. Advanced Diploma in Local Government Accountancy and Finance
8. Advanced Diploma in Materials Management
9. Certificate in Local Government Administration
10. Certificate in Manpower Management
11. Certificate in Local Government Finance
12. Certificate in Law for Primary Court Magistrates
13. Basic Management Certificate
14. Ordinary Diploma in Law
15. Masters Degree in Business Administration
16. Masters Degree in Public Administration
17. Others-e.g. Seminars, Workshops, short term courses (3-4 weeks), etc.

In 1972 only three major courses were offered: Accountancy, Public Administration and Community Development Diploma courses. The decision by GOT in the early 1980's to revamp the decentralization of the 1970s and recreate the

local governments, gave rise to many of the increased course offerings in this area. The increased use over time of IDM by the parastatals gave rise to the demand for offerings in business administration and materials management.

## 2.7. Staffing Levels

As of July, 1988, IDM had 100 members of the academic staff (including 5 staff from the High Court) filling 133 established faculty posts (75% of establishment). Seven percent of these posts were filled by women (Appendix N gives a breakdown of the members of academic staff from 1980 to 1988). This represents a teacher/student ratio of 1 to 9.4, comfortably within or slightly below international standards. (It should be noted that several faculty members have left IDM since the July official count, so at the time of the evaluation actual vacancies were higher than these figures). The July figures show 18 vacancies in the Department of Business Studies and 15 vacancies in the Department of Administrative Studies, with the majority of the vacancies occurring in full professorship, associate professorship and Senior Lecturer positions.

In 1987 IDM had 114 faculty members, representing 86% of establishment. Eight percent of the faculty were women and the teacher/ student ratio was 1 to 7.4.

In 1986 IDM had 104 members of academic staff, representing 78% of establishment. Nine percent of the faculty were women and the teacher/student ratio was 1 to 8.6.At present IDM has over 60% of its faculty holding Masters and/or PhD degrees with the remainder holding first University degrees or professional qualifications, such as Certified Public Accountant diplomas. Table 1. below shows staffing levels by subject panel and qualifications for the past three years.

In 1973 IDM had an academic staff of 97, including 1 PhD, 8 masters and 88 first degree level holders and three below the degree level. In 1977 7 held PhDs, 42 masters, 47 first degrees and 4 below the degree level. In 1983 8 held PhDs 50 Masters, 40 first degree and 2 below the degree level.

Table 1: **Academic Staffing Levels**

| SUBJECT PANEL | 1986-87 | | | 1987-88 | | | 1988-89 | | |
|---|---|---|---|---|---|---|---|---|---|
| | PhD | MA | Other | PhD | MA | Other | PhD | MA | Other |
| LAW | 1 | 4 | 10 | 1 | 4 | 10 | 1 | 3 | 10 |
| ECONOMICS | 5 | 10 | 2 | 5 | 10 | 2 | 3 | 10 | 1 |
| DEV. STUDIES | 2 | 6 | 1 | 2 | 7 | 1 | 2 | 6 | 1 |
| PUB. MGT. | 2 | 15 | 1 | 2 | 15 | 3 | 2 | 11 | 3 |
| ACCOUNT./FIN. | 1 | 6 | 18 | 1 | 6 | 19 | 1 | 5 | 18 |
| BUS. MGT. | 2 | 5 | 4 | 2 | 5 | 4 | 2 | 7 | 2 |
| QUANT. METHODS | - | 8 | - | - | 8 | 3 | - | 8 | 3 |
| TOTAL | 13 | 54 | 37 | 13 | 59 | 42 | 11 | 50 | 39 |

Interviews with IDM administrators and faculty indicated that there are approximately four hundred and fifty administrative staff members currently employed at IDM. The IDM Corporate Plan of December 1988, indicates that the total strength of the Directorate of Manpower Development and Administration is 471. This figure excludes the library, stores and purchasing, bookshop and bursar's office personnel, bringing the total close to the 550. Some administrative areas are well below the establishment and others are in excess. For example the cafeteria has an establishment of 85 positions and 49 workers actually on board. The dispensary section has an establishment of 18 and currently has 22 workers.

According to the 1988 IDM Corporate Plan, the Institute wishes to recruit 24 members of academic staff and 23 members for the administrative staff by 1993/94.

### 2.8. Staff Development

IDM has had a strong policy of staff development since its inception and has been greatly assisted by donor agencies such as NORAD, the British Council, CIDA, UNDP and USAID since the early 1970s. Appendix I shows the Institu-

te's Fellowship Programme broken down by type of course, duration, location, beneficiaries, sponsor and rate of loss to IDM after training.

As the number of qualified local staff increased over the years, expatriate staff fell from 26% in 1976 to 20% in 1981, 12% in 1984 and today there is only one expatriate teacher.

In addition to formal degree training, IDM staff regularly participate in short courses and consultancies outside the country to strengthen their teaching, consultancy and research skills.

Fellowship funds of NOK 8.0 million were designated under the present project to support staff development through long and short-term training. It was originally envisioned that the money would be fairly equally divided between the two types of training. In reality more of the money has been used for long term courses due to a back log of training needed particularly for Accountancy Tutorial Assistants. Twenty-three members of academic staff and three members of the administrative staff have attended short courses/programmes since 1986 in areas including: Materials Management, Project Management, Training of Trainers, Consultancy Skills, Printing, International Teachers Programme, Research Skills and Computer Science.

The rising costs of both long and short term training outside Tanzania has created difficulties as well. Original cost estimates for outside training under the Project were nearly 100% too low. IDM has requested NORAD to reallocate money projected for third country technical assistance to staff development and training.

Between 1982 and 1984, twelve IDM faculty members participated in Training of Trainers courses conducted under the auspices of the USAID financed Training for Rural Development Project and then co-trained with U.S. management trainers and consultants.

### 2.9. Development of Research and Consultancy

As indicated in 2.2. IDM's Mission includes conduct of practically oriented research, however, the institute has struggled with this dimension of its mandate over the years. In 1986 IDM issued a report titled "Research Strategy for

IDM", but the recommendations have not yet been implemented. In 1988 another report was written titled "Management Research Needs in a Future Perspective".

Formerly the research and publication activities at IDM were managed by the Research and Publications Committee. It is proposed that this Committee be replaced by an "IDM Research Center". RAP was intended to coordinate and control research, but the committee had no executive powers and only made recommendations to the Director of Studies for implementation. The second main task for RAP was publishing, which it was never able to carry out effectively.

The newly proposed Research Center will be managed by a Director, with executive powers, who will report to the Director of Studies. The official functions of the Center are to be as follows:

- To initiate, stimulate and develop research
- To administer and manage research
- To disseminate research results and relate to the client environment

Historically, research conducted by IDM faculty was of one of three types:

- research commissioned by clients from the public and private sectors usually through personal contacts.
- research routed through the Institute but funded by a client, such as research projects funded by international organizations
- projects funded and evaluated by the Institute.

In practice very little research has been undertaken and of that undertaken very low percentages have been completed. Research requires time and money and provides little immediate financial gain to the IDM researcher. While many national and international organizations call upon IDM staff to provide consultancies, very few organizations are willing to finance research that will ultimately enrich the Institute's curriculum. Another barrier to overcome is the lack of printing facilities. The table below shows yearly approved budget estimates for IDM research from 1980-1987 and the actual amount spent.

**Table 2: Approved and Actual Use of Research Funds**

| YEAR | APPROVED ESTIMATE (T.Shs) | ACTUAL SPENT (T.Shs) |
|---|---|---|
| 1980/81 | 250,000 | 44,810 |
| 1981/82 | 100,000 | - |
| 1983/84 | 170,000 | 66,084 |
| 1984/85 | 100,000 | 302,361 |
| 1985/86 | 500,000 | - |
| 1986/87 | 800,000 | - |

Table 3 was prepared in December, 1986 and shows status of research projects from 1977-1986. As can be seen, only 13% of the projects undertaken were successfully completed and 47% of the projects undertaken were completely abandoned.

**Table 3: Status of Research Projects 1977-86**

| STATUS | NUMBER OF PROJECTS | PERCENTAGE |
|---|---|---|
| 1. Successfully Completed | 5 | 13 |
| 2. On-going | 9 | 24 |
| 3. Stalled | 6 | 16 |
| 4. Abandoned | 18 | 47 |
| TOTAL PROJECTS | 38 | 100 |

Recent research undertaken by IDM staff includes:

1. Work Study in Tanzania.
2. Project Maintenance and Achievement of Project Objectives in Tanzania.
3. Marketing of Small Scale Industrial Products: The Case of Handloom Textiles.

4. Policies and Priorities for National Health Development.

5. The Development of Corporate Planning Strategy for Tanzanian Parastatals.

Just as with the research mandate, the official consultancy function has also lagged behind. It began to emerge in 1976 with the establishment of an internal committee known as Seminars and Consultancy Committee responsible for seminars, workshops and consultancy. From 1980 to the present the seminars and consultancy committee were separated to form the Consultancy Committee and Short Courses. In late 1988 the two Committees were streamlined and officially merged into one Department of Short Courses and Consultancy.

In general, the parastatals have been the major clients for IDM consultancy. (For a list of IDM completed consultancy assignments see Appendix J.) While a number of IDM faculty have undertaken private consultancy assignments to augment their income, particularly during the past five years, the institute as a whole has not been very active in this area. Just as with the research area, some type of structure has been in place over the years, but a comprehensive, active programme has really never been defined or carried out.

A study conducted in 1986 by C.J. Nyoni and A. Vollan indicated that the Tanzania Industrial Studies Consultancy Organization (TISCO) is perceived as the market leader for consultancy in Tanzania as compared to the National Institute of Productivity (NIP) and the Eastern and Southern African Management Institute (ESAMI).

When IDM was compared to other Tanzanian Management consultancy organizations, the only strengths that were noted were the fairly high academic qualifications of the faculty members, cost competitiveness and reporting ability. On the whole, IDM was considered less experienced in consultancy activities when compared to TISCO, NIP and ESAMI.

The current NORAD assistance is emphasizing improvement in consultancy and short course training through workshops sponsored by the Project; overseas short course training and field consultancy training with members of staff working on field projects under the current Norwegian Curriculum Advisor.

IDM began conducting short courses during 1977/78. By 1983/84 they included the following short courses in their prospectus: Manpower Planning and Manpower Management course, Planning and Appraisal of Agro-Industrial Projects course (conducted in collaboration with Project Planning Center, Bradford University-UK), Urban Management course, Senior Manpower Management Officers course, Public Prosecutors course, Functional Manager's course.

Together with ESAMI, NIP and the University of Dar es Salaam, Faculty of Commerce and Management, IDM was a member of the Standing Training Team and have been conducting Top Executive Training Programmes ever since.

In 1985, NORAD purchased printing and binding equipment for IDM, yet today manuscripts produced by staff as part of the research and consultancy tasks remain unprinted. This has not only frustrated staff, but has also defeated some of the aim of the book fund which was to encourage production of local teaching materials. Interviews indicated that no one seems to know how to operate the equipment (we have contradicting information on this point). In 1987 a committee of staff produced a report on "Printing Policies for IDM" with proposals for improving the printing unit, but no action has been taken.

### 2.10. Curriculum Development

Development of an appropriate curriculum in line with IDM's Mission has been a struggle from the beginning. The long-term tendency toward a theoretical curriculum has plagued the institution over the years. The problem has been compounded by the demand for a greater diversity of courses, moving from three courses at the beginning to more than 16 at present, including short courses and workshops.

As indicated in the preceding section, IDM has invested heavily in long-term foreign fellowship training in many other countries, returning to the institute with British, Canadian, Australian, Scandinavian, American and Yugoslavian models and materials. NORAD has assisted with expatriates in an attempt to help bridge the gap between the theoretical and practical, the foreign and that appropriate for Tanzania.

The 1983 Project Appraisal Report for NORAD indicated that the curriculum at that time was too theoretical, too general and only partly based upon the problems of the recipient organizations. It concluded that the IDM curriculum was encyclopedic in nature with a tendency to equate instruction with learning, hence there is an attempt to cover the curriculum through instruction, rather than through the work of students. At that time students had a weekly compulsory class time of between 35 and 40 hours throughout the entire programme. Learning modes did not include independent studies, group work and simulation exercises.

The report went on to indicate that IDM had been more successful at adding new content to the curriculum, partially as a result of the academic structure of the organization, including the relatively strong role played by the Subject Panels.

The over-all conclusion, which led to the Qualitative Improvement Programme was that IDM had not been able up to that point to start the integration process, the interdisciplinary work necessary in a management training institution. To the appraisers the curriculum appeared to be "the sum of many parts" rather than an integrated whole.

The curriculum improvement process was initiated in 1984 and began with the production of "The Strategy for Curriculum Development at IDM" by Norwegian curriculum advisors, Jon Naustdalslid and Andreas Vollan published in December of 1985. It was ultimately adopted by the Institute. The restructuring started with the Advanced Diploma Programmes and involved changing academic time into a two semester system with courses conducted on a credit point system. The number of contact hours was reduced from the average of about 34 per week to 25 per week. The contact hours per course were divided into plenary lectures where all programmes doing similar courses would attend the lecture together and seminars involving smaller groups of up to 20 students. Course content was also reviewed for relevance. Further curriculum improvement decisions were then made for all three year Advanced Diploma Programmes.

Implementation of the new structure started with the 1986/87 intake and the first graduates under the system will graduate in 1989. Detailed discussion and analysis of the Curriculum Development process is contained in later sections of this report.

**2.11. Income and Expenditures**

Table 4 shows a historical breakdown for income and expenditures over the years. The Institute receives most of its funds at the beginning of each quarter of the financial year, except in the last quarter, when the GOT releases money on a monthly basis. Since approximately 75% of the students at IDM are government financed, the liquidity of the Institute is greatest in July, October, January, April-May-June. Over the years unpredictable government policies have affected IDM's income and expenditures. According to the financial analysis contained in the December, 1988 Corporate Plan, IDM has shown consistency over expenditures for the following items:

Governing Body Expenses
Office Expenses
Audit and Legal Fees
Health Services
Building and Plant Maintenance
Institute Projects
Student Board and Lodging
Sport and Recreation

During the same four year period, the following expenditure items were underspent according to budget:

Child Care
Staff Development
Library
Special Expenditure
Top Executive Course

**Table 4: IDM Income and Expenditures**

| Major Items | 1972/73 | 1976/77 | 1981/82 | 1986/87 |
|---|---|---|---|---|
| INCOME | | | | |
| a) Student Fees | 1,932,620 | 13,427,376 | 27,846,625 | 72,536,074 |
| b) Misc. Income | 231,115 | 1,233,508 | 3,488,061 | 10,372,611 |
| c) Govt. Subvention | 4,170,000 | 3,875,000 | 9,800,000 | 19,761,585 |
| d) NORAD Grant | - | - | - | 6,873,000 |
| e) Seminar/Consultancy Fees | - | - | - | 15,919,801 |
| f) Others | - | 128,017 | 276,864 | 598,509 |
| TOTAL | 6,333,735 | 18,708,901 | 41,411,552 | 125,061,580 |
| EXPENDITURE | | | | |
| g) Salaries | 2,251,562 | 6,661,008 | 11,038,802 | 19,153,834 |
| h) Transport/Travelling | 208,486 | 699,624 | 1,321,727 | 4,504,186 |
| i) Office Expenses | 272,366 | 827,023 | 1,645,450 | 6,474,665 |
| j) Student Training Exp. | 1,053,153 | 5,656,851 | 18,099,134 | 45,219,523 |
| k) Maintenance Exp. | 345,744 | 1,845,963 | 2,187,655 | 15,577,731 |
| l) Depreciation | 203,799 | 1,644,025 | 3,704,472 | 4,616,549 |
| m) Other Expenses | 151,902 | 1,491,740 | 3,427,176 | 11,419,142 |
| TOTAL | 4,486,985 | 18,826,233 | 41,424,416 | 106,965,630 |
| n) Surplus/Deficit | 1,846,754 | 117,332 | 12,864 | 18,095,950 |
| Student Population | 362 | 728 | 905 | 845 |

Source: IDM Bursar

**Notes on Line Items**

a) Student Fees: Fixed periodically by the Governing Body upon the recommendation of the Principal. The increases are made in an attempt to cover running costs of the Institute.

b) Miscellaneous Income: Comes from different sources including cafeteria sales, recoverable house rent, transportation project, fee from top executive courses etc.

c) Government Subvention: Given to the Institute every year to supplement student fees which are never set high enough to meet IDM expenditures.

d) NORAD Grant: Started in 1986/87

e) Seminars/Consultancy Fees: These began from 1985/86 when this activity began to assume a major role. In that year this source of income was 4.9 million T.Shs., in 1986/87 it rose to 15.9 million; it is estimated to reach 25 million in 1988/89.

g) Salaries: These are governed by the parastatal scales fixed by SCOPO. The Board and Institute have no power to change the salary and employee benefits outside SCOPO limits.

h) Transport/Travel: IDM has to assume responsibility for its own transportation system, because of its location. Included here are costs of transporting Board members, staff, researchers, field attachment, leave travel etc.

i) Office Expenses: This reflects Institute growth, rising costs of consumables, including stationery, telegrams and telephones, house rents etc.

j) Student Training Expenses: Includes the cost of board and lodging, transportation, books, training and field attachment allowances, recreation, exams, etc.

k) Maintenance: These include maintenance of vehicles, buildings, equipment and environment.

l) Depreciation: For machinery, buildings, furniture and fittings, buildings etc. This is done in accordance with standard audit rates.

m) Other Expenses: Includes pensions and gratuity for staff which stood at 2 million T.Shs. in 1986/87. It includes costs of conducting seminars and consultancies, graduations, ceremonies, medical and hospital expenses, etc.

## 2.12. NORAD Support to IDM

Table 5 shows NORAD's total expenditures during the period 1974 - 1983. An itemization of these expenditures is not available.

**Table 5: NORAD total expenditures prior to 1984**

| | |
|---|---|
| 1974: | NOK 2.535.637 |
| 1975: | NOK 4.087.562 |
| 1976: | NOK 1.821.446 |
| 1977: | NOK 1.058.684 |
| 1978: | NOK 1.069.801 |
| 1979: | NOK 1.040.000 |
| 1980: | NOK 1.278.584 |
| 1981: | NOK 1.379.936 |
| 1982: | NOK 1.709.590 |
| 1983: | NOK 2.061.932 |
| Total | NOK 18.043.172 |

During the period 1984-88 NORAD's expenditures can be broken down historically as follows:

**Table 6: NORAD expenditures 1984-88** (mill. NOK)

| | 1984 | 1985 | 1986 | 1987 | 1988 | **Total** |
|---|---|---|---|---|---|---|
| 1. Maintenance | | 1.810 | 1.903 | 1.580 | 2.352 | **7.645** |
| 2. Running Costs | .015 | 2.121 | .839 | 1.049 | 1.097 | **5.121** |
| 3. BI-programme | .111 | .539 | .554 | .530 | .398 | **2.132** |
| 4. Expatriate programme | .262 | 1.770 | 2.764 | 2.521 | 1.949 | **9.266** |
| 5. Fellowship Programme | .260 | 1.492 | 1.985 | 1.675 | .781 | **6.193** |
| **Grand Total** | **.648** | **7.732** | **8.045** | **7.355** | **6.577** | **30.357** |

The total NORAD grant from 1974 (until 1988) was NOK 48.400 million. The relative size of NORAD support has been considerable. To use 1986/87 as an example: The total budget (Tanzanian budget minus NORAD grant) is about 100 million T.Shs., or about NOK 5 million. The same year (average of 1986/87) the total NORAD support to IDM was NOK 7.7 million. In other words NORAD added 154% to the IDM budget.

### 2.13. Issues and Debates

Over the years numerous issues have been debated in various locations with respect to IDM, yet none of them have been fully resolved and implemented. The analysis and recommendations sections of this evaluation will look at many of these issues in more detail. However, it is interesting to note that one continuing debate, as pointed out in the 1984 report titled "Effects of a Management Institute's Training Programmes on Employment: A Case of IDM-Mzumbe-Tanzania", by the Eastern and Southern African Universities Research Project, is why IDM has not addressed issues and implemented recommendations of previous evaluations.

1. IDM Goals:

IDM is defined as a professional institution preparing personnel for middle management positions in the country. There has continued to be a conflict at the Institute between professional/practical goals on the one hand and traditional academic aspirations on the other, a tension that is well known in most management schools.

Former President Nyerere, suggested shortly before leaving office that IDM should change its name to Institute of Management Development, meaning to emphasize the importance of it retaining a practical, professional, problem-oriented focus appropriate to Tanzanian conditions.

Sub-components related to this issue have manifested themselves historically in debates over whether to begin masters programmes, the level of staff competency required (particularly the PhD) and even some of the balancing of functions problems most probably have their roots in non-resolution of this issue.

2. Who Has the Power? Degree of Autonomy and Decentralization:

This cuts across structural, procedural and practice issues and is debated in terms of how much power should rest with Parliament, MLMD, with SCOPO, with NAMDAC, with the Board, with the Principal, with donors, with faculty, with clients and with students.

Toward the end of the evaluation interviews the team learned that a reorganization proposal exists that would move the manpower function out of the MLMD where it is currently placed and return it to a Central Establishment in the President's Office.

3. How to Choose Appropriate Top Leadership for the Institute:

History shows that questions of appropriate selection of IDM principals have plagued GOT throughout time. Different organizational structures and means for selecting the chief academic officer have also been tried.

4. Appropriate Role for Donors and Behaviors Expected of Expatriate Technical Assistance:

Questions of who decides what, who controls what and what constitutes excellent performance on the part of external TA's is still not clear. There appears to be a rather general view from IDM faculty and some senior GOT policy makers that most of the planning and control functions should rest with Tanzanians. On the donor side back-home demands for accountability may be on a collision course with local preferences.

5. Value and Cost of External Long-Term Training:

While related to the issue of goal clarification, this is linked to diverse external models of management, versus models and materials appropriately adapted by Tanzanians to Tanzanian needs, conditions and culture. The rapidly increasing costs associated with this external training also raises serious issues of who and how many can benefit from scarce resources available for this type of training.

6. Opening the Culture:

The current Board Chairman has a stated goal of moving IDM from a more closed bureaucratic organization to an open culture. Numerous human, social and structural issues present barriers to rapid achievement of this goal.

7. Salary and Benefits to Faculty:

Under the present economic conditions and with potentially more diverse income opportunities available than were present in the past, this issue, which to some degree has been present historically, is expected to become an even greater factor in "whither IDM".

8. Creating a Staff College:

The IDM Master Plan now includes a mandate to develop a Tanzanian Staff College to serve for the country the role formerly played by the

East African Staff College. This proposal has arisen several times during the 1980s beginning with a request to the World Bank to build a new facility for this which was turned down.

9. Maintenance and Materials Management:

This issue has many dimensions and has been the subject of historical debate for nearly all Tanzanian institutions.

10. Fiscal Accountability and Managerial Integrity and Fairness:

As with number nine it is a complex issue, not unique to IDM.

11. Use of Best Resources to Secure External Funds, Versus Using these Resources to Better Manage Locally Available Resources:

This issue is also linked to the question of donor dependency and sustainability.

12. Improving the Full Involvement at IDM and as Beneficiaries of IDM Output:

This debate is raging within the IDM faculty and has yet to be very fully addressed at upper Institute, Board and GOT levels.

13. Student Living Conditions, including quality of food, health care and dormitories:

IDM experienced riots in the early 1980s over these issues and it is clear from the evaluation data collected that the current situation could lead to a repeat of that experience.

14. Instructional Modes and Methods:

The problems with theoretical, lecture only methods have been described numerous times over the years, yet little has changed. The problem is exacerbated by lack of books, hand-outs and other teaching materials.

15. Poor English Language Skills of Entering Students:

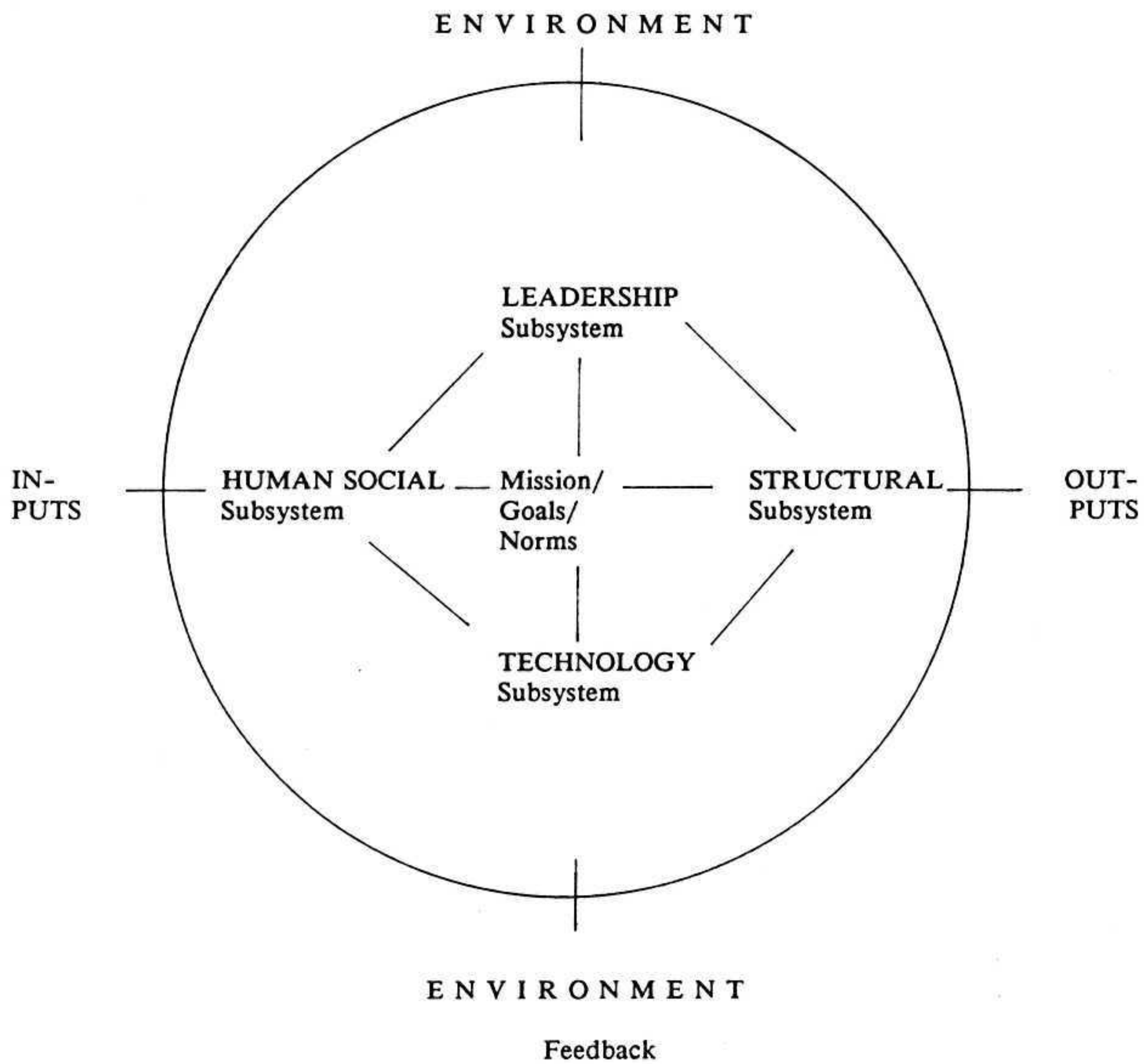
Associated with historical shifts in the relative positions of emphasis for Kiswahili versus English.

16. Most Appropriate Balance between Teaching, Research and Consultancy and the Best Strategies for Developing Active Outreach and Broader Services:

17. Teacher Sabbatical and Private Research and Consultancy Policy:

## CHAPTER 3: SYSTEMS MODEL OF ANALYSIS

To guide the organizational diagnosis, the team selected an organizational systems analysis model, consistent with the development of the instrumentation, to guide its work. The School Review instrumentation is based on the organizational model used by IMTEC[1]. The model was selected partly based on the IMTEC model and on general system models, and is shown below:

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1 Dalin, P. and Rust, V.: "Can Schools Learn?", NFER-Nelson - London, 1984.

As already reported, numerous important issues have been discussed in relationship to the development of IDM. A number of strategies and tactics have been used over the past 18 years to remedy and/or improve IDM. Some have succeeded, some have had moderate success, and some have failed. A deeper understanding of the dynamics of the IDM organization and its relationship to the environment is a condition for a further improvement of IDM.

The systems model presented is an "open systems model" illustrating key interrelationships and dependencies. An example will illustrate this: the maintenance of the campus is dependent on a given technology, which again is influenced by a structure (e.g. decision-making structure); informal human relations, leadership behavior, cultural norms and goals and relationships in the environment (e.g. technical assistance, resources etc.). Quality of maintenance may have to do with the quantity and/or quality of any one of these factors, or with the relationship among them.

Both the subsystems and their components, as well as the interactions between and among subsystems and components become the targets of attention when using a model of this type. Use of a systems model is also helpful in deciding upon the design and phasing of a management improvement process. For example, the programme may start with an important subsystem for the first intervention, move to another subsystem and then to the total organization, or the initial focus might be the total organization and then movement to selected subsystems.

What a "system" or a "subsystem" is, is purely relative and depends upon the desired level of complexity and abstraction of the analysis. The concept of system denotes interdependency of components and an identifiable wholeness.

The initial vehicles for organization development/management improvement efforts tend to be the Leadership, Human-Social or Structural Subsystems. These contain the vision and expectation-setting processes and the attitude and values components of the total system. However, these become vehicles for confronting problems in other subsystems. An external consultant serving as a problem-solving facilitator can be critically important to carrying organizational diagnosis/evaluation data into action. As will be more fully discussed in the recommendations, the team views this as a critical step in assisting IDM to

make things happen. Essentially use of this type of model is the theoretical floor for action-research and performance improvement approaches. The world-wide development management literature of the past decade reveals fairly clearly that skillful use of this type of modeling, diagnosis and action is essential to creating sustainable development. It must however, be a continual process of renewal[2].

The following component classification was used for each of the subsystems. In the following six chapters each subsystem and its components relative to IDM will be described based on the School Review Survey data, the interview data and observation data. Each section includes identification of issues associated with that particular component.

A. External Environment of IDM

(political, economic and social changes coming from national, regional and international influences outside IDM)

1. Needs (quantity/quality)

- national
- local
- private
- parastatal

2. Governing Bodies Influencing

- SCOPO
- Treasury
- MLMD
- Governing Body
- Tanzania Audit Corporation
- Examining Bodies

3. Funding Sources

- clients
- donors
- government
- individuals

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[2] Model and discussion points adapted from Organization Development, William L. French and Cecil Bell Jr.

B. Goal Subsystem

1. Overall mission

- degree of consensus
- complexity of mission
- clarity of mission

2. Policy-making

- who sets the goals, the process
- degree of external feed-in and internal autonomy
- interpretation of goals

3. Priority-Setting (how emerge and shaped)

C. Leadership Subsystem

1. Set expectations
2. Vision building or explanation selling
3. Behavioral norms
4. Motivation
5. Establish climate/mobilize/energize/ catalyze
6. Define and set performance standards
7. Define expected outcomes
8. Understand and influence external environment
9. Orchestrate/negotiate/balance internal and external "political" forces and interests
10. Build a cohesive leadership team

D. Structural Subsystem

1. Roles: Organization chart, schemes of service

- centralization versus decentralization
- male/female

2. General Orders (Standard Operating Procedures)

- financial
- materials
- transport
- maintenance
- academic student services
- administrative (personnel)

3. Incentives

   - economic
   - formal awards
   - performance appraisal system

4. Measurement and Evaluation Systems

   - performance appraisal
   - academic quality appraisal
   - student strengths and weaknesses
   - managerial strengths and weaknesses
   - utility of staff development programmes

5. Timetables and Schedules

E. Technological Subsystem

1. Teaching/learning practice
2. Consulting practices
3. Research practices
4. Printing and Information Technologies
5. Transportation and Communication Practices
6. Catering Practices
7. Living/Hostel Practices

(includes variations with respect to gender)

F. Human/Social Subsystem

1. Climate

   - students
   - faculty
   - administration
   - workers

2. Institutional Culture

   - individual/group/cliques
   - male/female
   - closed/open
   - cohesion/conflict

3. Informal Influence System

4. Problem-Solving System

5. Human Resource Development

6. Organization Development

7. Gender Issues

8. Expatriate Issues

# CHAPTER 4: IDM'S EXTERNAL ENVIRONMENT

## 4.1. Description of the International Environment

The past decade has been marked by dramatic global changes and shifts. It has been a period of rapidly changing economic policies and retrenchment on the part of many of the developed country aid donors, facing deficits, tax revolts and rising poverty questions at home. For the most part it has been an era marked by economic down turn, emphasis on policy reform and structural adjustment. The decade has also been marked by a dramatic decline in the capacities of the poorer developing nations, such as Tanzania, to cope with the demands and requirements of economic growth and development.

This global external environment must be considered in relationship to its impact on Africa, Tanzania and IDM specifically. If the need for adaptable institutional capacity, management capabilities and policy analysis skills were critical prior to these recent downturns in the capacity of nations to govern, they are even more critical in an era of policy reform and structural adjustment. In one sense this declining capacity is a decline in the ability of countries like Tanzania, not only for the long and medium term, but even the day to day necessities of organized social, political and economic life. These economic crises of the 1980s have led to a fiscal crisis and also a crisis of confidence in the ability of nations like Tanzania to manage development. This in turn has led to a re-evaluation and decline in external assistance from many of the developed countries.

International forces that cannot be overlooked in making evaluation judgements include the recession of the early 1980s, following on the heels of the oil shocks of the 1970s. Lower prices for agricultural commodities and curtailment of new investment capital with a downturn in commercial bank lending have been shocks to developing country systems. As a result there has been a net transfer of resources from developing countries to developed economies annually since 1983[1].

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1 Hyter and Watkins, 1987; The World Bank, 1988.

For the most part the policy response of the multilateral and bilateral lending community to these deteriorating economic conditions has been to increasingly impose "policy reform packages." Some of the most often used measures include:

- lower exchange rates
- greater export incentives
- less industrial protection
- tighter monetary policy
- higher real interest rates
- less direction of credit
- higher energy prices
- smaller consumer subsidies
- elimination of wage and price controls
- restrained public spending and a reduction of public sector employment
- administrative and budgetary reform
- divestiture of state-owned enterprises
- an increased scope for and participation of the private sector

### 4.2. Description of IDM's Regional Environment

Sub Saharan Africa has felt more of the effects of the global changes mentioned in the preceding section, than any other part of the world. In addition to the economic factors, drought, health problems such as AIDS and malaria, and political and religious instability have damaged the ability of many of the countries in the region to cope.

This is not to say that the present state of difficulties was entirely externally caused. Rather the global external environment interacted quite deterilously with the young and fragile governments and institutions in this part of the world. Lack of broadbased skilled human capital, including managerial capacity have also been coupled with a number of inappropriate policies and roles. External debt has grown for many of the countries in the region exacerbated by an expanded and pervasive role of the state as consumer, employer, investor, regulator and service provider. Too often governments in this part of the world have been the employer of first, rather than last resort. Dynamism has been forfeited for a concern with maintaining the status quo. The state continues to absorb large portions of available capital in its role as investor and absorbs large portions of GDP in transfers to state enterprises for consumption, especially in energy and in staple goods.

While there appears to be a revival of the felt need for more regional cooperation among eastern and southern African countries, it has not reached an implementation stage anywhere near the original unity found in the East African Community (Kenya, Tanzania and Uganda) during the days when its institutions thrived. Initiatives such as the Preferential Trade Agreement and the Southern Africa Development Coordination Conference (SADCC) appear to be opening up new opportunities for cooperation to the potential benefit of both Tanzania and IDM. IDM faculty have cooperated, usually as private consultants and trainers, in regional programmes of the Eastern and Southern African Management Institute. IDM has a formal relationship with SADCC and the chair of the Human Resource Development Coordinating Committee is the Principal Secretary of MLMD, the same Principal Secretary to whom IDM currently relates as a parent ministry. There has also been an attempt on the part of some donors to explicitly foster regional cooperation opportunities, using trained individuals identified from an African country to provide technical assistance under their funding to another country. USAID is increasingly attempting to use this approach and has fostered linkages between and among regionally funded projects and projects financed bi-laterally in Kenya, Tanzania and Malawi.

Because of IDM's size and its uniqueness other African countries and donors do occasionally use the services of IDM for long-term training. All of these regional donor financed cooperation mechanisms offer the potential for increasing income in foreign currency to the country, and with the loosening of some Tanzanian policies designed to stimulate the economy, there may be increased room for IDM to negotiate for a more direct share of the pie of foreign exchange it might earn by participation in regional activities.

### 4.3. Description of IDM's Country Environment

#### 4.3.1. The Country as a Whole

During the first half of the decade agricultural production stagnated and capacity utilization in industry declined to an all-time low. The provision of social services, health, education and water, which had recorded considerable progress during the 1970s could no longer be sustained. Primary education deteriorated in quality and in terms of lack of maintenance of physical facili-

ties. Rural health services declined and environmental degradation caused by deforestation and soil erosion increased.

According to the World Bank and several other Tanzanian donors the picture today shows an upward turn. Presidential political power was handed over peacefully in late 1985 and the introduction of the Economic Recovery Programme resulted in an agreement with the IMF in August 1986. Local level agricultural innovation has been spreading and significant agricultural production increases have been achieved in regions such as Iringa, Mbeya, Ruvuma and Rukwa (termed the Big Four by Tanzanians). Real producer prices have increased shifting the terms of trade in favor of the agricultural sector and thereby encouraging agricultural production. During the past three years agricultural production has risen and the country is currently self sufficient in food production. Agricultural exports are still not increasing, partially due to lack of processing capacity and transport constraints. The effects of the ERP on industrial production has varied. A Journal of Commerce article published in the United State in February, 1989 based on an economic analysis of recovery among African countries showed Tanzania, along with Ghana and several others as being on the way to recovery and indicated that a number of 1985 and 1986 reforms were showing effects and expected to continue on that course.

Trade deficits and external debt remains a problem. The country faces a severe balance of payments problem and government deficit. There have been frequent and substantial devaluations, increased liberalization and deconfinement of domestic trade and more emphasis on the private sector in production and trade, the priority being to restore production momentum.

The past decade has seen a dramatic erosion in the real wage level for GOT employees. Many can no longer subsist on their monthly wages without engaging in a variety of additional money making activities. Outside money making activities have always been engaged in to greater or lesser degrees by GOT employees, but were legally prohibited under the Leadership Code, no longer in effect. The result of this has been to reduce the pay-out to the bureaucracy but with side effects including lower morale and problems of balancing professional position with informal economic activities.

Other than some fairly frequent flair-ups of tension between Zanzibar and the mainland and some increased religious tension, the country has remained remar-

kably stable through the period of grave economic difficulties. While tribal affiliations are generally known and do influence activities and actions, they have not been a destabilizing political force as in some neighboring countries (witness the current situation in Kenya, Uganda, Malawi and Burundi).

GOT has been careful in its appointment of senior officials to balance representation among the various groups, and while frequent transfers previously were a serious problem the need for this has been considerably reduced as a younger better educated generation, who schooled with mates from different groups, are rising in the power structure.

### 4.3.2. The Education Sector

The 1988 "Tanzania Country Study and Norwegian Aid Review" published by the University of Bergen had this to say about the education sector in general[2]:

> "Education has recorded greater achievements than any other sector since independence (Ministry of Education 1987). In 1960 only one quarter of the total school age population had been enrolled in primary schools, and of the total adult population only 10% were literate. By 1984, however a Universal Primary Education had more or less been achieved, while literacy rates had reached 85% by 1987. (By far the highest in Africa)."
>
> "Secondary school expansion did not record a similar growth, in 1986 only 11,721 primary school leavers were enrolled out of the 380,096 who had completed primary school leaving examinations. Even though the numbers of those enrolled had increased in absolute terms, the proportion had decreased from 29.2% in 1963 to 6.4% in 1986, which includes both public and private schools."
>
> "Higher education which is dictated by the need for high-level manpower in the private, but primarily the public sectors, absorbs only a small fraction of secondary school leavers."
>
> "The state has made an effort to improve female education at all levels. In 1988 for instance, 50% of primary school pupils are girls. In 1961 in contrast, there were only 1229 girls admitted to form 1 compared with 2967 boys. In 1988 4017 girls had been enrolled in form 1, constituting 38.4% of the second school student population. An effort has been made by the Ministry of Education to balance the ratio of boys to girls at this level of education. Many girls,

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2 Havnevik et.al.: Tanzania Country Study and Norwegian Aid Review, Center for Development Studies - University of Bergen, October, 1988.

however, are forced to leave school because of pregnancy or because they face pressure to get married. Contrary to the situation on the mainland, girls in Zanzibar are allowed to go on studying after they have given birth to children."

"At the university level the ratio of females to males has remained low. In 1960 only six female students were enrolled as compared with 70 male students and by 1986 the corresponding figures were 190 and 1113. By 1987 the female population at university level amounted to 25.6% of the total student body. Whereas secondary school selection has shown "positive" discrimination in favor of female students, university and technical college selection is based on "merit".

The recent socio-economic problems affected the education sector. This situation was aggravated when the volume of foreign aid started to decline at the peak of the crisis, in 1982/83. This meant that the government commanded less resources for both recurrent and capital expenditure. It was forced to reduce its spending for education.

At primary school level the major financial responsibility has been shifted from central to local governments with a drastic decline in quality. At higher education levels schools have had to do with fewer books, journals, chairs and stationery. Parents at all levels have been asked to pay at least some of the costs of their children's education. Some parents are unable to meet these costs, resulting in an increased drop-out rate.

As a result of these conditions the Ministry of Education has been forced to make compromises both with donors and with the Tanzanian public. "We are now going more for technical assistance experts even when it is not necessary, because of the greater assurance of a continued flow of donor resources", remarked the Director of Adult Education in 1988 (Tanzania Country Study).

It also appears that the issue of equality has been shelved somewhat during this period, an unfortunate occurrence given the plight of Tanzanian women, discussed in the following section.

### 4.3.3. Gender Equality

Women constitute 52% of the country's population. Women in the 15-42 year old age group are the backbone of the domestic economy. Nearly 87% live in

rural areas, where they perform a large share of the agricultural farming activities and nearly all of the domestic chores, often walking long distances daily to gather water and firewood. While the level of agricultural technology is low, women generally have less access to improved technology and inputs and technical services than do men. Their access to credit is constrained by the traditions which make men the holders of land.

In 1966 women constituted only 6% of all wage and salaried employment, increasing to 15.6% by 1980. The formal labor force has a tendency towards sex segregation. In 1980 about 20.1% of middle and high level categories were occupied by females. The proportion of women diminishes in the decision making and professional categories where, in 1985 only 69 out of 538 managers were women.

Sex discrimination is not officially allowed in employment, but it does have a hidden impact on women's opportunities in the wage-labor sector. Studies have shown that employers discriminate against women because of their reproductive role and do not often provide time for breastfeeding and child care centers prescribed by law. In addition GOT tends to transfer husbands without consideration of the family situation, impacting women's opportunities for professional growth and promotion.

The private, informal, economic sector is today dominated by women. Women's small scale economic activities and enterprises are growing in number and size, also employing other women. It has been estimated that some of these enterprises can bring in a monthly income 10-15 times the official minimum wage.

The participation of Tanzanian women in the national decision-making processes does not yet correspond to their role and contribution in production and reproduction. At present only 10% of Tanzanian women are members of UWT. Women MPs have never exceeded 10%. Women Cabinet ministers have never exceeded 25%, while only one woman has held the post of Principal Secretary. The number of women directors in government ministries and parastatal organizations has been increasing, but is still very small. The number of women in leadership positions at Regional, District, Ward and Village levels is not impressive.

Educational inequality, the unequal division of labor, socio-cultural and political patterns limit women's participation in decision-making throughout Tanzania.

### 4.4. Description of IDM's Proximate Environment

#### 4.4.1. Influence of External Governing Bodies and Donors

IDM's proximate external environment is influenced most directly by the MLMD, the Governing Body, SCOPO, NAMDAC, the Ministry of Finance, the Tanzania Audit Corporation, Examining Bodies, public and private clients and donors. (see Chapter 2 for description of formally established influence structure.)

In terms of forward planning for the Institute, based on the School Review and the interviews conducted, IDM faculty perceive that with respect to influence on planning of instructional programmes, the Certification Board has the most influence, followed by the Governing Body. Donors ranked third, clients fourth and MLMD eight with respect to influence. In an ideal world, they thought the current influence exercised by the Governing Body, Clients and MLMD was about right. However, they thought that the influence exerted by the Certification Board and donors should be significantly decreased.

A number of the external IDM clients and GOT representatives indicated that they thought the current IDM Governing Body was doing a good job and exerting considerable influence on developing IDM toward a more open culture and innovative climate.

A fairly large percentage of those interviewed thought that IDM should have more autonomy, particularly with respect to MLMD, SCOPO, NAMDAC and the Certification Board with respect to forward planning and curriculum design and development.

Perceptions of most external interviewees were that MLMD takes a fairly "hands-off" approach to IDM, unless there is a crisis. Some thought this was appropriate (in essence agreeing with faculty that a low key role at least in influencing instruction was as it should be). Several of the most senior GOT representatives interviewed thought MLMD had been lax in its participation on

the board, in working appropriately with donors and in assuring that leadership, finances, facilities, programmes and services were of the desired quality.

4.4.2. Influence of NORAD

It is unclear if NORAD actually has a policy in relationship to IDM. In many ways NORAD's general policies for development aid, as well as policies for aid to Tanzania do not fit the type of assistance to IDM. This has probably been one of the internal issues within NORAD, which has had consequences for NORAD's behavior vis à vis IDM. It has also had consequences for the work of several expatriates.

Since NORAD's policies have been rather ambiguous, or at least unclear, the NORAD Dar office has been rather reluctant to plan an active role influencing IDM policies even within the areas where NORAD plays a major role. NORAD's role is by most of our interviewees expressed as "cautious", "gentle", "generous", "unclear, but positive". This has also led to confusion within the expatriate community. "What do I represent?", "What is my authority?".

Several expatriates have felt that the leadership of NORAD-Dar either has been uninterested or directly negative to the support of IDM. One expatriate says "All NORAD reports on Tanzanian development projects indicate that management is a serious problem. We have pointed out that IDM could serve a useful role within other NORAD projects. It has never been picked up (except for the use of IDM consultants which has been very positively received)".

NORAD has had no active strategy of influencing IDM policies (except for saying no to support programs NORAD disagrees with, e.g. the Masters programs or Ph.D. fellowships). This policy of "no intervention" is a general NORAD policy in its development work. NORAD has had a minimum of contact with senior officials within the relevant Government bodies, has spent a minimum of time at IDM and not involved itself in any internal affairs. One example: In spite of the fact that there was major concern about the Leadership of the institution (seen as a major problem for the implementation of NORAD's work), NORAD made no attempt at openly discussing this with policy makers, and through dialogue and communication influence the Ministry's decision (e.g. to suggest criteria for the top leadership position and to ask for open and fair competition for the job).

Evaluation data indicates that MLMD has missed the opportunity of having NORAD as a dialogue partner ("but it is never too late", as one representative said). Our information indicates that some of the expatriates at IDM have had considerably more contact with the Ministry and key parastatals than with the NORAD Dar office. This would have been essential also for NORAD in relationship to its own key priorities within development aid. One example was given to the team: IDM's policies and practices in relationship to female participation has so far not been encouraging. An important part of NORAD's development policy is assistance to women in development. Through a dialogue with the key decision makers this issue could have resulted in new programs beneficial to both parties.

NORAD influences policies at IDM through its formal participation in the Steering Committee for the Qualitative Improvement Project, the Rehabilitation Committee and through the work of its expatriates (formally placed as "Head of Departments". In many ways NORAD-Dar plays an active formal role in the project.

The major argument is that NORAD's strategy for working with IDM has not taken into account IDM as an organization. "You have to understand how this organization functions before you decide how you want to intervene". It is not a question of influencing/not influencing policies. By being the major donor you are clearly influential. The question is "toward what goals and with what means".

4.4.3. National Needs for IDM Products (Quantity and Quality)

The following quotation is from a former IDM faculty member who spoke strongly about the quantity and quality of IDM products required by the country:

> "No one has well defined the problems and needs that IDM should address with its training. This should be the next step after this evaluation. A team composed from MLMD, IDM and perhaps a knowledgable outsider should do this. It would be useful if NORAD could push for and assist with this. It is not the faculty who should arbitrarily define the needs IDM should address. IDM should not be a University. We are producing expensive miseducated people. Certifi-

cates and diplomas should be the emphasis. The needs for a strong curriculum in public administration are critical. Masters programmes are foolish. They do not meet a broad set of needs. Unfortunately, the intellectual grounding of faculty and students is in the outside, rather than taking from the outside and adapting it to the real Tanzanian situation. A building needs only one architect, but many builders. We are in danger of encouraging over training to high levels. GOT cannot employ all these people and the private sector needs and wants more people with basic hands on skills. We have needs for a greater quantity of output at the certificate level. Output must be practical and problem-solving oriented."

A high level GOT official also indicated he thought the greatest needs in the country were for well trained public administrators to serve the regions and local governments and for people well trained in business to practically serve parastatals and the private sector. He indicated that the quantity of IDM output currently wasn't nearly great enough to meet the demand and that emphasis should be at the certificate level, including introduction of a number of one year courses to meet the real needs.

Yet another former IDM employee indicated that IDM had changed its mission in the wrong direction, moving toward a posture of "where do we fit with the university, rather than how do we fit into the nation's needs". He thought much was being lost by this departure.

Overall IDM got mixed reviews from external clients in ability to qualitatively meet the needs of the country for trained human resource, consultancy, short courses and research. One person commented, "we get what we put in! They come back very much better". The theme of lack of practically skilled output and lack of people coming out with a working knowledge of GOT laws, regulations and procedures was emphasized by many.

IDM has practically no competition within Tanzania, and students are competing to come to IDM. With no real competition, and no danger of not surviving, incentives to improve are probably moderate.

Overall there appears to be strong felt need on the part of all external clients (see list in appendix) for the following from IDM:

- Tanzania grounded practically trained individuals, with a particular emphasis on training more people, for shorter periods at lower levels

- Increased attention to a systematic consultancy programme
- Increased short course offerings in many course areas

Only one interviewee specifically mentioned a need for MBA/MPA graduates for his organization.

As reflected in a score of 3.0 out of a possible 5.0 on the question of the degree to which IDM establishes its goals and strategies cooperatively with client groups, external clients appear to believe that IDM needs to involve them much more in determining the real country training needs.

However, in terms of the perceived importance of IDM to the needs of the Tanzanian society and country, the external interviewees gave a combined rating of 4.1 out of a possible 5.

Some interviewees thought that being a part of a rather cumbersome, bureaucratic set-up impeded IDM's ability to really identify and respond quickly to their real needs. (Management by circulars and instructions.)

All but one external interviewee thought IDM was not satisfactorily meeting the country's needs for full, active and equal participation of women in socio-economic development. While many identified barriers within the larger society and GOT structure and procedures as the problem, several mentioned specific actions that could be taken to improve the situation such as:

- increase the dormitory facilities
- make it deliberate policy to admit more women and set up remedial courses if necessary to help them meet required quality standards
- re-orient programmes to lower levels and more women will be helped, rather than going for Master's degree, which will be almost all men
- diversify programmes and include more offerings for personal secretaries, office managers, school principals
- consider instituting programmes to help women help themselves. At present they often think too small, don't realize their potential. Some type of intervention is needed to help them
- recruit more women faculty members and have those at the Institute fully participate in short courses and consultancies

A number of external interviewees indicated that IDM graduates were preferred over UDSM graduates (according to DTMA in MLMD 75% of the employers request IDM graduates, rather than UDSM). By implication it would appear that most employers are looking for new employees with a practical bias and they perceive that IDM graduates are more likely to have this than UDSM graduates. However, a number indicated that IDM graduates were still too theoretical and some worried that IDM was becoming more theoretical, was doing a poorer job today than in the past of teaching practically and that this had even more serious implications when coupled with taking in more students directly from school without experience.

While expressing the concerns, mentioned above, the majority of interviewees expressed the view that IDM has a positive image today, which could be somewhat correlated with a perception on the part of external clients and GOT representatives that IDM has done a reasonable job of meeting the needs to date.

However, by reading the interview results carefully, one is struck by the sense from these interviews that IDM is doing less well today in meeting the needs than it was perceived to be meeting them in the past, particularly with respect to teaching. An exception to this is short course delivery and IDM has never had, nor been perceived to have done well in meeting the research and consultancy needs.

Faculty and student views of the ability of IDM to meet the needs of external client groups were compared with those interviewed from the external environment. Faculty in general seemed to think the curriculum was more relevant to Tanzanian needs than did students, but were not satisfied that they were adequately meeting the needs for practically oriented student output in the quantity required by the country. Nor did they express the view that they were doing enough research and consultancy resulting in localized materials.

Students were very concerned that they would leave IDM as "half-baked professionals". All but one said they were getting only theoretical training and would require considerable on-the-job training from experienced professionals. One said "this is not what we are getting here."

A deficiency in the quantity and quality of people with action oriented management skills has been identified by every major manpower study in the country since independence. These trained people are needed for every sector and for every level of society. Specific numbers associated with the needs from different studies are somewhat meaningless to report in light of the tremendous human and financial resource constraints facing the country. The major findings of significance from these studies and a trend line projection of GOT hiring ability in the future, the largest needs for improved performance of the private sector and parastatals is that the largest quantity needs are at the lower levels in terms of basic managerial and business skills development and there remains a tremendous unmet need for short term inservice practical business and managerial skills and knowledge.

### 4.4.4. The External Funding Environment

As stated in Chapter 2, the GOT ministries, parastatals and local governments and NORAD are the primary sources for IDM funding. IDM takes in a small additional amount from Tanzanian privately sponsored trainees, sponsored trainees from other countries and consultancy and training conducted for donors other than NORAD. The Chairman of the IDM Board indicated that IDM's public clients are in arrears.

In terms of funding the employment of IDM graduates, again the predominate users are the GOT and parastatals, although with recent changes in economic policies more former IDM graduates seek employment in the private sector. This trend is expected to become greater in the future, if IDM is perceived to offer training programmes that will really meet the needs of the private sector. Given the magnitude of demand already existing in the public sector for trained human resource and the comparative advantage relative to the skills of existing IDM faculty, it would take a major and deliberate restructuring of IDM for it to meet the training needs of the private sector in the near and even medium term, other than by default.

Without exception the external clients and GOT representatives interviewed were generally complementary of and appreciative for the funding support received over the years from NORAD. One comment repeated was that NORAD

was the donor which had most consistently and flexibly assisted the country. There was concern expressed among a number of the interviewees that NORAD might restructure its assistance to Tanzania after 1992 in such a way that the end result could be either the death or waning of IDM. Several indicated that donors should sustain the activities they begin and reflect themselves the long-term commitment required to bring about lasting change.

There is general concern about IDM without external support. This goes for both the external clients as well as the faculty and administration at IDM. NORAD, in fact, is so vital to IDM's operation that some indicate that major programs "will have to close down", or the institution would be without the most necessary learning resources. Some are worried that IDM probably has become too dependent on external assistance from NORAD, and argue that there should be more than one donor (due to the insecurity of NORAD possibly withdrawing).

A high level Government representative said, "the trend now seems to be with trouble at home, you desert your friend. This period with donors for us is one of confusion, making it very difficult to plan and count on at least concerned friendship. This is compounding an already difficult situation. IDM will sustain without NORAD, but it would be a major disruption."

Another Government representative indicated that without NORAD support IDM would have been closed and it is not sustainable today without donor support.

One interviewee indicated that IDM would sustain without donor support, but would have to make due with programmes in public administration, accountancy and traditional business administration. He feared the commercialization of a school such as IDM, with respect to meeting the real needs of the country versus meeting predominately the needs of those who can pay.

While NORAD is and has been the major external donor, Denmark and Finland made large early contributions and at various times the British, Canadians and U.S. Governments have provided funding for scholarships and materials.

**4.5. Issues in the External Environment**

1. IDM faces a number of significant barriers and constraints, probably largely beyond its control from the external international and regional environment. Sources of capital on loan or grant are diminishing and outward bound payments to the wealthier nations are increasing. Donor flight in the face of trouble at home and shifting back home political priorities and funding fads is at odds with the notion of creating sustainable development.

   While some of the developing countries' current difficulties (Tanzania among them) is of their own making, these young, fragile nations have far less capacity and resources to withstand disruptions of the type they now face, than when times are better.

2. There is a significant lag time in making judgments about "real" effects of development inputs. Observable, tangible results often take one or two generations. Economic upturns usually have their roots in actions taken several years previously. Witness Tanzania's recent listing among the African countries showing improved economic performance, while the so called crisis period it experienced during the early to mid 1980s (a basket case) and its internationally loudly voiced denunciations of the IMF probably brought more international negative attention to the country from certain western donors than its performance deserved when judged within the total African context.

   The issue is whether Tanzania and the performance of its institutions, such as IDM, because of its so well publicized stance on grassroots development during the Nyerere era, is today judged by more critical standards than other developing African nations.

   For a period Tanzania bashing became a favorite activity among the donor and international financial community. (A still classified World Bank report describing some of this as well as its consequences to Tanzania may help to bring some rationality and objectivity to the review of fits and starts of Tanzanian development.)

   At issue in terms of this evaluation may be how fully and carefully has NORAD analyzed its historical reasons for and responsibility to its involvement in Tanzania in light of what has been learned about the requirements for creating sustainable development.

3. Compounding the international forces have been the regional difficulties experienced by Tanzania's neighbors. The issue to be explored is whether IDM has the potential to become a more pro-active player in creating management capacity and improvement within the region, and what are the trade-offs given the tremendous national needs in terms of quantity and quality of output, for it actively seeking to become more regionally involved.

4. How to off-set the effects of an over-all foreign exchange and cash flow crisis within GOT is at issue in terms of late fees payment for students to IDM, ability of GOT to pay the real costs of training students at IDM without donor assistance, the low salaries paid to IDM faculty forcing a "juggling" act just to survive, how to mitigate against individual economic enhancement, and how to lower expectations of the nation and various

interest groups of what can realistically be achieved in today's environment.

5. How to set priorities, within resource constraints, so as to meaningfully impact the country's quantitively and qualitatively large needs and demands for management improvement.

6. How to meet the needs of and expectations for a practically oriented IDM product able to deliver the goods in light of resource constraints, faculty perceptions of their role and available incentives, lack of real world management practical experience on the part of most faculty, increasingly less experienced student body and the tug and pull of already existing "interests" on the part of current IDM clients to get their needs met in expanded ways in the future?

7. How to reward well qualified local expertise well enough when faced with having to import much more highly paid external technical assistance in order to keep donors interested?

8. How to systematically catalyze and design IDM improvements in staffing, student body, curriculum and placement so as to serve the country's stated objective of full and equal participation of women in development?

9. How to develop a systematic and ongoing needs assessment process and dialogue with IDM clients and then interface this with continual revamping and improvements to instructional practice and materials development?

10. How to balance the increasing demands for more students in a diverse set of areas, with needs to conduct inservice short courses, do research and consultancy?

11. How to address the external environmental influence questions. How much autonomy should IDM have? How much should the various Governing Bodies have? Who will decide? Will there be a reorganization shortly and what will be its real potential consequences?

12. How does the donor best fit in? Will NORAD continue its assistance to IDM over the long term in light of sustainability concerns? What role does NORAD want for itself in the decision-making and influencing structures at IDM and within Tanzania at large? Will NORAD be satisfied with a less direct role in influencing IDM instructional modes as requested by faculty?

13. For financial reasons will IDM choose to address their programmes largely to those who can pay, or attempt to strike a balance between national development needs for human resource development and the wants of paying customers?

# CHAPTER 5: THE GOAL SUBSYSTEM

## 5.1. Description of Over-All Mission

The official statements of IDM Mission are contained in Chapter 2, including an interpretation by MLMD focusing on the notion that "IDM was to be a practical place."

Basically IDM is defined as a professional institution preparing personnel for middle management positions in Tanzania. While the official statements and official interpretations of the Mission have remained fairly clear and consistently stated, there has been a consistently observed conflict (this evaluation study, ESAURP DSM Study, NORAD Project Appraisal Reports) throughout the life of the Institute between professional and practical goals on one hand and traditional academic aspirations on the other. Senior GOT officials external to IDM interviewed in the course of this evaluation frequently stated that they saw no or only a small place at IDM for MPA/MBA programmes within the context of its original mission. One senior official indicated that given the current IDM resources - human and financial - there was little possibility "that the programme would really materialize in the near future, unless there was a major input of outside donor assistance, including expatriate teachers". Both he and other high level representatives of the Government emphasized the importance of diversifying to include more one year programmes and putting emphasis on training more practically oriented lower-level cadre, along with increasing the capacity to conduct practical inservice short courses.

One interviewee emphasized the importance a strong IDM would play in the new economic directions of the country and argued for a business school approach with a strong research programme. Several other interviewees agreed with giving more emphasis to the research component of the mission as long as it was practical, problem-oriented research that fed into teaching, materials development and consulting.

Responses from the parastatal clientele group emphasized the practical training aspects, as well as the need to strengthen consultancy services, particularly for the parastatals.

One senior official indicated that there has been a lack of consistency relative to the demands made on IDM and that this was a problem. He said IDM does its best to respond, but given that the Institute doesn't have the resources to be all things to all people and the GOT does not do long range planning, results are ad hoc and unplanned. He also indicated that IDM's mission has been distorted. He agreed with a number of the other senior officials who indicated they thought IDM wanted to be a university, even though they know what they are supposed to be, but they do not like it. A former IDM employee also stated that he thought IDM administration and faculty were also thinking too much university.

At least three different approaches to mission, goals and future direction emphases emerged from the various client groups interviewed:

Practical, Downward and Outward Model

This approach would have IDM devolve downward and outward to particularly meet needs for public administrators in ministries, regions and local government. It would diversify offerings and tailor them to jobs, offering more one year courses and more offerings appropriate to inclusion of women. Also would include extending and expanding inservice training short courses and the development overtime of practical programmes designed to meet the needs of the private sector for mid-level managers.

Business School Model

This approach would give more emphasis to training mid and upper mid level cadres trained in practical business and accountancy skills. It would emphasize the consultancy aspect of the mission. It would include development of an MBA/MPA programme to provide inservice training for trade, industry, business and public sector needs. It would also emphasize short course development and delivery, including delivery in the workplace or at satellite IDM campuses closer to the workplace, for example Mbeya, Mwanza etc. Emphasis on new information technology, particularly computerization would be a stronger future desire.

(Some version of this model was most often described by senior parastatal officials, and also has strong support within the IDM faculty.)

The University Approach

This would allow IDM to evolve toward becoming a full fledged university. It would require putting considerably more emphasis on theoretical research and teaching aspect of the mission and would not include the downward direction and diversification called for in the first model.

(This model seems also to have some support among IDM administrators and faculty. It is somewhat unclear if it is the model, or the privileges and benefits assumed, that is seen as attractive.)

The choice among these models will shape the approach to the curriculum. It will also have effects on selection of faculty, will influence the kind of graduates produced, and will eventually determine the identity of IDM.

Choosing a "University model" means that emphasis will be placed on the field of study as a science. This approach is basically discipline oriented. In sciences the most important issues are principles and techniques. Instruction will therefore emphasize the underlying principles of management. The objective is not primarily to train students to solve problems of today, but to train them to solve problems of the future (e.g. sophisticated methods of decision making). The curriculum prioritizes in the following order: (a) disciplines; (b) techniques; and (c) practical functions. Advanced instruction is mainly oriented towards research and theory building.

Emphasis on the "Business School model" will give techniques and functions a primary place in the curriculum, with disciplines in "third place". This approach is essentially field oriented. The object of instruction is to teach students to exercise independent judgement in dealing with practical complex and non-structured problems. Courses rely on cases from practical experience and simulation of real life problems. Management is taught as the process of defining objectives, and creating policies and practices for carrying them out.

The curriculum incorporates the human skills needed to work effectively in organizations, and emphasizes written and oral communication. It also includes working on business strategies and entrepreneurship.

Executive development programs are offered and the faculty is expected to teach in them as part of their regular duties. The school maintains a broad range of contacts with businesses and public communities.

Joint projects with businesses and public organizations will be organized, both for research and for management development.

The curriculum for the Practical - Downward and Outward Model as indicated would be heavily experiential and organized around real life problems, practices and situations. Some movement in this direction could be combined with the "Business School" approach.

### 5.2. Current policies

The current policies of most Tanzanian donors would be most likely to coincide with the first two approaches. Which appear to be most consistent with increasing participation, particularly of women, and evolving toward more support to the private sector, as is the case of model 2.

As best the team could determine from senior Tanzanians speaking as policy makers, GOT expects IDM to diversify its offerings and add more one year courses directed toward public administration and business training, particularly for officials at the district level. These people will be needed to replace a group of older able administrators nearing retirement. These policy-makers also expect IDM to develop a "staff college" from the IDM base to meet the inservice training needs of senior and middle managers. Only 16% of senior managers in the country have received any real management training. They clearly see the priority of IDM to be teaching and view research and consultancy emphasized only to the degree it is necessary to build appropriate curriculum and materials for teaching. They do favor experimentation with new information technologies, particularly technology such as CD ROM that would allow more country-wide sharing of library materials.

The numerical average of the respondents' scores (external respondents) when asked about clarity of mission and goals was 3.4 on a 5 point scale with a range from 1-5.

External interviewees' scores on staff committment to the IDM Mission was rated on average 3.8, with a range of 3-5. Comments in responding to this question link lack of committment in some cases to faculty needs/desires for greater incentives, prestige and more desirable living and working conditions.

Faculty identification of major objectives of IDM showed that there is a considerable degree of consensus among Faculty about what the IDM objectives are - and how well they are met:

1. Teaching long courses is the number one priority, and faculty feel quite satisfied with the extent to which the objective is met.

2. Consultancy receives nearly as many responses as either the second or third priority, however, this objective is very marginally met.

3. Research receives about the same number of responses as either the third or the second priority, however, the staff again feels that this objective is not met.

4. One out of four faculty members feels that "Short courses and seminars" is the fourth objective, and those who mention it feel that this objective is met to a considerable degree.

The general impression is that the faculty experience IDM basically as a training institution but would, however, like to see the institution performing better in terms of consultancy and research.

Student identification of the major objectives of IDM showed that students are concerned about the overall objective of "developing dedicated and qualified professionals". Words like "example", "academic standard", "improve performance", "effectiveness" are often used. Students are also concerned about the intermediate objectives ("climate", "take care of each other", food etc.).

In summary, while IDM has a fairly clearly stated mission, it is ambitious and broad. To execute all aspects in quality fashion would be difficult, particularly in a resource constrained, high demand environment. There is not a clear consensus among stakeholders as to which aspects of the mission should be most emphasized now and in which direction IDM should evolve. It is a rather

classic case of periodic compromises worked out within the broad framework of the act to juggle the competing interests of various stakeholder groups.

### 5.3. Policy-Making

Broad goals are established by the parameters of the Act. The Principal's role appears to be the most powerful with respect to controlling the policy-making apparatus. He and his staff, serving as secretariat to the Board, control the timing, agenda and background documents. He is also a primary information filter, gatekeeper up and down the system.

The MLMD has more policy-making and interpretation power than it has chosen to use in recent years, issuing few circular, directives and policy interpretations. NAMDAC has also taken a fairly low key role, partially because of professional respect accorded the IDM faculty in academic matters.

While SCOPO policies greatly impact IDM morale and motivation, its policy making is universal to the parastatal sector and not particular to IDM. It is more a question of how IDM can use its influence with SCOPO indirectly as it provides consultancy or short courses, advocating changes that may ultimately benefit the entire parastatal sector.

The Governing Body could potentially exercise more pro-active policy-making power over IDM than it appears to currently. The relative powers and formal and informal influence patterns among the roles of Minister MLMD, Chairman of the IDM Board and the Principal should all be examined in relationship to each other. In addition, the relationship and linkage of these actors to the central government policy-making apparatus the Offices of the President and Prime Minister are critical in determining what policies are established.

In terms of external feed-in from clients in policy making, survey respondents rated this 3.0 on a 5 point scale, a fairly moderate/low response. They commented that the Chairman of the Board has tried to establish meetings with clients, but not enough clients have responded and these sessions have tended to be more for public relations than serious needs assessment and direction setting. The question asked regarding open and functional communication channels among all parties (Ministry, Board, management, staff, students and workers) was rated even lower at 2.9.

We have already described the unclear NORAD role in policy making. When asking Faculty about the role of NORAD (external donors) in decision making, the score was 3.47 on a scale of 1-5 (No influence - Much influence), and as related to the Ideal state of affairs, the response was 3.11; about the same or having a somewhat lesser influence.

### 5.4. Description of Priority-Setting

From the previous discussion, it becomes clear why priority-setting is frequently ad hoc and highly dependent upon individual initiatives and personal influence. Given the lack of consensus concerning which aspects of the broad mission to emphasize in a high demand, resource poor environment allows formation of special and individual interest groups to chain up and down the system and attempt to influence for its particular priority.

This report includes a number of examples of how this has occurred historically. The decision to establish the MPA/MBA programmes is but one example where certain interests at several levels of the system joined forces to establish this as a priority, even in the face of some strong opposition by GOT and NORAD. The Evaluation Team notes that the MPA/MBA programmes are in demand, and several parastatals are currently sponsoring students for these degrees.

The one area where there does seem to be general consensus among all levels is that IDM should expand its inservice short course offerings. This consensus appeared to have emerged or evolved from the original work done by the Standing Training Team and while there are differences of opinion about how to best operationalise this, there is general agreement it should be an immediate emphasis.

### 5.5. Issues in the Goal-Setting Subsystem

1. No clear consensus exists on the part of the stakeholders about the balance and which aspects of the mission need most urgent attention, as well as in which direction IDM can realistically evolve to best meet the country's needs.

2. The relative policy-making roles of principal, chairman of the board and Minister of MLMD and the relationship of these roles to the central

policy-making apparatus in the Offices of the President and Prime Minister appear unclear and lack formal linkages.

3. There is not a systematic approach to gathering feed-in from IDM clients about their needs and no process or forum for consensus building on relative importance of various aspects of the mission and goals (a role to be played by the Governing Board).

4. The communication system relies heavily on informal exercise of power and influence over goals and directions.

5. A long-range formalized strategic planning process does not really exist, even though IDM has produced a corporate plan and there are other strategic plan documents. The emphasis here is on the lack of a process. This problem is true not only for IDM but for most of the GOT operations as well (according to several respondents). This results in priority setting being ad hoc and open to manipulation by individual initiative and influence.

The Evaluation Team has established a fairly high standard in respect to goals. IDM is by no means the only institution of higher education that is lagging behind such a standard.

# CHAPTER 6: LEADERSHIP SUBSYSTEM

## 6.1. Description of the Leadership Subsystem at IDM

Every study conducted on quality management training institutes identifies "strong, effective leadership" as critical to the institutional performance and sustainability. While what characteristics and behaviors are essential to "strong, effective leadership" continues to be debated in development management literature, everyone agrees that if you do not have it you cannot succeed.

The evaluation team chose ten factors it considered critical in defining what it meant by "strong and effective leadership". These were:

A strong effective leader:

1. Sets clear expectations.
2. Can paint a future vision for the organization and explain and sell that vision to his/her subordinates.
3. Establishes behavioral norms that encourage high quality performance and integrity.
4. Understands motivation and can use a variety of motivation techniques to stimulate excellent performance in subordinates.
5. Establishes and catalyses a healthy working climate, within which people are energized, enthusiastic, motivated, volunteer and participate. He/she can mobilize human resources to quality action in relationship to the organization's goals.
6. Defines and sets appropriate performance standards and rewards performance in relationship to the established standards.
7. Defines outcomes expected with respect to quality and quantity of product to be produced.
8. Has positive influence skills and can understand and pro-actively influence the external environment to assist the organization to meet its goals.
9. Orchestrates, negotiates and balances internal and external "political" forces and interests striving for appropriate compromises and consensus among stakeholders.
10. Builds a cohesive leadership team.

On the basis of the evidence collected by the evaluation team, IDM does not currently nor perhaps has ever had "strong effective leadership" able to meet these criteria (according to our interviewees).

External interviewees asked to rate IDM's leadership (Principal) on average gave it a score of 2.9 on a five point scale. Senior GOT officials indicated leadership has been weak for the last ten years and it is critical that the institute develop criteria for and recruit suitable leadership, if it is to reach its goals. It was also suggested that the person should be trained to manage an institute such as IDM, which requires skills far beyond those necessary to being a secondary school principal, teacher, professor or civil servant.

A few external clients of IDM commented that the only criteria for judging the IDM leadership performance is whether or not there are commotions and riots. One commented that, "as long as we do not hear of commotions and riots among students or staff in public news media, we tend to think that the leadership is doing its job well above average".

Viewed in totality the School Review Results from IDM Faculty and Students clearly indicate that IDM Leadership is not meeting the challenge to provide "strong effective leadership" in nearly any dimension, with the possible exception of some aspects of 8. and 9. above, concerning negotiating and politicking with the external environment and attempting to balance different interests. (See Appendix E for complete School Review Results).

On a 5 point scale faculty rated the current situation with respect to leadership at IDM in general, i.e. the administrative leadership team, as follows:

<u>Problem Solving</u>:

When conflict arises, the members, as a whole, face the issues and work them through with the affected individuals/groups - Score: 2.18

When a decision is made, it is clear when it is to be carried out and by whom: - Score: 2.52

Faculty members' suggestions have a recognizable impact on administrative decisions: - Score: 1.98

Leader Behavior:

Degree to which the formal leaders maximize the different skills found in the faculty: - Score: 2.67

Degree to which the formal leaders display a strong interest in improving the quality of the educational program: - Score: 2.79

Degree to which the formal leaders coordinate effectively competing interest in the faculty: - Score: 2.46

Degree to which the formal leaders show a real interest in the welfare of faculty members: - Score 2.46

Degree to which the formal leaders develop a sense of common purpose in working with members of the faculty: - Score: 2.68

Overall, faculty thought IDM leadership tended toward rigidity, authoritarianism, tradition and inconsistency. They saw the climate created by the leader's behavior to tend toward suspicion, individualism, non-support, routine and rigid, rather than innovation, collaboration and trusting. These tendencies are supported by a number of written and verbal faculty comments. However, there are also other more positive views among some faculty members.

Faculty was very critical of the situation with respect to open communication, rating the question about receiving adequate information about changes affecting them at 2.92 and the quality of communication they have with administration at 2.32.

In terms of clarity of faculty's philosophy and what that philosophy means in practice, the ratings were 2.6 and 2.4 respectively.

When assessing the Principal, the faculty comments from the School Review (see Appendix E) express widespread dissatisfaction. They include statements such as:

- "We need a committed leadership"

- "The head is uninterested in IDM"
- "We need professional leadership"
- "Top management is very insensitive to issues pertaining to IDM"
- "The leadership lacks sincerity"

The past year shows a pattern of senior, well-qualified faculty leaving the IDM and while the team cannot validly state that these departures were due entirely to poor leadership (some of the leavers obtained promotions and more lucrative positions elsewhere), the evaluation team's findings indicate that it could be an important consideration. Evidence of this comes from statements by former faculty that they would return if the situation would improve and by the amount of energy being expended on the part of departing faculty to call the problem to the attention of policy-makers and decision-makers, energy that would most probably not normally be expended in the course of a career progression job change.

Students expressed even stronger views about poor quality leadership than did faculty. (See Appendix E, School Review Results).

With respect to administrative decision-making they rated the statement, "when a decision is made, it is clear when it is to be carried out and by whom" at 2.34; and the statement "students' suggestions have a recognizable impact on administrative decisions" at 2.06.

In terms of communication with administration they gave a 2.49 rating to the statement, "I feel free to express to the IDM administration my opinion about issues which concern me," and a 2.38 rating to describe the quality of communication they have with the administration.

Given that "strong effective leadership" should result in quality service to students, the student School Review results are depressing. The following ratings were given:

The classrooms are well-maintained: Score: 2.58
The buildings are well-maintained: Score: 1.84
The living environment is adequate: Score: 2.03
The food is good: Score: 2.0
The water supply is satisfactory: Score: 1.68
The buildings are clean: Score:2.11
The Estate Management is doing a good job: Score: 1.84

Student comments on climate were strongly worded, e.g.

- "The administration is not good"
- "Management should be more flexible"
- "There is misunderstanding between principal and students"
- "Students' grievances are not taken into consideration"
- "Management neglects most of students' affairs resulting in:
  - poor cafeteria services
  - poor sleeping conditions
  - poor facilities"
- "Management is not practicing the theory taught at IDM in running the Institute"

In summary, IDM leadership may not be adequately meeting any of the necessary criteria for "strong and effective leadership". What is occurring today at IDM with respect to "modeling effective management performance" may be serious and counterproductive to the theory and practice IDM is supposed to be instilling in their students. The "hidden curriculum" may be teaching as many undesirables about what you can avoid doing and get away with, without negative consequences; as the official curriculum exhorts behavior of a different type.

### 6.2. Issues in the Leadership Subsystem

1. IDM Principals have historically been poorly recruited and selected. Data shows wide-spread dissatisfaction with the performance of current leadership, including lack of trust, ineffective services and a top heavy organization. The issue is how to stimulate the system to solve both the immediate need for change and develop the appropriate criteria, process and monitoring mechanisms to break the historical pattern and prevent its future reoccurrence.

2. Implied in issue 1 is a question of how IDM Leadership in the future can develop leadership and management style, skills and behaviors appropriate to managing an academic service organization, rather than a bureaucracy.

3. As implied in issue 1 is a question about developing appropriate mechanisms for trust-building, including a truly open communication climate.

4. Finally, the issue of what process and/or mechanism will or can be used to begin to stimulate the appropriate leadership, managerial and climate changes required for IDM to dissolve the "hidden curriculum".

# CHAPTER 7: STRUCTURAL SUBSYSTEM

## 7.1. Description of the IDM Structural Subsystem

### 7.1.1. Internal Roles

The formally established organization charts and schemes of service can be found in Appendices F and G. The historical evolution of the current structure was also described in Chapter 2. It should be noted that at IDM, as with many other organizations reported upon in the literature, the problem rests not so much with the formal system structure, as it rests with the human-social actions and processes within that structure. Most organizational change and development undertaken historically at IDM, has appeared to operate under the assumption that changing the organizational chart and role statements will cause behavior change. In fact of historical evidence these types of changes, while often the easiest to make, rarely solve the problems and often exacerbate the situation, because energy goes into the reorganization that might be directed toward doing what really needs to be done.

This is not to deny that developing countries like Tanzania do have a need to evolve their structures to forms appropriate to their situation. Given that the existing structures were heavily shaped by colonial structures that may have been functional at home or for their purposes, may or may not be appropriate to the situation and needs of a country such as Tanzania now.

Also dramatic structural changes, for example moving from a top-down, hierarchical, bureaucratic structure to a flat, matrix structure requires more than rewriting the organization chart. The organization chart will "allow" or "authorize" the opportunity for making this happen. But without many other process interventions and behavioral support systems, it will not happen.

Our examination of the role and organization chart component of the subsystem indicated that there is a serious imbalance between the numbers of positions established for administering the institute relative to numbers of faculty providing the "real" goods and services. While saying this it is recognised that managing IDM is more than managing a non-residential college of this type and

given IDM's location away from other sources of goods and service certain things, such as transport, must be provided.

The organization as a whole is heavy and requires an indepth managerial review on the administrative side with respect to positions, functions and schemes of service. For example are all employees really fully employed? Are their services being provided (or not provided) that administration and faculty could, should or do already by default? Can some administrative services be moved out from under the principal's management, for example food service, and perhaps even be contracted out?

At present, while not really required in the schemes of service too much power over facilities and resources is concentrated in the hands of the principal and the director of studies. Roles, job descriptions and practices should be examined to determine whether more can be decentralized to the department level (for example putting teaching equipment and supplies in the hands of those who most need them.)

As indicated in the section on the goal subsystem the lack of consensus about the degree of emphasis to be placed on the various mission components-teaching, research, consultancy and short courses, coupled with the varying incentives attached, frequently places faculty in a position of juggling without formal guidance or leadership, resulting in individualized priority setting and ad hoc-ness.

In addition to the formal structural organization and roles, it should be noted that the historical male/female division of labor with respect to roles and accompanying attitudes about women's proper place is clearly working against increasing the numbers of women administrators, faculty members and students at IDM. For example women faculty members reported that at IDM gender determines who gets promoted (males), who gets selected for outside studies, who gets to participate in consulting and short courses where monetary incentives are greater, and who carries the burden for assuring that daily classes are met and routine administrative duties are conducted. Women as a class at IDM think they are regarded as second class citizens. Others note that all female lecturers/teaching staff at IDM (except one) have been given scholarships to study abroad, and that according to IDM's Scheme of Service for Academic Staff gender should not be considered in promotion cases.

It was reported by some women interviewees that IDM administration will only accept married women faculty, and have turned away qualified unmarried female potential faculty members. However, others note that 6 of the women lecturing at IDM today were hired while they were still single.

Several female students and faculty state that an unhealthy double standard and considerable sexual harassment by male administrators and faculty relative to women faculty and students has developed. Women students who do well are frequently accused of having done favors for faculty, and because of the climate some women who do poorly resort to offering favors to male faculty in exchange for passing marks.

These are very serious charges. As the Team had few female respondents to the School Review, and also a limited interview sample, the Team cannot judge how representative these charges are. We can only report that individuals interviewed, as well as those present during group interviews, claimed that such practice does take place.

7.1.2. External Roles

We have already discussed the degree to which NORAD influences IDM's policy. In this section we shall think about the structural implications of working on an on-going basis with an "external consultant" - and funder.

1. NORAD operates with expatriates integrated in the IDM organization (as Heads of Department). They are, however, not a genuine part of the IDM organization. They are paid on a totally different scale (this is clearly necessary. However, it can be questioned if an expenditure of close to the entire Faculty salary budget for one expatriate is a reasonable use of resources). Several persons indicate that the "expatriates are running a parallel organization". Expatriates express the view that "from time to time this is the only organization that is working (e.g. printing, copying, etc.). In principle the expatriate is part of the formal line organization (i.e. "Head of Department"), however, in practice they operate a separate parallel system. Should an expatriate function as an external consultant or as a line staff member?

2. The "coupling" between a Funder-role and a Consultant-role is questionable. For a consultant to be effective it must be based on a need for his/her services. This must be clearly separated from where the money comes from. The present system may well lead to a totally unreal assessment of the type of external advisory services needed. In other words: IDM may swallow inappropriate consultant services because it is the best way of guaranteeing other needed resources. Our data indicates that this may to some extent be the case at IDM.

3. Structurally, the Project design was in this case dysfunctional. To allow two independent systems of Technical Assistance to exist parallel to each other in such a relatively small project (i.e. The Norwegian School of Management on the one hand and NORAD's Curriculum advisors on the other), was a very unfortunate design. This caused problems for both parties during implementation. More important: It also became confusing for IDM. That it also produced rather strange lines of communication within the NORAD system (e.g. the Norwegian School of Management reporting on a project they knew very little about, their review based on information from the Advisors whose work The Norwegian School of Management should assess!), is an internal cause of concern. IDM, BI and NORAD were aware of the problems and some efforts were made to reduce BI's role to a professional advisory role during the project period. In sum, however, BI's role in the development of IDM became much less appropriate and useful than first anticipated.

4. The relationship between NORAD Dar and the expatriates at IDM is another structural concern (set aside the human-social side of the relationship). The expatriates are both wearing an IDM hat (as Department Heads), as well as a "NORAD hat" (as foreign advisors). They do not have authority to act on behalf of NORAD, therefore the Desk officer needs to come to IDM regularly to supervise the project. Since on the one hand the same officer is involved in a series of projects and has very limited time for IDM, and on the other the complexities of working with a large institution like IDM are overwhelming, the Desk officer will be totally dependent on the information from the expatriates - as well as others he relates to. In our view this situation calls for delegation of authority in all major aspects of NORAD's work to the expatriates at IDM. Which can

only be done if they act outside the IDM formal structure (e.g. as consultants to the Project Team, which of course may be in conflict with a policy of integration). We observe a real structural dilemma which needs serious discussions with all parties involved.

The dilemma is that the external role is supposed to fulfill four functions that, in some cases, are in conflict, i.e.;

- to add professional quality and have a guarantee that expensive inputs are fully utilized call for an independent (of IDM and NORAD) consultant role with full authority over necessary means.

- to maximize the changes of implementation of new practices call for an integrated role.

- to develop programs of external assistance call for close cooperation and a dialogue among equal partners.

- to supervise the use of external funds call for an external Donor "auditor".

At present these functions are somehow taken care of, however, none of them to a satisfactory degree.

### 7.1.3. General Orders (Standing Operating Procedures)

In general, IDM is required to follow standard GOT and parastatal operating procedures. For personnel, administration, finances and transport the procedures, rules and regulations are quite clearly spelled out. Thus the question is whether the structure and procedures are appropriate to the organization's mission. A number of IDM administrators and faculty think that the rules are not geared toward supporting an academic service institution. In addition the cash flow difficulties sometimes do not allow functions and activities to take place that should under the procedures, due to shortage of funds. In terms of credibility and accountability relative to the standing procedures, as one interviewee indicated, "if you have credible people you will get results, if not you won't".

Government also has procedures and regulations for transportation, with respect to institute vehicles, personally owned vehicles sold on loan basis to staff, reimbursement procedures for use of own vehicle and reimbursement for use of public transportation. Many staff own their own vehicles and those who do not complain that IDM provided transportation is not enough to carry out responsibilities.

Because IDM is an isolated campus without regular public transport facilities, it has to rely on its own fleet of vehicles to transport staff, goods and students to and from Morogoro as well as Dar es Salaam and other places. For this purpose the Institute has created a Transport Project which is run on commercial lines. It operates three buses and it is licensed by Government to carry passengers and goods along specified routes around IDM. Students travelling by these buses pay subsidized fares. While the project has not made large profits in the past, it has nevertheless been able to meet its ordinary running costs. However, it has also benefited from the NORAD Rehabilitation Programme funds by way of spare parts and a reconditioned engine for one of its buses. The project is run by a team of staff on voluntary basis, but they are paid an honorarium for this extra work.

In the area of academic student services, IDM has written procedures for the bookshop, library, admission, examinations as well as student fees and allowances. There is currently tremendous dissatisfaction on the part of students with the fees currently being paid and the cost of the books to students. Most students indicated they could buy no more than 2 or 3 books when the syllabus requires three to four times that amount and additional copies are not available in a large enough supply in the library to meet the needs. The Evaluation Team has learned that a Committee has recommended a rental system that would allow all students full access to all books within the current allowance system. (This was also recommended by the curriculum advisors in 1987.) The proposal was turned down by the students.

The book store operates on a revolving fund basis with NORAD purchasing books and IDM selling them to students at a reduced rate. The current bookshop operation should be examined with respect to possible new arrangements that would better meet student needs. Also there have been periodic problems with having enough money available to pay transportation costs home and field attachments due students under the regulations.

7.1.4. Incentives

All evidence gathered indicates that IDM staff salaries are far too low and by most accounts allow one to live for no more than a week, unless supplementing this salary from other sources. Student allowances were perceived by students to be far too low.

Additional economic incentives are provided by the institute when faculty engage in short course training and consultancy, thus there is tremendous pressure to be included in the group picked for these assignments. (One of the biggest areas of contention with women faculty, who indicate they are systematically excluded from involvement).

External interviewees gave a 2.9 rating (scale 1-5) in response to the question, "the incentive structure supports mission accomplishment and commitment" and there appeared to be broad based recognition on the part of senior GOT officials and the Board that IDM faculty salaries were inadequate.

As a token incentive the decision was recently reached to pay electric bills for teachers.

There was also a comment that the use of non-monetary incentives, such as sincere appreciation could be increased.

As can be seen from the School Review Results (Appendix E) the largest perceived gaps in the incentive structure related to monetary compensation (2.95); consultancy opportunities (2.86); opportunities to take part in decisions (2.92) and lack of recognition for research and publications (3.25). While gaps did exist between the real and the ideal for all potential incentives they were relatively small by comparison. This data seems to indicate that if adequate compensation structures were accompanied with leadership and climate changes IDM faculty would be fairly satisfied with incentives.

In terms of students, it can be noted from the School Review data, that lack of good housing conditions (2.24), inadequate monetary compensation (2.32) and lack of recognition from teachers (3.0) were the largest gaps in incentives.

The team was not informed of any formal awards, such as merit bonuses, public recognition, awarding of certificates for accomplishment at IDM etc. However, the opportunity to be selected for outside long and short term studies, operates as one of the strongest incentives in the Institute. As can be seen from the faculty School Review data at present there is widespread dissatisfaction over the mechanisms used for selecting those allowed to have these outside opportunities, which carry both immediate economic benefits, as well as longer term benefits in relationship to promotion potential and skills and credentials to be allowed into short course teaching, research and consultancy. Women faculty at IDM thought that historically they had been discriminated against in having access to these opportunities, although NORAD has made a significant attempt to push for selection of more women, and plans to continue this policy in the future (all except one woman faculty have been on a NORAD scholarship). These external training opportunities can be very valuable, but often benefit individuals far more than the organization as a whole, in addition they are becoming increasingly expensive. A review of the costs and benefits of these programmes with an eye toward improved selection criteria relative to total organizational benefit should be undertaken.

IDM has been attempting to change the performance appraisal system, not only at IDM, but throughout the GOT and parastatals. Faculty have prepared a paper for discussion toward this end. As indicated earlier, IDM must conform to SCOPO regulations and must influence the larger system in order to be able to officially use a performance appraisal system better suited to its needs and one that provides for more objective, rather than subjective feedback for the purpose of performance improvement. In fact a new "performance appraisal system more objective and less open to personality judgement" was proposed at IDM in 1988. As a point of information, the current performance appraisal system used fairly uniformly government wide is a hang-over from colonial days and focuses mainly on personality traits, rather than behaviors and accomplishments. One former IDM faculty member has spent considerable time and energy the past three years attempting to get the broader Tanzanian system to recognize the de-merits of the system in present use.

### 7.1.5. Measurement and Evaluation Systems

The inadequacies of the traditional performance appraisal system have already been mentioned. In addition to the subjective and confidential nature of this report (no feedback given to the subordinate), it does not require periodic setting of performance standards, as criteria against which performance can be judged. Lack of an improved structure coupled with no feedback, often results in personal likes and dislikes influencing performance reports.

IDM's subject matter panels structurally are responsible for maintaining academic quality of the curriculum and there is evidence to indicate that coupled with the NORAD financed curriculum improvement process have done an adequate job of evaluating academic content. The question of instructional technology and timing appear to have been less adequately dealt with under this structure and will be discussed in more detail under the Technological subsystem.

There does not appear to be in place any structure for assessing IDM managerial strengths and weaknesses other than the legal monitoring requirements under the Board and MLMD. This should be considered as part of an organization development/management improvement process for IDM.

Also there is no systematic structure for monitoring the results of staff development programmes, although there is a standard reporting procedure for all scholarships. People may or may not write reports about what they did and learned. Often when written they resemble travelogues, rather than reports against specified learning objectives. Given the large cost associated with these programmes a structure should be developed to monitor outcomes.

The evaluation structure for student work is related to each course unit. The total marks of a course include tests, assignments and a final examination. The research reports are subject to a special evaluation. All courses are marked "out of 100" i.e. total number of marks are 100 percent. Course work carries 50 percent and the final examination carries 50 percent of the total marks of a course. To be declared having passed the course a student must receive not less than 40 percent of the total marks i.e. course work and final examination.

A student failing in more than 6 credit points (of the 20 cp required) in an academic year will be discontinued. A student who fails in 6 cp or less in Semester 1 is allowed to proceed into Semester 2. Passed courses in Semester 1 are only declared conditionally.

If a student after the Semester 2 examination still has failed no more than 6 cp (failures in both semesters counted), he/she will be allowed to sit for supplementary examinations in June/July. The student is required to clear 20 cp each year. A student who fails in his/her supplementary examinations is allowed to repeat the year. The scores from the failed year are nullified.

The registrar of IDM who is responsible for the academic integrity of the examination structure reported that upon assuming his responsibilities he found a number of human loop holes compromising the system, including sale of examinations. This information was confirmed by several faculty members interviewed. The registrar has tightened procedures and security, with a rather dramatic downturn in the pass rate.

### 7.1.6. Timetables and Schedules

Several types of timetables and schedules are critical to a quality IDM. These include a regularly set meeting structure, including Board, management team, panels, faculty committees, the NORAD project, student government etc. According to evaluation data collected such a system structure does not exist and when scheduled is generally not adhered to.

A second most critical timetable is the structuring of the academic year. For the first time IDM is implementing a semester, rather than term system for structuring the year. One semester consists of 17 weeks and an academic year includes two semesters. Usually one before and one after a Christmas vacation. break.

The Subject Panels offer a series of prescribed courses to each programme. The courses are structured in such a way that when completed in a sequence, they accommodate the objectives of the programme. Each course is a complete unit. The course objectives are specified and all other relevant information is included in the course descriptions.

Some courses are common, that is to be taken by students in several programmes. Others are tailored to only one programme. Some programmes allow one elective course to be chosen from a menu in the last semester of study.

An average student is expected to spend a total of 50 hours per week on academic work. This total weekly workload of 50 hours is set to 10 credit points (cp) per semester.

All courses offered in a semester have a total workload of 10 cp (50 hours), and each course unit is assigned a cp weight reflecting the estimated work involved. The cp weight includes plenary lectures, seminars as well as self studies, group work etc. A course may be assigned 1 cp, 2 cp, 3 cp or 4 cp etc.

An Advanced Diploma Programme consists of 6 semesters each of 10 cp. A Certificate Programme consists of 2 semesters, each of 10 cp. An Ordinary Diploma in Law requires 45 cp. 10 cp are granted each of the four semesters and 5 cp cover the Field Attachment between the two years of study.

Field Attachment is confined to Advanced Diploma Programmes, Certificate in Law and Ordinary Diploma in Law. Advanced Diploma students work on a Field Project in their fifth semester of study. The project is identified and planned in the fourth semester of study as part of the course work in a course dealing with research methodology. A field project advisor is assigned to each project.

Students had a number of negative comments about the Semester System in the School Review (see Appendix E), however, upon deeper examination through interviews, it appears that the problem is not the semester system structure, but rather implementation problems that need to be addressed in the human social and technological subsystems. (No-show from teachers assigned to short courses, lack of handouts, books etc., information confirmed by the School Review data and interviews.)

## 7.2. Issues in the Structural Subsystem

1. How to help IDM successfully evolve from a top-down, hierarchical, bureaucratic structure to a flatter, more matrix organization?

2. How to correct the top-heavy, too many administrative positions, including creative ways for re-structuring some required services?

3. How to assure that the structure guides correct balance among teaching, research, consultancy and short courses, rather than leaving it to individual decision-making?

4. How to counter the historical effects of traditional male/female roles, so that women faculty and students more fully and equally share in IDM benefits?

5. How to assure financial and administrative integrity and accountability within the structure? Are there structural changes that would assist, as well as improvements in human/social subsystem?

6. How to evolve IDM into a more responsive service oriented organization?

7. How to balance appropriate student fees with needs such as purchase of books? Bus fees?

8. How to better design the incentive system so as to support mission and goal accomplishment, particularly with respect to faculty salaries and criteria for participating in short courses and consultancies that bring financial gain.

9. How to gain acceptance for a new performance appraisal system more conducive to performance improvement and more consistent with management research worldwide in this area?

10. How to establish academic quality monitoring not just of content, but of process, instructional modes and outcomes?

11. How to continue to ensure the integrity and security of the examination system?

12. How to establish workable materials and maintenance management structures?

13. The need to develop a calendar of meetings that is widely disseminated and schedules adhered to the degree possible?

14. How to establish a structure for monitoring and evaluating IDM managerial strengths and weaknesses with systematic reporting to Board and MLMD?

15. How to reconcile semester system structure with the instructional technology?

16. The need to define the NORAD role more clearly and distinguish between the funding role and the consultant role.

17. The need for NORAD to strengthen its support system for the expatriates.

18. The need to restructure the organizational and individual work conditions to make research a viable option.

# CHAPTER 8: TECHNOLOGICAL SUBSYSTEM

## 8.1. Description of Technological Practices at IDM

### 8.1.1. Teaching/learning practice

Evaluation results on this aspect were highly consistent across all interviewees, and to sum up the state of affairs when it comes to IDM's regular teaching programmes it is lecture, lecture, lecture. Faculty recognizes that instructional modes are badly skewed in this direction as they reported in the school review that lecture was the most used method (3.9 on 5 point scale), while they thought the ideal state would be to reduce it to 3.4.

Students reported that lecture and group work were the predominate modes of instruction (3.6), and wanted an increase in both to 4.1, which reflects the current state of affairs of IDM, with some faculty not showing up to conduct classes. Both faculty and students reported there was a need to use more demonstrations (from 2.2 to 3.8 for students and from 2.5 to 3.5 for faculty); more teacher led discussions (from 3.0 to 4.2 for students and from 2.9 to 4.2 for faculty); more use of audio-visual, handouts and teaching materials (from 1.5 to 4.1 for students and from 2.0 to 3.6 for faculty); more roleplays and simulations (from 2.2 to 3.5 for students and from 2.0 to 3.7 for faculty); and more field trips (from 1.6 to 3.9 for students and from 1.9 to 3.9 for faculty).

It is of interest to note that this lack of diversified teaching methods is probably not due to a skills gap on the part of faculty, as many have received training of trainers and actually have a reputation in their short course work for being among the best trainers in the country, particularly with respect to their senior management training. Most external clients rated IDM's short course training as good and nearly on a par with the Eastern and Southern African Management Institute. This external clientele group did indicate however, that there is a strong need for IDM to develop more Tanzania based

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[1]The term "technology" has in this context a wide meaning to include the practices, processes and procedures used in all aspects of "IDM production" (see chapt. 3, page 4).

cases and materials, rather than relying so heavily on external materials and models.

With respect to curriculum development at IDM, there appears to be a rather puzzling paradox between perceived excellence and poor implementation of the current curriculum under the semester system. External interviewees gave IDM a rating of 4.1 for having an active and relevant curriculum development programme. Students on the other hand expressed widespread dissatisfaction with the implementation of the new semester curriculum system, supported in large measure by NORAD curriculum advisors.

Students (interview data) complained of too much content, too much rushing, inadequate visual supporting materials and hand-outs and too much theory. They said it was clear to them that faculty was under pressure to "cover the material" and that a number of faculty members were still using old notes, unchanged to conform with the curriculum.

While the Norwegian Curriculum Advisors got positive reports from a number of Tanzanians, it is clear that an improved teaching/learning process consistent with a semester system exists predominately on paper. The lack of implementation can be observed in spite of the fact that a detailed monitoring system was designed and agreed upon as late as 1988. The process agreed upon included an annual schedule for curriculum revision; two IDM curriculum planners were responsible, and data should flow from a continuous monitoring process.

On the positive side (see School Review Appendix E) students in general feel personally productive at IDM, although they complained that they were left too often to try to figure things out unassisted by faculty or tutorial assistants. They are generally satisfied with their communication with faculty, but dissatisfied with communication with administration, as indicated earlier in this report. Over-all they are pleased at having been selected to be a student at IDM.

However, students also feel they are not encouraged to express their views about the quality of teaching they are receiving, (see Student School Review) which most felt is all theory and will not well prepare them to actually practice management skills on the job after graduation. One student said, "we will leave here as semi-professional". They feel they have not been listened to concerning the frequent faculty absences and ad hoc night scheduled courses called. Over-

all they expressed frustration with feeling rushed, overworked and unable to obtain the learning aids such as books and hand-outs that would help them achieve their goals.

The majority of the students we interviewed commented that the current teaching/learning practice is all driven toward memorizing and cramming, and does not promote real experiential learning and skills development.

### 8.1.2. Field Attachment

One important component of the curriculum is Field Attachment. The main purpose being to increase the practical relevance of the training, as well as bringing IDM faculty in direct personal contact with their main clients. The School Review Data indicate that the students find themselves involved in Field Attachment to a great extent, and that no other activity comes higher on their list of preferences (IDEAL 4.30). As much as 68.3% of the students rate the importance of Field Attachment to "a great extent". In assessing the teacher role they want teachers to work much more with Field Attachment. Teachers find themselves involved in Field Attachment to a certain extent but would, however, like to spend much more time on it (from 2.7 to 3.8). They also think that students should be involved in evaluating their own practice (from 2.2 to 3.9). Setting aside the fact that Field Attachment periods is a main source of additional income, it is also potentially a strategy to link theory and practice.

One of the concerns of the students, clients as well as that of teachers, is keeping the students practice oriented. IDM has a reputation of producing students that are more practice oriented than those graduating from the university. However, since there is a lack of locally relevant training materials, as well as lack of reading materials, Field Attachment becomes important for providing students with a practical orientation.

Field Attachment was earlier organized during the holidays following the end of the first and second year of study. Presently, however, Field Attachment has become part of the new semester system. The approach has been changed towards emphasizing problem solving, and is now done by advanced diploma students in their fifth semester of study.

This method of organizing Field Attachment is now in its second year of existence, and is run by the Committee for Field Attachment (COFA). In charge of COFA is a Panel Chairman and an Executive Secretary.

The field projects are identified and planned during the fourth semester of study as part of a course dealing with research methodology.

Client organizations are approached by IDM staff with requests for placement of students. The students are expected to work on solving problems within the context of the outside organization, and to report on their progress.

A Field Project Advisor or Research Advisor is assigned to each project and student. Students can choose between topics and locations made available.

The IDM advisor is responsible for field supervision (visiting each student twice) and supervision of report writing. An advisor will also be appointed by the host organization, and will report to IDM on the project work. The student's final reports will be graded like any other subject within the curriculum.

It is easier to place students from accountancy courses than from other advanced courses. The reason for this being that the host organization can benefit directly from their work during placement.

The administration of Field Attachment can be difficult. Provisors sometimes leave IDM before the conclusion of a project, and have to be replaced. Provisors in host organizations are not taking projects seriously etc. IDM could exploit Field Attachment contacts more systematically, thereby creating a permanent dialogue with the users of graduates. The feedback on course content is now limited to individual and informal reactions by staff members.

Carrying out the new system of Field Attachment also creates practical problems, such as costs for students and staff members (host organizations do not pay students as a rule). Students complain that allowances are not enough to cover costs they have. They may have to go to remote places, and there they are fully dependent on themselves. There are few Field Attachments taking place in the areas around Morogoro, and it may well be related to the fact that such placements would mean less travelling and subsistence allowances for teachers.

Another problem is that of transportation. Staff members that visit students on Field Attachment find that transportation is often unreliable. This can make it difficult to estimate the number of days needed on a visit. The per diem received is not sufficient, and the alternative system of accounting for real costs, proves difficult to control effectively (formal transport may not be available, no receipts etc.).

The Evaluation Team is concerned about the low effectiveness of Field Attachment. In a situation where local materials are missing, the opportunities of systematic learning from the field, generating case materials, and indeed opening up for consultancies, seem not to be utilized well.

### 8.1.3. Examinations

IDM degrees, diplomas and certificates are awarded to individuals who have had at least the minimum required class attendance and at the end successfully passed the Institute's exams. Short courses in the executive development programs do not have formalized exams. Examinations used to be done at the end of the academic year in May. However, the reorganization of the teaching on a semester basis a couple of years ago necessitated the exams to be done twice, in December and May.

The rules and regulations governing the assessment of student performance and the conduct of the exams are provided for in the IDM (Assessment of Student Performance) Regulations 1987 made under Sect. 21 of IDM Act 1972 (Appendix M). The Academic Planning Committee is a committee of the Governing Body charged with the responsibility to advise, revise, vary or cancel, with the approval of the Governing Body and set academic standards including the academic performance of the students.

Before a candidate can sit for the Institute's exams he or she needs to have attained a minimum of 80% class attendance. The rules also provide for supplementary exams and the handling of exam irregularities as well as the appeals procedure by the disgruntled candidates. It is also within the same set of rules and regulations that pass or fail cut-off grades and rules of award classification are provided.

The examination process itself begins with the relevant lecturer in each examinable subject making the exam paper in handwritten draft form. Two exams are required to be made, with any of the two equally likely to serve as the principal or supplementary paper in the same subject.

The examination drafts are subsequently handed over to the Registrar who arranges for external examination where required. External examination was done by outside competent people in industry or other teaching institutions to certify that the exam paper itself as well as the student performance were up to the required institutional standards. External examination is necessary for professional papers in the second and third (final) years of the professional accounting and materials management programs, as well as in all subjects of each program in the final year. The external examiners, except in the case where these were institutional professional bodies, are selected by the heads of the departments in collaboration with the subject panels which recommended appropriate names for the final appointment by the Director of Studies.

The Registrar is responsible for exam papers preparation, reproduction and security until it is done, including the arranging for the invigilation process. In short, most of the rules and regulations are well laid out covering many facets of the examination process. However, despite a very elaborate set of rules, examination leakages and irregularities have been reported. It is not quite clear whether exam security can be enhanced further by more rules or by a focus on integrity of individuals involved in the examination process, including the candidates. The latter approach requires, among other things, the inculcation of appropriate values of management amongst all concerned. And maybe that is what is called for at this stage of development.

### 8.2. Consultancy Practices

When asked to rate whether IDM had an active consultancy programme, external clients and senior GOT officials responded with a 2.8 rating (the lowest average on the scales, shared with research). Particularly parastatal clients complained that IDM was not doing enough consultancy, that they weren't pro-actively seeking consultancy and they weren't consistently following up when they did undertake a consultancy, thus resulting in little effect. Faculty themselves also

rated the consultancy dimension of their responsibilities much lower than the teaching and short course functions. They rated consultancy with respect to amount of time devoted to this activity at a level of 1.82 as compared to a 4.32 rating for teaching and a 3.44 rating for keeping up in my discipline. They reported a 1.68 average rating for conducting personal consultancy work. In terms of incentives they reported a desire to have more consultancy opportunities (the gap between the real, 2.86 and the desired, 4.59, was the most significant incentives gap other than monetary compensation).

While it is recognised that IDM faculty today are required to do a balancing act between official responsibilities and personal income generating projects, it appears that there is a potential large demand for IDM consultancy work, both under the Institute framework and as private consultants. It is clear that IDM as an institution and IDM faculty as individuals may not be pro-actively taking advantage of opportunities that may be there.

Nearly all external respondents indicated that they thought some systematic attention to consultancy would feedback into curriculum improvement and materials development at the institute.

NORAD has had an active role in the development of consultancies. This has partly been carried out as training programs in consultancy (e.g. by teams from BI), partly as organized activities over time by the present Technical Advisor, who is presently supporting the establishment of the new Department for Short Courses and Consultancy. Both the new opportunities that consultancy implies, as well as the training opportunities, are welcomed by the Faculty. As stated above, the external environment is positive to these developments.

Among those interviewed, considerable concern exists about the selection criteria for individuals who get the opportunities to go abroad for training (e.g. for consultancy work). Numerous examples indicate that the best suited persons are not always selected, that it is often done as a favor, and that the financial benefits are considered the most important aspect of the study tour. It is clearly a very major incentive, and in the present economic situation the per diem on international travel makes a major difference. The Evaluation Team does not have a representative sample (i.e. School Review data) on this respect.

### 8.2.1. Gender Issues

The team was informed that women faculty have been attempting to formally establish a women's research and consultancy group at IDM for more than a year, but administration has refused to act upon or endorse their plans. However, when donors interested in women in development visit campus they refer to this group as though it was officially endorsed. The women indicated that they are rather systematically kept out of research and consultancy opportunities, and while they acknowledged that they do not have as much experience as some of the men in this area, they were pleading for at least an opportunity to learn. After considerable struggle they gained agreement for two women to join the expatriate led consultancy in DSM with two tourist hotels. They complained that there was no structured plan to involve them or help them learn. Most male faculty members interviewed have a different perspective on these issues, however. The Evaluation Team concludes that the Gender issues are not dealt with in such a way that females experience that their rights and concerns are being met.

## 8.3. Research Printing and Library Practices

The story with respect to research practices is much the same story as consultancy (see Chapter 2 showing the history of incomplete research projects and stalled research projects.) Just as with consultancy, the external interviewees gave IDM a 2.8 rating on their research endeavors.

Among faculty there was a huge gap between the amount of time they wanted to devote to research (4.23), and the 1.97 score which they indicated the actual level. This 1.97 score was only slightly above the 1.68 for consultancy which commanded the least amount of time among the items rated.

The mission of the Institute of Development Management (IDM) is three-pronged. It encompasses teaching, research and consultancy. It has sometimes been pointed out emphatically in the literature that a management development institution like IDM in a developing environment is likely to start making its operations more effective in the local environment only by transforming its current virtually exclusive role of management technology transfer to two and

better integrated roles of management technology building (i.e. research) and management technology transfer (i.e. teaching and consultancy).

In particular management research can assist in identifying and analyzing management and other problems of business and industry in the country. Through such research studies it is also possible to document descriptively the state of the management art in practice. This has always been the first step towards thinking about ways and means of improving management practice. Management research can also throw light on training needs of the managers and administrators trying to solve various problems. Again, it is through research that management training practices and techniques can be improved and effective evaluation and follow-up of the effects of training programs can be achieved. And finally, if IDM in the long run is to solve the problem of the lack of locally relevant training and reading materials, it can best do so through a well planned and executed management research program - and printing program.

The evaluation team observed that at IDM there was very little management research going on. This assessment was based on the absolute number of works accomplished as well as on the self assessment by the faculty members. The faculty members interviewed admitted that there was "very little or no" management research being carried out. They also expressed a deep dissatisfaction with the state of affairs. Some other members of staff pointed out the obvious competition between teaching, research and consultancy and concluded with an admission that the amount of time devoted to research was on average 0-10% of their working time. Teaching by far still dominated their working time accounting for at least 80%, with the remainder attributable to consultancy and short-term courses. The prioritization of activities was first teaching (in long-courses), then consultancy and short-courses, and lastly research. The few research works which have been attempted are in the form of articles, manuals and manuscripts.

The Evaluation Team builds this assessment on Teachers Self-report only. The Team had no opportunity to carry out an independent assessment of the actual work load (including teaching load). Rather detailed reports by the Curriculum Advisors show that in most panels the actual teaching workload is far below the standard 12 hours/week.

It was also observed that the little management research being carried out has not well linked to and integrated with the other two main activities of teaching and consultancy. Management research at IDM was still largely on an ad-hoc basis. The lack of integration is likely to deny the institute the usual resultant synergy and thus reduce the relevance and impact of each role as well as the effectiveness and efficiency in the rest of its operations.

The lack of integration could be rooted in the observed absence of research policy. There were attempts towards the evolution of such a policy but these attempts have not borne fruit as yet. A couple of working committees have addressed their attention to research needs[2] and the review of a management research strategy[3]. However, none of these committees established in the past worked on the management research policy as such. Because there is no clear and comprehensive policy (with a structure and necessary incentives) it is also impossible to articulate management research goals to give guidance to the faculty members.

The research attempted thus far has been discipline-based rather than problem focused and interdisciplinary. It was noted that the existing organizational set-up within which research was done could not encourage other type of research. The individual academic member of staff normally initiates the process with the production of a research proposal. The proposal is presented to the relevant (specialist) subject panel for review and is passed, it is submitted to the Research and Publications Committees (RAP) for funding and related considerations. The narrow forms of the discipline-based studies is likely to de-emphasise the broader perspective of many local problems which could be investigated, and tend to drag such investigations towards theory like it usually happens in a University faculty. The interdisciplinary outlook in the research activities could be enhanced by encouraging more research by teams rather than individuals. At the moment most of the research is conducted by individuals and such research is usually formulated and planned within the confines of the relevant (specialist) subject panel expertise in order to maximize chances of favorable consideration.

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2 IDM, Management Research Needs in a Future Perspective (IDM Project Team), September 1988.

3 IDM, A Research Strategy for IDM: Proposal from IDM Local Committee, October 1986.

Finally, the whole research process at IDM was observed to be characterized by a very high failure or abandonment rate of research projects. As reported in Chapter 2, during the period 1979-86 a total of about 40 projects were initiated and approved through the Research and Publications Committee (RAP) according to the records[4] which were available. Of this total in 1986, only 6 were recorded to have been successfully completed. About 20 or 50% of the total were abandoned while the rest were still on-going or stalled in one way or another. This performance was indicated to be less than satisfactory by the admission of the faculty members as well as relevant administrators.

There are several reasons for this less-than-satisfactory performance. Some of the reasons may be worth mentioning here.

### 8.3.1. Lack of skills

Many faculty members, especially relatively junior ones (Tutorial Assistant to Lecturer grades) indicated that lack of research skills was one of the major constraints to undertaking research at IDM. Junior professional staff get no exposure to research practice starting with early stages in their career. They are rarely put on teams with senior members of staff. The unavoidable result is that those who have some idea about what research is all about cluster together and those who have no experience remain permanently shut out of the game until later in their career.

Frustrations mounted further when research proposals from the relatively inexperienced staff got rejected with no indication on how they would ever be able to improve and make them acceptable to the relevant approving authorities. Skills indicated to be critically wanting, particularly among those who had relatively less exposure, include how to write a research proposal, how to choose an appropriate research methodology, how to use various research techniques, how to plan and manage a research undertaking and how to write a research paper and publish.

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4 IDM, A Research Strategy for IDM: Proposal from IDM Local Committee, October 1986.

### 8.3.2. Lack of funding

It was pointed out by several faculty members, as well as observed that the funds generally allocated to research are not enough. The result is that too few proposals are approved for funding. Often, those research projects which are approved end up being allocated much less money than requested. The problem is that the research vote in the Institute's budget is very small and depends exclusively on the fees income. The experience from other management development institutions in the region shows that significant research promising social impact invariably is funded with money other than that coming from the institution's fees revenue.

### 8.3.3. Organizational set-up

The Research and Publications Committee (RAP) is the organization charged with the responsibility for all research activities at IDM including review and approving research proposals, sanctioning funds, as well as monitoring progress in on-going projects. The Committee has representation from all subject panels and is chaired by the Director of Studies. According to the view of the faculty members interviewed, this organ was not discharging its duties smoothly and effectively. The meetings of RAP were irregular and on an ad-hoc basis. Some proposals took too long to be considered for approval. And the monitoring, follow-up and feedback on the on-going research projects was unsystematic. There was even talk among the faculty members (based on in-house studies) of the need of a new set-up preferably in form of a full-fledged department for research. The Committee concluded that the organizational set-up is one of the main obstacles to the development of research at IDM. Organizational machineries do not in themselves drive people to work. Many MDI's have successfully used a similar committee in the early stages of research activities. It may be inappropriate to set-up a new department with an expectation that this move will generate research work. It might be advisable to try to make the existing organ(s) work and once there is a significant and sizeable volume of research activities, one may start to think of a new and more appropriate structure.

### 8.3.4. Administrative Attitudes and Procedures

Administrative attitudes start right from the top, in this case the governing board, and get reflected in the culture which has been nurtured by the chief executive officer in the institute as well as in the behavioral responses of the junior administrators in the organization. It was pointed out by the faculty members interviewed that there is a general lack of top management support for research at IDM. They complained that the lack of support is sometimes reflected by small amounts of money accorded to this activity in the institute's budget. Finance officers were reported to delay unnecessarily in disbursing even that small amount of money to researchers. The imprest system on the basis of which the disbursement is made to researchers required 100% accounting for money advanced with underlying documents instead of largely focusing on the quality of output. The result has been that when one could account fully for money advanced (with appropriate underlying documents like receipts and vouchers of expenditure) in the administration office, one was apparently under no further obligation to produce the research paper which was the essence of the financing by RAP. The Evaluation Team has earlier reported on the communication problems between faculty and administration. The failure to produce relevant research is a systems-phenomena, and no single "scapegoat" can explain it. According to the academic members of staff, all complications associated with the research activity could be traced to the perceived importance and attitudes of the administration in respect to this activity.

### 8.3.5. Weak incentive structure

Academic staff need no push to teach short-courses in the executive development programs and to undertake consultancy assignments. The extra monetary rewards (over and above the normal salary) are encouraging on their own. They usually do not have to be pushed to teach the long courses because the basic and normal monthly salary is rightly or wrongly deemed to be compensation to the professional staff for this activity. But the way it is, there may be need for a more potent and rewarding system to gear up the staff to consider and undertake research equally seriously. The existing reward (and punishment) system does not seem to support appropriately and equally well

teaching, research and consultancy, thus raising issues of balance in the allocation of the institute's resources and staff time. Research was noted to be specifically rewarded through promotions above the lecturer grade because then according to the existing scheme of service, one can only be promoted further if one can show to have specified items of research output, among other things. But given the current economic hardships and problems of having one's ends meet for the day-to-day living, such types of motivation may not be enough. According to some faculty members, it has to be a good combination of immediate monetary reward plus career enhancement (i.e. promotion) prospects.

8.3.6. Lack of dissemination media

Writing reports which do not have a chance to come out and reach the intended target audience in the preferred form may in itself be a demotivator to a researcher. If this is the case, the limited availability of publication media, including journals and conferences or seminars to the IDM academic members of staff should also have played its role in slowing down or dampening the research fervor at the Institute. Complaints were aired among professional staff members that the chances of attending conferences and seminars, especially those involving travelling abroad, were scarce and the few available were unevenly spread among the members, reflecting what was perceived by the majority of the professional staff to be favoritism. According to the academic staff interviewed the administration provided very little or no support to enable their works disseminated in one form or another.

8.3.7. Inadequate supportive services

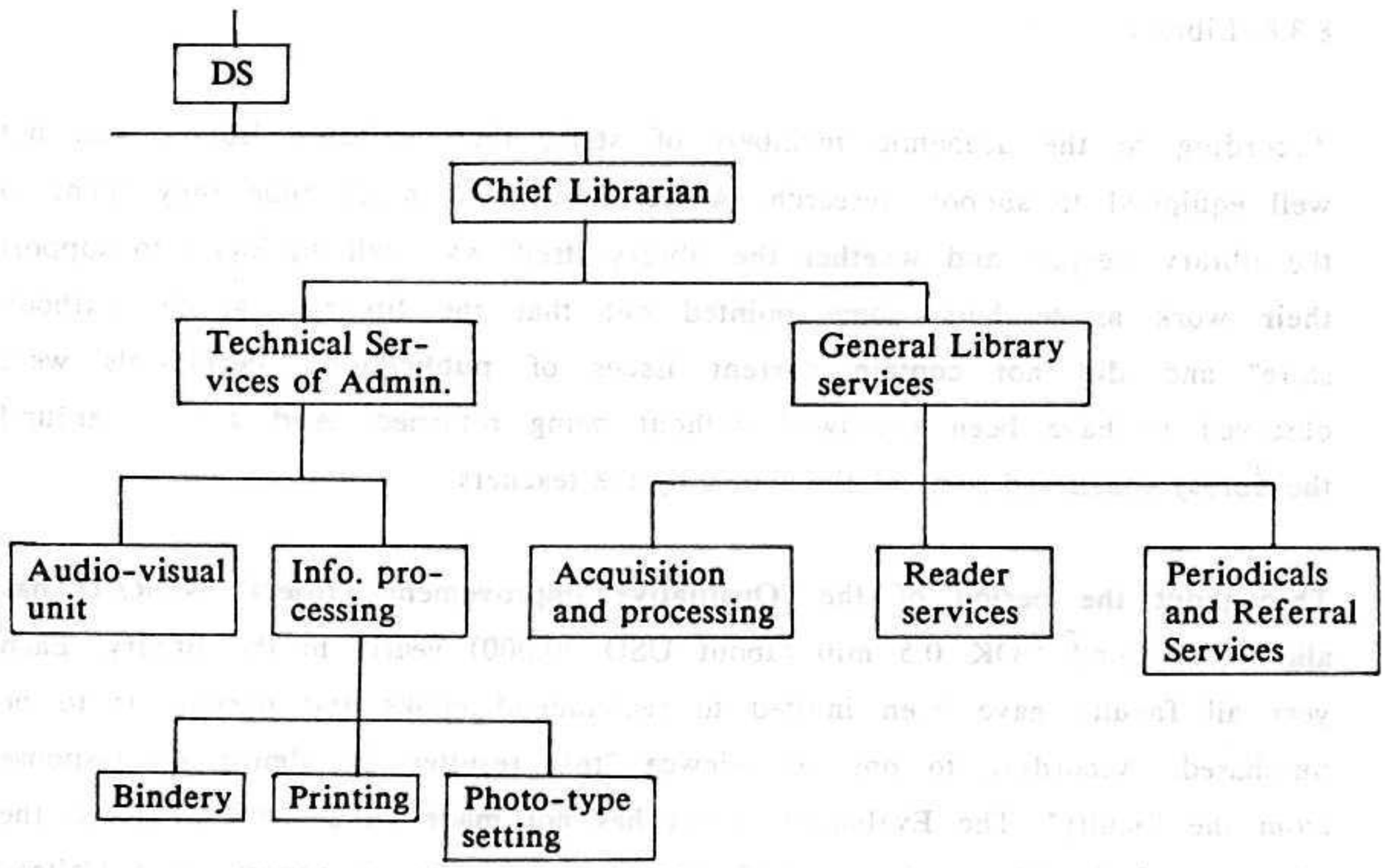
Whatever the academic staff might attempt to do in the research area, it seems also that a wide range of administrative supportive services are not well aligned behind this activity. The professional staff complained of the inadequacy of secretarial and typing services. It was claimed that even the typing of hand-outs for classroom use was a big problem. They indicated inadequacy of transport services which might be critical given the isolated location of the Institute in relation to the areas of major industrial activity. And the team noted a bottleneck in the areas of library and printing including reproductive services.

8.3.8. Library

According to the academic members of staff, the Institute's library was not well equipped to support research. Asked about how much time they spent in the library weekly, and whether the library itself was well equipped to support their work as teachers, some pointed out that the library was "a textbook store" and did not contain current issues of publications. Periodicals were observed to have been borrowed without being returned. And a walk around the library confirmed some of the claims by the teachers.

Throughout the period of the "Qualitative Improvement Project" NORAD has allocated around NOK 0.5 mill (about USD 70,000) yearly to the library. Each year all faculty have been invited to recommend books and periodicals to be purchased. According to one interviewee "this resulted in almost no response from the faculty". The Evaluation Team has not made an attempt to assess the adequacy of the library for research purposes, however, in general as a College library it is rather impressive.

The library is under the responsibility of the chief librarian. He reports directly to the Director of Studies who plays the role of chief academic officer at the Institute. The Chief Librarian is the head of the library and technical services department and the implementation of the policy decisions of the Library Committee to which he is the secretary, and the Director of Studies is the chairman. The Director of Manpower Development and Administration (DMDA) is the deputy chairman. The other members of the Library Committee include the heads of academic departments and the chairmen of subject panels. The principal role of this committee is to advise the Principal through the Director of Studies (see next page: Organizational chart) in respect to the smooth running of this department.




The library is reported to have about 48,000 volumes of books with a maximum of 3 copies of one title. And there were 120 periodicals under subscription in 1989, which was a drop from the 310 titles of the past.

The library funding for books and periodicals is largely through technical assistance and donations by various agencies including NORAD, British Council and USIS.

UNESCO coupons were also being used to acquire some of the books and periodicals. All such acquisitions require the expenditure of foreign exchange in the country through the Bank of Tanzania (which is the central bank that allocates foreign currency on the basis of predetermined government priorities) is a generally lengthy and problematic process. It was not clear what would happen if NORAD phased out its assistance. Inasmuch as there is usually about T.Shs. 3 million in the Institute's budget for this department, because all this money is in local currency, it is generally used to assist in bindery and printing

activities rather than buy books and periodicals. In short, the development and technical services department is largely foreign exchange dependent.

The operation of the library is faced with a number of problems. There is lack of reading space. The existing reading space and facilities can accommodate only a maximum of 210 readers at one time from a student population of about 1,000. With such congestion and competition among students for seats, the academic staff rarely uses the library to do any reading or writing. If they do come into the library, it is only for occasional borrowing of books. The other major problems is in respect to the availability of locally relevant materials.

The Chief Librarian pointed out that the local commercial publishers generated very little which could be taken advantage of by IDM training programs. And the generation of relevant training and reading materials by IDM professional staff is in part constrained by a bottleneck in the area of printing and reproduction facilities.

8.3.9. Printing

The printing unit which was also under the Chief Librarian had several malfunctioning machines. NORAD had bought in photo-copiers (Canon) and plate-makers. An Apple personal computer (with a laser printer) paid by USAID reportedly worked well for the first two years only to break down thereafter irreparably, largely because of being over-worked with minimal maintenance service. The photo-copier and plate-makers could not be serviced locally and apparently this factor of local serviceability had not been taken seriously into account on ordering the machines. The local service is inadequate. Most of these machines needed replacement. It was the two offset printing machines which were still in service.

But sometimes the lack of ink and plate solution hampered operations. These items could certainly be bought locally. However, the prices at which the items were available made them unattainable. A cartridge of Canon photo-copier ink could go up to about T.Shs. 75,000, so it was reported by the Chief Librarian, and that amount of ink could last only on 5 reams (or 2,500 sheets) of paper. This meant that when the supplies by NORAD were exhausted, it was a big

problem. NORAD has bought ink and plate solution in great quantities, but it has a tendency to "disappear very quickly" (according to several interviewees).

The evaluation team observed also that lack of technically qualified staff to man the operations or at least provide the critically required leadership in the unit was a very big constraint. There were two employees for word-processing and two others employed for printing. There were in total about 8 personal computers. Most of these machines were used for teaching. But the workers who were operating the offset printing machines were originally messengers who only got on-job training. While they could run these machines they at least required leadership. The lack of technical training and a proper system of incentives supported a very limited amount of commitment to the job. The lack of appropriate management and limited commitment accompanied by the afore-mentioned technical problems were observed to have resulted in a pile-up of work to be done in the printing unit. For example, the first thing which was suspended because of the breakdown of the laser printer was the printing of books and manuals produced by the faculty members and approved by RAP for publishing. The printing workers would rather wait for the repair of the better quality laser printer instead of using the dot-printer to produce books and manuals.

Some of the works by IDM staff still outstanding as of February, 1989 in the printing unit included the following:

| | | |
|---|---|---|
| i | Arora, M.L.: | Bookkeeping (A Prelude to Accounting) |
| ii | Arora & Mashingo: | Auditing: Theory & Practice |
| iii | Massawe, A.A.F.: | Legal Aspects of Hospital Administration (1986) |
| iv | Mmbaga & Kuzilwa: | Planning and Implementation of Public Projects in Tanzania. |
| v | Abdi, A.A.: | Kanuni za Ukarani wa fedha (Maswali & Majibu), Jan., 1988. |
| vi | Arora & Utoh: | Accounting: A Need of the Business Trade and Industry (1986) |

vii Warioba, M.H.: Management of Local Government (some insights of the Past, Present and the Future) (1986)

viii Rutebinga: Transportation: Economics Policy & Management (1988)

According to the records[5] in 1987 out of the total of 33 manuscripts submitted to RAP for publishing over the previous 3-4 years, 3 managed to come out as RAP publications, 12 were awaiting printing and 18 were awaiting processing. The number of unfinished works in the printing unit is high. It might have contributed to the discouragement of even the few members of staff who might have initially been motivated to produce something which could be considered locally relevant reading or teaching materials to supplement foreign textbooks used in the long and short training programmes. The quality of the content of all these manuscripts seems to be high. But the quality of the final publication output is likely to be enhanced further if RAP obtained some professional editorial assistance before all such works were printed and bound into some permanent form. All in all, the permanence in qualitative improvement in the training programmes will critically depend on more such efforts geared towards the solution of the problem of non-availability of locally relevant training materials.

It needs to be added that the printing equipment has been used, however, for materials produced for external agencies, and much of it totally irrelevant to IDM teaching. Faculty (and curriculum advisors) interviewed explain this practice as a consequence of the incentives for staff and management of producing printed materials for external agencies.

In 1989 there was still talk which started in 1987[6] about establishing the IDM Printing Press later on to be transformed into a full fledged IDM publishing house running its own printing press. Caution can only be advised. To run well and efficiently such a printing press or publishing house will need good organi-

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5 IDM, Principles and Procedures for Utilization of the Book Fund (April, 1987).

6 IDM, Printing Policies for IDM (A Report by Kavura et.al.) (Sept., 1987)

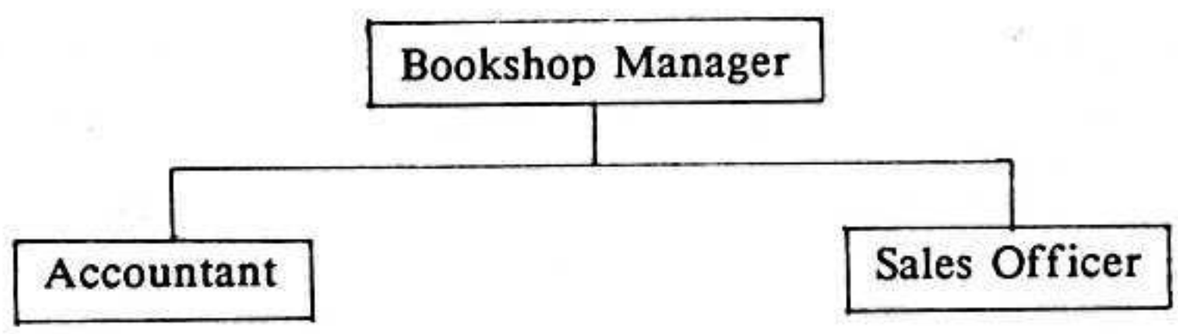
zation, trained manpower, good funding and a continuous flow of work from within and outside. It might in fact be instructive to revisit the well established publishing houses in Dar Es Salaam, like the Dar Es Salaam University Press and Tanzania Publishing House with a specific purpose to study the problems they encounter in their operations because some of their manuscripts have spent more than five years awaiting processing in these publishing houses. But provided the IDM printing press or publishing house can run well, and geared primarily to in-house needs, it may go a long way towards availing textbooks and reading materials to the needy students.

### 8.3.10. NORAD's Role in Promoting Research

As part of the Qualitative Improvement Project research was seen as a key strategy. We have seen that this area of development has been a failure. The system has not changed and very little is being produced. The analysis of this failure is presented in Chapter 10. NORAD has supported this program with a qualified adviser, and continues to support this activity with an expatriate who will take up his work shortly. The first "research advisor" has been acknowledged by all interviewed as a highly qualified expatriate who worked mainly the first two years on Curriculum Development, and the last year on Research. The value of this support as such is not questioned. The Evaluation Team questions, however, the value of this support unless the organizational and individual conditions are changed.

## 8.4. Textbooks and Bookshop

The textbooks used by students in the training programs were more or less exclusively available in the IDM bookshop located on campus. Bookshops in town, Morogoro, hardly stock books used at IDM. The bookshop itself is headed by a manager whose overall responsibility includes ordering, pricing and selling books to students. The bookshop had a staff strength of 11 employees including a sales officer, an accountant and a manager who among other things was also responsible for ordering. The rest of the staff were largely attendants (see Chart).




The bookshop was financed by a revolving fund initially established in 1984 with T.Shs. 350,000 but later on let to grow with the proceeds generated from the NORAD-subsidized textbooks sold to the students. The IDM bookshop as at 30.6. 1988 had a balance sheet net worth of about T.Shs. 9.8 million and a stock volume of T.Shs. 5.8 million (net).

The bookshop is run as a "disguised" profit-center and thus produces its own balance sheet and income statement to be integrated into the rest of the Institute's financial statements. It is a "disguised" profit-center because some of the costs and operating expenses like employees' salaries are paid centrally by the Institute's administration, but in drawing up the income statement such expenses are allocated to the bookshop.

The NORAD subsidy program started in 1988 for the books in stock as of 1.7. 1988. This program provided a tremendous cost relief and easier availability of textbooks to students. The students were buying books in T.Shs. equivalence of the US dollar cost of the books at the internal (shadow) exchange rate of T.Shs. 65=US$ 1, instead of the official exchange rate which was about T.Shs. 130 to one US dollar. The proceeds from this program were to be used to increase the revolving fund, a portion of which was to be recycled into research by staff and the production of locally relevant training materials according to established policies and procedures[7].

Despite the NORAD assistance, the normal student textbook allowance of T.Shs. 6640 p.a. is still inadequate. With an average cost of textbooks of $ 20-30 or T.Shs. 1300-2000 at the internal exchange rate, a student could only afford about 3 to 4 textbooks against about 10 minimally required for the year. We

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7 IDM, Principles and Procedures for Utilization of the Book Fund (April, 1987)

have earlier reported that a proposal by the Curriculum Advisors to introduce a book rental system (which would give all students all necessary books) was turned down by the students, probably because they would loose a needed income from the sale of used textbooks.

Textbooks were sourced mostly from UK-based publishers or international distributors. Local publishers including the Tanzania Publishing House (TPH), Eastern African Publications Ltd., Dar Es Salaam University Press (DUP), and the Oxford University Press (Dar) provide some materials but not much. Overseas orders were made early in each calendar year and obtained after 6 months because delivery is normally made by ship. The major operational problem of the bookshop is the inability of IDM to prepare orders in time, long waits and delays before the delivery of the required textbooks.

### 8.5. Transportation and Communication Practices

In addition to the buses mentioned in the last chapter, IDM has also received out of the NORAD rehabilitation assistance: one truck, three Landrovers, two Pickup trucks and one saloon car. The Landrovers are attached to three academic departments in the Institute while the trucks are being used as utility vehicles for the whole Institute.

Transport facilities at IDM are still generally inadequate and there is need for expansion, particularly to enable teachers and students to travel on consultancy and field attachment. Lack of suitable transport has been cited as one of the constraints to the success of the Rehabilitation Programme of the Institute.

### 8.6. Catering Practices

The IDM catering situation is inadequate, and has not been improved by the fact that equipment furnished by NORAD to completely refurbish the kitchen has been left unused in a container for nearly two years. The head catering position is vacant and health and cleanliness standards are not applied. The evaluation team observed food preparation occurring with workers standing in filthy water, food dropping into the water and being reclaimed. According to

dispensary data high numbers of students visit the health unit each week suffering from food and water related stomach problems.

Students complained bitterly about the food and catering practices, including lack of variety, poor quality standards and inadequate amounts to go around. Students said, given that lunch is served between 12:00 and 2:00 that they frequently left scheduled classes at 12:00 to rush to the dining room in order to be certain they were able to get food. Nutritionally the diet appeared to lack an adequate amount of fruits, vegetables, eggs and milk.

Women in particular suffer under this system, as it is the traditional cultural pattern in Tanzania for men to eat first and women indicated that unless they were willing to be very aggressive they would go without. A number of women students have taken to preparing food in their dormitory because of the situation. Also according to women faculty members, the female students are subjected to considerable harassment in the dining room and even some of the male students interviewed indicated that many women students have now taken to collecting their food from the dining hall and then returning to their dormitory to eat.

Students also indicated that they suspected considerable leakage in the food system and that there were an inadequate number of chairs in the dining room, forcing students to stand and eat.

According to a report on cost and management of foodstuffs at IDM prepared by Mr. I.J. Temba, Senior Lecturer, for the Evaluation Team, IDM currently spends about 30% of its budget on foodstuffs for students. However, judging from what the team saw and heard, the students are clearly not getting value for this large amount of money. The quality and quantity of food, as well as the cooking and catering are very poor today at IDM. Another observation made by the report is that IDM staff buy meat at subsidized prices from the student cafeteria. These purchases which average around 40 kgs per day, not only reduce the quantity available to students, but are paid for at a price which is T.Shs. 80 below the market price for meat. In a year the students' budget for food is therefore reduced by nearly T.Shs. 1.0 million or an amount which could effectively improve their diet by way of more fruits and vegetables.

The report observes further that unfortunately Morogoro has very few alternative resources of meat, fruits and vegetables at prices lower than what IDM is paying at the moment. The present purchasing arrangement through regular tenders would therefore seem to be the best for the Institute. However, quantities received should be carefully controlled to minimize short deliveries. Other recommendations made by the report to improve quantity and quality of food for students within the same budget limits include the following:

1. The slaughtering place be fenced and its access be limited to the few employees who are directly involved in slaughtering and dressing the animals.

2. The Cafeteria area be fenced and provide one entry/exit point to enhance physical checking and limited access to authorized employees only.

3. Sales of meat, offal etc. to staff be done at some other place than at the Cafeteria. This service to members of staff should be done in a more properly organized way so that it is not mixed up with the Cafeteria activities.

4. Management should review the price per kilo from time to time so that the sale is done to at least recover the cost per kilo to the Institute. The current price to employees is T.Shs. 120 per kilo, as compared to a computed cost of T.Shs. 212, and market price of T.Shs. 200.

5. Management should improve the receiving procedures of cattle by specifying the live weight for tender and providing a weighing scale. This could further be tied in with a bonus system where if a supplier exceeds the minimum live-weight for cattle provided for in the contract, a bonus is awarded to him/her after the contract period.

6. NORAD should assist IDM to acquire the necessary kitchen equipment and to pay for the right electricity supply in order to improve food storage, handling and cooking in the Institute.

The evaluation team will add that arrangements should be made to ensure that female students get enough food and are not harassed in the cafeteria.

While IDM has no control over price increases (both inflationary and statutory), of food items bought in the open market, we do not see why the Institute is not itself producing at least part of its food items such as maize, vegetables, fruits, poultry, eggs etc. The Institute has tractors, hatcheries, good land, a farm manager and laborers but we were told that due to shortage of working capital, these facilities were not being fully used at the moment. In fact in 1987, the farm and poultry projects made losses while the milling project made a modest operational profit.

The Evaluation Team considers this lack of initiative in harnessing this productive activity (farming), as another sign of poor leadership at IDM. This is in contrast to the sizeable output from individually owned farms of teachers and staff in IDM, who consider farming as a major source of supplementary income and a main attraction of IDM as an employer.

### 8.7. Living/Hostel Practices

As with the food service situation, the living/hostel practices are extremely bad, and in light of the building materials and financing provided by NORAD somewhat inexcusable.

Students complained, as reported in Chapter 4 on the Leadership Subsystem, of lack of maintenance, lack of water, poor or no toilet facilities (some claimed that functional toilets were removed from dormitories and taken away to places unknown), lack of decent mattresses (reporting that foam mattresses had been removed and replaced with cotton ones). Poor lighting and cramped conditions were also problems.

Students indicated that they thought services to them were being slighted in favor of the more prestigious short course participants, who were provided with good facilities and better food, a claim that was supported by the inspection made by the Evaluation Team.

Women faculty indicated that having only one female dormitory serves to restrict potential for female enrollment and the dormitory that is currently for women students does not meet the special needs of women with children and does not provide things like mirrors.

## 8.8. Rehabilitation and Maintenance Practices

No other area of IDM's practice has caused as much concern as the inability of the institution to maintain its own premises and to organize the Rehabilitation project. We have already noted the consequences in the sections above. It is a major failure of both IDM, MLMD and NORAD that so little progress (if any) can be documented during this five year period. It is simply a Campus deteriorating. It is an organization where basic services are not provided (e.g. necessary repairs, water supplies, vital equipment for instruction, stationery for teachers etc.). No other concerns (for both faculty and students) create as many problems.

In spite of a large materials grant from NORAD of NOK 13 million given in 1985 for rehabilitating IDM, substantial development funds from the Government each year for this purpose and the existence of a large maintenance labor force, maintenance and rehabilitation at IDM is still inadequate. The team believes that the present ad-hoc arrangements to run maintenance and rehabilitation activities need to be changed to a more professional and clear cut approach to the exercise. We recommend a one time rehabilitation project to be financed by NORAD and carried out by an independent contractor and then regular small scale maintenance to be carried out all the time by IDM staff.

### 8.8.1. Rehabilitation Programme/Project

Following the signing of the Agreement between Norway and Tanzania on assistance to IDM in 1984, NOK 13 million was set aside by NORAD for physical improvement or rehabilitation and maintenance of IDM premises and facilities. The implementation of these activities was called the IDM Rehabilitation Programme and was supervised by a maintenance management team (MMT). The team consisted of the Principal as chairman and included the Director of Studies, Director of Manpower Development and Administration, Building and Estates Manager, Bursar, Chief Internal Auditor and the Maintenance Coordinator appointed by NORAD as members. The functions of the team were:

a) to review materials supplied/ordered
b) to review progress of rehabilitation activities

c) to assess works to be contracted out

d) to give guidance to the Maintenance Coordinator and to the Building and Estates Manager.

Between 1985 and 1988, IDM received a number of vehicles as part of the NORAD grant to alleviate the serious transport problems facing the Institute at that time. By mid 1988, it had become clear that the rehabilitation programme was not running smoothly. The main problems encountered by the programme and the MMT were:

1. Lack of clear separation in the supply of local funds and labor for IDM's normal maintenance on the one hand, and for the rehabilitation programme on the other. As a consequence the rehabilitation activities suffered more than the ordinary activities.

2. The flow of local funds from Treasury was not only irregular but always came after the works had been carried out. The Institute was expected to use its own recurrent funds first and claim reimbursement on presentation of certificates for completed works. This practice inevitably caused delays in programme implementation whenever the Institute's funds were inadequate (which was quite often).

3. An arrangement to engage contractors to provide services and some materials while IDM provided "the NORAD materials" on some jobs, proved unworkable. Conflicts arose and contractors threatened to abandon works and this led to further accumulation of "NORAD materials".

4. Relations between the expatriate NORAD maintenance coordinator and the IDM management during 1986-88 were very bad. There was mistrust on both sides and this frustrated the rehabilitation programme even further.

5. The ordering of materials was not properly coordinated between IDM management, maintenance coordinator and NORAD. Some goods were imported unexpectedly, unrequested and in some cases unneeded. These are still lying in the containers at IDM today. They include kitchen equipment which cannot be used because a lot of money is required to transform electricity to the right voltage, hundreds of brooms and racks which could have been bought locally, a grassmower which broke down

during the first week of use - its spare parts are not available locally. Some vehicle reconditioned engines which are reported to have failed to even start, let alone run for some time etc.

Towards the end of 1988, it had become obvious to all parties that the maintenance programme needed to be changed. In its place a rehabilitation project has been created.

8.8.2. Current situation

The current situation at IDM with regard to planning and control over maintenance and rehabilitation is a slight improvement over the benign neglect experienced in past years. The steps taken by IDM management recently are in the Evaluation Team's opinion only stop gap measures which cannot address the serious maintenance problems adequately.

The starting point to the current situation is November, 1988 when a Rehabilitation Project Plan was launched to replace the Project Programme in force since 1985. The plan sets out project objectives, components and outstanding issues carried over from the previous years; it spells out leadership and the management of the project as well as the relationship between NORAD funded activities and normal IDM funded maintenance functions. The plan further lays down purchasing, budgeting, storing systems and procedures. Finally, it gives project activities planned for the year 1988/89.

A Rehabilitation Management Team (RMT) has been set up which includes the Director of Manpower Development and Administration as chairman, the Chief Internal Auditor, Chief Accountant, Registrar, Dean of Students, Building and Estate Manager, Principal Manpower and Management Officer as members. The newly NORAD-recruited Maintenance Adviser is also a member of the RMT. In addition to RMT there are a few line staff including a stores clerk and accounts clerk, and painters, masons, plumbers, electricians, carpenters etc.

The RMT meets every two weeks to review project successes and problems. The team discusses the Project Manager's Report which covers the physical as well as financial status of the project for the period under review. The project

manager convenes weekly meetings of his regular staff and keeps the RMT informed by means of his regular reports.

While we acknowledge the appointment of RMT as a step in the right direction, we must point out that even after so much discussion over mismanagement and maintenance work at IDM, the subject is still not taken seriously enough by any of the three main parties - the IDM Management, the Government and NORAD. We have reached this conclusion after visiting IDM in February 1989, seeing the status of maintenance work there, seeing stocks of materials sitting in containers and after talking to members of faculty, students and members of RMT itself. In our view a number of vital assets - buildings as well as teaching and learning aids - are in need of urgent repair and maintenance. There are materials from NORAD and further funds in the pipeline. To entrust such works and vast resources to part time management is tantamount to negligence. The Project Manager, for instance, is still teaching economics in IDM and he has never been associated with the building industry before. He is the Manager of the transport project as well. He works with a team of artisans picked randomly from the regular maintenance force at IDM. He pays his workers a bonus each month and this is already causing complaints of favoritism from artisans who are not given work in the Rehabilitation Project. Although we were shown a few premises and facilities repaired by RMT recently, we still feel that this major exercise needs more serious attention and a professional approach.

### 8.9. The Respective Roles of Main Actors in the Rehabilitation of IDM

In the paragraphs that follow we summarize the respective roles of IDM Leadership, the Maintenance Controller recruited by NORAD, NORAD itself and the Government of Tanzania in the rehabilitation fiasco at IDM since 1985. We do this not to apportion blames for failures but in order to draw some lessons for future bilateral cooperation of a similar nature.

### 8.9.1. The Role of IDM Leadership

Throughout the life of the Rehabilitation Programme (1985-88) the IDM Leadership played a passive instead of an active role. The leadership lacked professional knowledge on large scale rehabilitation projects, but it also lacked vision to seek professional assistance. In addition there was the personality conflict between the Principal and the NORAD-recruited Maintenance Coordinator at IDM during this period. This conflict between the two main actors in the programme was very unfortunate. The bottom line of this conflict was the issue of trust, to what extent the leadership really was interested in maintenance, or to seek as much personal gains and advantages as possible out of the project. Again, the Evaluation Team does not take a stance on the accusations themselves, but concludes that a leadership that cannot develop the necessary trust and communication among the parties concerned is an ineffective leadership.

Attempts by IDM leadership to carry out the various works using part time teachers and staff on a piecemeal basis, is further confirmation of its failure to grasp the magnitude and complexity of the exercise.

### 8.9.2. The Role of the NORAD-recruited Maintenance Coordinator

Between 1985 and 1988, IDM has had two expatriate maintenance coordinators. The first had good public relations with the IDM leadership and workers generally. However, very little progress was made in rehabilitation and maintenance work during his short tour in IDM (again, this does not necessarily reflect negatively on his work). The second coordinator from 1985 - 88 had many good ideas on the programme, but was considered "suspicious and over-critical". In the end he managed to antagonize the leadership at IDM so much that he was not listened to any more and was left isolated at IDM.

### 8.9.3 The Role of The Government

Of the four parties to the rehabilitation issues, perhaps the Government has had the least and most distant role to play in IDM. It is a reactive rather than active role. Nonetheless, having agreed to provide local funds to complement NORAD materials in the rehabilitation activities, Government frustrated

progress by not coming up with the funds in time. It is also true that Government representatives on the IDM Governing Body failed to notice and remedy lack of progress in the rehabilitation programme during its lifetime, and indeed, the Government did not live up to its role as the body with the prime responsibility.

### 8.9.4. The Role of NORAD

NORAD's role in the rehabilitation and maintenance programme at IDM was one of "laissez faire". This is a not unusual donor attitude to projects and there are many examples of projects which have received large amounts of money but have not taken off due to this policy of no-direct-interference in the day to day running of a project. We assume that NORAD sees this role as an "appropriate recipient orientation strategy". As a consequence NORAD's influence over the physical improvement at IDM, has been minimal in contrast to the keen interest and involvement NORAD has shown in the Institute's qualitative improvement project. The main areas of weaknesses were in the ordering of materials; some items were ordered without the knowledge of the IDM Leadership; some items were not usable at IDM; some are more expensive overseas than in Tanzania. Expatriate coordinators at IDM were not given clear job descriptions; they complained of not knowing their exact roles in IDM, and this undoubtedly contributed to their lack of clout in the Institute. The lack of close monitoring of activities at IDM led to wastage of materials and delays in project implementation. Considering its vital role as a donor to IDM, we believe that an early warning signal from NORAD to the Government on problems at IDM would have been listened to quickly and seriously; but no such signals were ever flashed.

## 8.10. Financial Management at IDM[8]

Although the Evaluation Team was not an audit team, we nevertheless looked into the financial practices in operation at IDM today. This was particularly necessary in view of a widespread belief among staff and students that there are financial malpractices at the Institute. We were told that money is being

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[8] Appendix L provides a Review of IDM's financial management procedures.

stolen, either in cash, services or in materials, for example, when purchasing food items for students, through tenders for goods and services, stationery, building materials, misuse of the institute's vehicles etc. Such an image is of course disturbing for an MTI which should be an example of the highest standards of financial management and integrity. To partially satisfy ourselves, we carried out a study on the purchasing procedures and management of foodstuffs for students at IDM. Our findings revealed some degree of wastage, but not outright theft. (See Section on Catering Practices.) The Team also looked at past auditors reports by the Tanzania Audit Corporation. In the latest one (1987) for instance, we observed some rather strong qualifications on the accounts.

Both reservations would have been understandable if they did not involve large amounts and if they were not committed by Tanzania's largest and best established financial management training institute. The first discrepancy in the accounts concerned unknown debits and credits amounting to millions of shillings in Bank reconciliation statements. The second reservation by the external auditors was that donations from NORAD in the form of stationery, building materials and spare parts were not properly recorded, valued and incorporated in the final accounts of the Institute for that year.

Another incident which the Team heard of while at IDM was the suspension of a number of staff in the Maintenance section of the Institute following large losses of building materials (not NORAD materials). While pilferage and small scale "self helping" are not unknown in large service institutions such as IDM, it was the stories of large scale misappropriation of assets and audit financial discrepancies which made it difficult for the Evaluation Team to dismiss out of hand the rumors of theft and corruption at IDM.

The Team noted with some concern the many roles played by the Chief Internal Auditor in the Management of IDM. As the Head "watch dog" of the financial discipline in the institute, we believe that he should not be directly involved in the day to day decisions which will become the subject of his audit work in future. His relationship with staff at all levels in the Institute must also not compromise his independence to act firmly and fairly if and when the need arises.

### 8.11. Use of Norwegian Funds

Norwegian financial assistance to IDM is currently directed towards two major areas. Firstly, for improvement of physical facilities; that is buildings, grounds transport and teaching facilities; and secondly, for qualitative improvement of the academic activities. In both cases funds are used strictly for the purposes for which they were provided. This is true of NORAD cash as well as material assistance to IDM. We were assured by the IDM leadership that as a matter of principle, diversion of NORAD resources to uses other than those agreed upon is not allowed or done, normally. However, it was admitted that on one occasion a diversion of funds was done which management feels was not in contravention of agreed norms. But the Evaluation Team feels that it was in fact a diversion although perhaps not to an entirely different activity.

The Evaluation Team was told that in 1988 when the MBA/MPA programme was launched (without the blessing or support of NORAD), the Principal borrowed T.Shs. 2.5 million from the bookshop to buy foreign exchange and order books for the Masters Degree Programme. The money was to have been credited to the Book Fund created by NORAD from local sales (through the Bookshop) of books imported by NORAD. This matter was reported to the Steering Committee on which there is a NORAD representative. As of today IDM has repaid T.Shs. 1.5 million to the Book Fund and the Team was told that "the balance is expected to be paid by June". The fact is, however, that due to the critical economic situation at IDM, the Book Fund has not been reimbursed and the debt is by the month of May around T.Shs. 8.5 million.

While Norwegian funds have on the whole been used for the purposes intended, we wish to caution that, due to NORAD's lack of close monitoring, the use of the funds has been slower and perhaps less effective. A case in point is the Rehabilitation programme which has been bogged down by lack of trust in its management in spite of an abundance of Norwegian assistance. NORAD needs to assist project holders in planning the implementation of its aided projects more carefully in the future in order to ensure some reasonable degree of an early attainment of the intended goals.

### 8.12. Issues within the Technological Subsystem

1. How can IDM teaching practices be changed to be more conducive to learning? A variety of teaching methods needs to applied. Many staff already have the capability to use such methods and should be encouraged to do so.

2. How can students who are deficient in English when coming to IDM be assisted? Decisions should be made about the possibility of remedial English (or possibly additional use of Swahili at least for certificate courses).

3. How can an active and viable curriculum development process that results in improvements to not only teaching content but real changes in classroom instruction, be established? How does IDM move from curriculum planning and development to actual curriculum implementation?

4. How can the balancing act of faculty between teaching, not teaching (other than women faculty who seem to be carrying the load of meeting teaching obligations), research, consultancy and private activities be worked out (to create improvements in student learning)?

5. How can IDM develop a viable research program linked to the teaching mission and to consultancies, and carried out in a professional and efficient manner? Why are so many of the proposed strategies (i.e. from the 1986 and 1987-studies) not working in practice?

6. Printing and information technologies are important to the future of IDM. How can appropriate improvements in hardware, software, management and human resource development be developed to facilitate production of local materials and cases?

7. How can the IDM library at the same time function as a resource center for research and teaching, and as a support structure for students who have very limited access to textbooks?

8. How can the situation with respect to audio-visual and teaching aids be improved? Equipment has been brought to IDM that is not in use and would greatly assist in instructional practice if put in the hands of faculty. Also bottlenecks in the development of hand-outs should be eliminated including disappearance of stencils and stationery.

9. What is the formula that will secure sufficient student textbooks for the required courses? Is the "rental proposal" the answer? How do you get general acceptance for the proposal?

10. How can improved research policies be established? (Connected with developing greater consensus within goal subsystem.)

11. How can Field Attachment become a resource for learning and for the development of the curriculum, and how can it be organized in a practical and reliable way (e.g. with adequate and reliable transport, or to organize it in such a way so as to reduce the need for transport)?

12. How can catering practices and food services be improved; healthful conditions created, leakages stopped and NORAD furnished equipment installed? Conditions women students are facing in relationship to this need correcting. (See proposals from special report.)

13. How can IDM capitalize from the large funds made available by NORAD for rehabilitation? What changes in the organization, management and incentives are necessary?

14. How can building maintenance and proper inventorying and security procedures be put in place to improve the dormitory and living conditions?

15. Should more than one dormitory for women students be considered if this is serving as an artificial barrier to the admission of women? Also women's real needs should be considered in dormitory facilities.

# CHAPTER 9: THE HUMAN SOCIAL SUBSYSTEM

## 9.1. Description of human/social subsystem

As indicated in Chapter 3, in explaining the systems model used for this analysis the human/social subsystem is usually the first to be addressed making changes, stimulating organization development and management improvement. Considered within the human/social subsystem are issues of climate, issues related to institutional culture, issues of informal influence, problem solving, human resource development, organization development, gender issues and in this case expatriate issues. An extensive amount of data related to these issues (symptoms) have been reported and analyzed in the preceding chapters. This chapter will not repeat already reported information, but rather reference sections in the report where data can be found to support the assertions made, as well as in certain cases add additional data from the School Reviews and Interview Data.

### 9.1.1. Climate at IDM

As already discussed, particularly in Chapters 5 and 8, a serious problem of organizational climate exists at IDM. The climate issues, other than some related to gender, do not really rest between faculty and students, as documented in the School Review Data (see Appendix E) and as observed by the external interviewees who rated the statement, "teachers and students at IDM have open and constructive cooperation" at a 4.0 level. The most serious issues affecting climate rest with the Institute Leadership and may also emanate from the rather poorly functioning communication chain up and down the system (rated 2.9 by external interviewees).

The evaluation team concluded that the climate situation is of a most serious nature and requires immediate corrective action or IDM will be irreparably damaged. A further analysis will be provided in the next chapter.

### 9.1.2. Institutional Culture

Although faculty and students appear to have reasonably open communication, this does not apply to the entire IDM culture. The Chairman of the Board should be congratulated for advocating such an open culture among all system actors and external stakeholders and clients, but putting this into action requires considerably more work.

IDM today is a culture marked by considerable suspicion, gossip and distrust, as experienced by a majority of Faculty and students (see School Review data), and working for self - rather than organizational interests. This characteristic of the IDM culture creates particular problems for an Evaluation Team. How do you distinguish gossip from facts? We can observe, for example, unusually large frequencies to some of the items of the School Review, and indeed, discrepancies of information is rather the norm. The Evaluation Team has worked systematically to avoid matching assessment based on one-sided information and has systematically challenged discrepancies of information in the representative School Review sample through in-depth interviews of representatives of the various interest groups involved.

The culture does not seem to reward or value team efforts and is doing very little to encourage such group action, although there are selected examples that are an exception to this; e.g. the spontaneous formation of the women's consultancy and research group. More group cooperation appears to exist on a horizontal plane, rather than vertically, with students heavily cooperating with students and faculty cooperating with faculty.

The culture has a heavy male bias, and this bias is blocking the full participation and development of women faculty and students.

There are clearly demarcated cliques among faculty and a perceived "in group" that is able to control disposition of opportunities, such as teaching in short courses and consultancies.

Faculty and students reported not to be involved in decision-making that involves them and not being informed of decision taking and when to expect results.

The culture lacks cohesion, and appears to have deteriorated in this direction in the past year.

Open conflict is not yet evident, but given the strong feelings and widespread dissatisfaction of students and the departure of some quality faculty, coupled with the economic difficulties, IDM is a conflict waiting to happen, and corrective measures need to be taken as soon as possible.

For the most part the culture does not model behaviors consistent with a quality management view of the world.

### 9.1.3. Informal Influence System

The informal influence system holds much sway over IDM operations, as already discussed in previous chapters and in relationship to the charges of favouritism (which the Evaluation Team does not take a stance on). This is not unique to IDM, nor Tanzania; informal influence systems and reciprocity of expectations in human relationships characterizes the culture of many African cultures and clearly has elements that strongly support survival in a resource poor environment, where one must be able to define who one can count on.

There is no developmental conflict between the traditionally functional dimensions of informal influence systems and building toward a culture with stated laws, procedures and regulations that are enforced and enforceable.

### 9.1.4. Problem-Solving System

Innovative participatory problem-solving is a problem at IDM. External interviewees gave a rating of 3.3 to the statement that "innovation and new ideas are encouraged and staff is rewarded for them". Faculty gave ratings well below three to the degree decisions on important issues involve consideration of a number of alternatives, thorough discussion of problems until everyone understands the issues and the degree to which members as a whole are able to face issues when conflict arises and work them through.

There were even greater gaps in students' expectations and the realities on these dimensions (See School Review Appendix E).

### 9.1.5. Human Resource Development

IDM is perceived to have a strong human resource development programme, although, as reported above, women faculty indicated that they faced discriminatory barriers toward full involvement. External interviewees rated the statement, "IDM has an active, effective staff recruitment and development programme" at a 4.0 level. They also rated the statement "staff has respect among professional colleagues in management institutions in Tanzania and outside" very highly at a level of 4.3. IDM has, partly as a consequence of donor support, a highly qualified faculty.

Some problems concerning costs of external human resource development programmes, selection processes used and cost benefits of the present system have already been mentioned.

NORAD has provided a very large amount of fellowships to IDM and has put no restrictions on places of study. Many have taken their degrees in countries like the UK, Canada and the USA that may have more appropriate programs for IDM staff than Norway. This policy has been welcomed by all parties and IDM's staff today has as good formal qualifications as that found in any business school. NORAD has been unwilling to support programs towards doctorate degrees (because it may tend to give priority to "academization"), and this has been met with little enthusiasm from the Faculty. We will come back to an analysis of this dilemma in chapter 10 and with recommendations in chapter 11.

We see the BI Twinning arrangement partly as a Staff Development opportunity. IDM has had other Twinning arrangements (e.g. Bradford and Birmingham Universities) which have worked fairly well, although we also heard complaints about these arrangements (the Evaluation Team has not evaluated these arrangements). The idea of bringing a major Norwegian business school into such an arrangement was therefore quite natural. BI's Project Director played a very significant part in the early developments of the Qualitative Improvement Project. However, the role of BI as indicated above was ambiguous. In this respect we shall assess BI's role as a Twinning institution.

This has not been a success as assessed by both parties. For IDM Faculty a "Twinning Arrangement" means a dialogue between two equal parties. To BI this was never the case. Therefore, some of the BI consultants were experienced as "arrogant", "top-down" and "not useful". Several crises developed, and interestingly enough produced some very useful initiatives from IDM. As IDM fellows visited Norway and BI, some felt left on their own, not supported and as "strangers". From BI's side a lot of energy and resources were used to support each individual. However, BI is a large institution with lots of activities and no separate unit to deal with this type of programs.

Increasingly, BI played a consultant role vis à vis NORAD. We understand that this role was seen as useful, although the basis for this role was questionable (as indicated above).

### 9.1.6. Organization Development

Although IDM teaches organization development to long-term students and senior executives in the country it does not have any type of OD programme for itself. Clearly many of the issues and problems identified in this study could be well addressed by introduction of such a programme, particularly after conduct of a more thorough needs assessment and management improvement survey.

### 9.1.7. Gender Issues

These issues have been discussed throughout the report. These are serious issues and unless addressed will continue to hamper full participation of women in the development process.

### 9.1.8. Expatriate Issues

While most interviewees were very complimentary of NORAD's overall involvement with IDM, there were concerns about the quality and capability of some of the persons selected for technical assistance roles. Some felt that the

"wrong individuals were chosen", that "roles were not clearly defined", that some had "inadequate background and experience", that "those who were quiet were allowed to stay", that the productivity was "everything from very useful and excellent, to a very bad performance". Everyone commented favorably on the work of the two first Curriculum advisors who have clearly done a very impressive piece of work.

There seem to be two reasons for "malpractice": First; that the Human-relation-side is not working. In one particular case communication was nearly non-existent (particularly with Top Management), and very little was actually produced due to a very severe conflict (in which there are good arguments on both sides). The second reason for low productivity is when the person simply does not have sufficient professional background to deal with the complex issues of the job.

There are clearly many factors working against Technical Advisor productivity, including the general difficulties working in a foreign environment, technical obstacles etc. Our impression from interviewing the last four expatriates is that several internal NORAD factors have not facilitated their work. These factors include: frequent turn-over of Desk officers in Dar, lack of experience and insight about IDM in NORAD, lack of real interest in IDM (as perceived by the expatriates), slowness and lack of communication from the Personnel office in Oslo (e.g. unclarity and no actions regarding replacement of expatriates slow down process), lack of physical support of work (e.g. great skepticism to the use of computers resulted in serious decline in productivity), lack of clarity about what to do and inability to resolve conflicts. These issues depend to a large degree on the productivity of and the relationship with the NORAD Desk officer responsible.

The more general issue is lack of sustainable development oriented goals, lack of problem-solving capability, and lack of ability to monitor and evaluate formatively progress towards goals within the NORAD support system. There is little, if any follow-up of the performance of expatriates. Conflicts that inevitably arise might have been avoided. Inappropriate behavior is not dealt with. Follow-through is sometimes very inadequate. It is not acceptable that a conflict between one expatriate and the IDM Leadership is allowed to continue for two full years, hurting both parties and literally blocking any productivity in the area of investments. Since personnel issues inevitably will be an impor-

tant and critical factor in Development assistance, the local NORAD office should be equipped to deal professionally with the issues of Personnel Management.

### 9.2. Issues in the Human/Social Subsystem

1. How can the climate at IDM, which is currently very poor, be improved and get immediate attention?

2. How can one deal with some perceived inappropriate dimensions of the IDM institutional culture (individualism, cliques, favouritism etc.) that do not support sustainable institutional development, do support a hidden curriculum and do not model quality management performance?

3. How can one use and control the informal influence systems that are very strong and may be a two edged sword, at times helping, at time hindering constructive developments?

4. How can one improve the problem-solving system to become open and conducive to innovation, to be able to cope with conflict and to work issues through and carry out decisions?

5. How can cost, benefit and equity considerations in the human resource development programme be better taken into account?

6. How can IDM institutionalize a systematic organizational development programme? (A process it teaches to the most senior managers of the country.)

7. How can the gender issues at IDM receive serious attention?

8. Expatriate performance has been uneven, at times providing technically qualified help with poor interpersonal skills, at others providing assistance with good interpersonal skills, but lacking technical and influence abilities. How can the expatriate system be improved?

# CHAPTER 10: ANALYSIS AND CONCLUSIONS

The purpose of this chapter is to draw conclusions and to attempt to explain the dynamics in the internal and external environment that has shaped IDM as we know it today. We have two major standards to apply to this analysis:

1. **Criteria for a Good Management Training Institution:** Chapter 1 discussed the main criteria developed prior to this evaluation project, criteria we now tested against the experiences of key actors within and outside IDM. These assessments are summarized using judgement based on the information given to the team.

   Use of a "Systems model" allowed us to analyze information across subsystems in order to explain the results by analyzing the data available. The main purpose is an attempt to understand the underlying forces at work which is a condition for doing something about it. This analysis will lead us to recommendations in the next chapter.

2. **The Evaluation Questions:** Based on the Terms of Reference and discussions during the Planning Conference in Oslo in December, eight evaluation questions were developed (see Chapter 1). These questions guided the data-gathering process, and the subsequent section summarizes our collective answers to them best on "best judgement".

## 10.1. IDM as a Management Training Institution

To what extent does IDM meet the criteria for a good MTI? We shall take each criterion, summarize the information we have and try to explain the dynamics internally and externally.

**Criterion 1: There is a joint understanding of underlying values and philosophies of the MTI, and these dimensions are discussed among teachers and the MTI leadership.**

We find that IDM is "moderately successful" in this respect. Within the Faculty in particular, the Subject Panels discussions take place. It is very

rare, however, that the entire Faculty involves itself in basic and strategic discussions. The faculty is critical when it assesses its own joint understanding of values (see Appendix C, Faculty version, profile 14). Some discussions have been initiated by expatriates (e.g. during the Qualitative Improvement Project period), however, we do not see a regular ongoing process that facilitates a joint understanding. This is particularly true when it comes to discussions between Faculty and the Administration, while not even considered as legitimate among administrators, faculty and students. There are attempts to "bring the institution together", however, as can be seen in the new "Corporate plan". Yet, these appear to be more ad-hoc activities and do not really involve the administration and the faculty in "basic" discussions that commit the parties. In reality "agreement" on mission is a "fait accompli" due to forces only partly under the control of IDM. Motivation for discussions on values is low simply because external forces determine "values" in practice.

This can partly be explained through a combination of forces in the structural, the technological, and the human-social sub-systems:

Structurally, there are two forces that seem to drive the institution towards its present institutional practice, namely the Economic crisis on the one hand (that forces IDM towards a "survival strategy"; e.g. developing supplementary activities that come with cash), and on the other hand, large unmet short term training needs in Tanzanian society that provide new market opportunities for IDM. Structurally IDM is forced to meet short term in-service needs.

Technologically, this "pragmatic change process" is possible because an on-going critical process of value clarification and long-term planning is not installed (therefore there is no "organized opposition"); also there is generally a lack of Needs Assessment and an understanding of various client needs. This allows the more pragmatic "survival orientation" (those who pay are served) in practice to determine changes in mission.

In terms of the Human-social factors the informal system has been quite strong in facilitating this process. The staff needs incentives; strong teachers (often male teachers) get the opportunities and

become a major force for the shift towards more market oriented approaches.

The Evaluation Team does not take a stand on the desirability of these changes. Our point here is that a systematic debate and development process based on a joint understanding of values and mission is replaced by strong forces within and external to IDM that favor a pragmatic market oriented policy shift.

**Criterion 2: In cooperation with representatives of the market, the MTI sets its goals and strategies, serving society (economy and market needs).**

From what has already been said, this criterion is met to a much higher degree. There has been a major shift in the last few years, pushed by internal faculty sensitive to demand and assisted by the "Qualitative Improvement Project", that has worked to establish a consultancy program and short term courses. Again, we feel that IDM in relationship to this criterion is "moderately successful", and can be explained through many of the same arguments as for criterion 1. There are, however, a few moderating forces:

Technologically, IDM has not found a process that creates a useful dialogue with the users of their services. Field Attachment could be used in this respect, however, it is only marginally exploited for this purpose. Occasional conferences have been arranged with the participation of the users, however, with only moderate success.

Structurally, we find the MLMD as well as the Governing Board to be somewhat vague and unclear in this respect. We would assume that the parent Ministry as well as the Board would have as a main mission to be a bridge to the market. We do not find support for this in our data.

The new Department for Short Term courses and Consultancy can be an important structural element in the development of a dialogue with users. It becomes imperative that this department is used systematically to feed information to the on-going long term training program. At this stage we

do not see structurally how this will be done, other than existing joint appointments of faculty. The danger is that it has "a life of its own", a prestigious place where new money can be earned, however, where the potential professional benefit to the traditional IDM programs becomes questionable.

**Criterion 3: The MTI has open and effective communication channels to all the parties within the institution.**

This criterion is inadequately met at IDM today. This is particularly true for communication between the Faculty on the one hand, and the Administration (in particular top management) on the other. It is also true for communication between the students, and the administration. We find the explanation within the Structural, the Human-social, the Leadership, and the Technological sub-systems:

Structurally, two factors are important for our understanding. On the one hand IDM has a very heavy administration (approximately 450 persons serving about 100 faculty and about 1000 students). Any heavily centralized administration tends to become very bureaucratic, client-orientation becomes blurred, communication with faculty and students becomes cumbersome, and as a result, needed services are not provided on time (or ever).

At the same time, IDM lives in new times economically - and this goes for both the institution and the individuals. In this climate there is a tendency to control - and there is also a tendency to use funds and materials for private consumption. There are numerous examples of very complicated control routines - and at the same time - many charges of misuse of funds and materials. Rightly or wrongly, those who do not control the funds (the Faculty) become suspicious of those who do (the Administration), and top Management is made responsible.

Human-socially this crisis of distrust is exacerbated by cultural tendencies (in the organization), such as charges of favoritism (e.g. perceptions about who gets consultancies), the informal system is

very strong and there seems to be limited capacity to face these charges and to resolve the communication problems. Gossip and rumor are the result.

In terms of the Leadership subsystem we find the situation particularly difficult. The Principal has not succeeded in building the necessary trust within IDM, something which simply adds to an already difficult situation. The Evaluation Team does not take a stand on the many charges we have heard. It is clear, however, that the Principal has not been able to deal constructively with the lack of trust (based on facts or myths), and as a result the human-relations in the institution are deteriorating.

Technologically, the institution has not developed norms and procedures to deal with human conflicts. There is a general lack of problem-solving skills and procedures. Crises are dealt with ad-hoc, in an authoritarian manner and with very few positive effects.

**Criterion 4: Teachers and students have open and constructive cooperation.**

IDM is doing "reasonably" well in this respect. There is a general positive atmosphere in the classrooms and in the informal system. We have noted the problems some female students and faculty have at IDM which is not healthy for their future development and lessens their potential for contribution to the country's development. There are complaints from students that teachers seldom have time to talk, that there is discrepancy between time used for counselling students and what students need, that student opinions rarely are taken into consideration by teachers, that students are not involved in evaluation of instruction and that problem-solving often is ineffective (see appendix C, Student School Review data).

When we assess the degree of cooperation among students and faculty as reasonably good, we have tried to assess the IDM climate in this respect with experiences students and faculty have had in other Tanzanian institutions of Higher Education. Both parties tend to agree, however, that there is much to do in this area, and there seems to be willingness on both sides to improve.

We think this part of IDM life can partly be understood as a consequence of forces within the Mission/norm, the Structural and the Human-social subsystems:

In the Norm sub-system we believe that Tanzanian traditions of a rather hierarchical teacher role has partly survived at IDM. Students normally do not play an active role in Tanzanian schools. It is mainly through a formal Student representation system that students have some influence (which is rather moderate).

The Human-social subsystem, or the strong informal system of IDM explains most of the practice. The School Review data tells us that there is great variation in terms of communication and cooperation between students and teachers. The situation is individualistic, it depends greatly on the individual teacher, who has considerable power in relation to students. Most teachers act in a responsible way, however, there are several cases of questionable conduct that damage teacher-student relations.

The Structural subsystem helps us to explain some part of the practice. The teacher-student ratio (about 1:10) is comfortably low, which provides the opportunity to work with each student and small groups of students. We are afraid that this opportunity is not fully utilized. However, where the teacher is motivated and able, the opportunity exists.

**Criterion 5: The staff is committed to the mission of the institution.**

There can be little doubt that the Faculty in general is committed to the IDM mission. In principle, faculty also make a real effort to follow through. The facts of life are, however, that the balancing act of teaching, earning extra money on consultancies and extra teaching, developing a farm (which now provides a much better income than the "full time" teaching position) and professional development necessary to stay qualified in the job, becomes very difficult to manage. In practice, therefore, a number of teachers have to spend time on money-generating activities partly damaging to mission achievement. We still say that the staff - in terms of Faculty has a high commitment to the mission.

Even so, there are student complaints about unfair treatment, victimization, of teachers not coming to class. This is an increasing problem, partly due to personal commitment and partly due to the fact that the administration schedules teachers at the same time in long term and short term courses (where there is extra money to earn). Many students also complain about teachers not being prepared, of poor pedagogy, teachers having no time and providing little guidance. Out of some 120 individual complaints from students, about one third dealt with complaints concerning teacher commitment in our School Review data. How do we explain these complaints and what has caused the situation described by both faculty and students today?

The Environment and the general reputation of IDM in Tanzania in our view is an important factor in explaining the pride many feel at working at IDM. It is a unique institution of higher learning. Teachers of IDM have a fairly high reputation both among clients and their peer group and it has been a place (so far) where professionals have found opportunities for development (mainly through Donor support). These factors are still important to understand the positive attitude towards IDM.

The Structural sub-system provides some explanation. IDM provides housing and farming ground. It is possible to have a decent life at Mzumbe, including schooling opportunities for children, a short distance to work and some other fringe benefits. The negative factors are mainly to be found in:

The Technological subsystem. The lack of effective procedures for maintenance has resulted in a rapidly deteriorating campus. Lack of effective procedures for service to the faculty (e.g. Teaching aids, stationery, etc.) make daily life intolerable for teachers (in particular when the Faculty knows that the equipment provided by NORAD is stored in containers on the campus). There is a general lack of fair and systematic incentives for Faculty (a necessity since salaries are inadequate). This is causing great concern and may be one of the most important demotivators today.

One particular conflict that is potentially a problem in relationship to Commitment is the conflict over Objectives, as illustrated in the conflict over professional development programs towards Doctorate degrees. This is a conflict within the Mission/goal-subsystem. The opportunities for Professional Development - often in terms of training abroad provided by Donors - has clearly been an important motivator. The impression among faculty today is that NORAD is not willing to support Doctorate studies abroad. This may be a case in point where commitment will be tested (see recommendations in the next chapter).

Added to this - as stated several times above - is the strong individualistic informal system that operates here, i.e. it depends largely on the individual teacher - taking all the above into account. This factor explains most of the variation in our School Review data as it relates to Faculty commitment.

The data does not allow drawing conclusions about the commitment of the total administration to IDM. Our interview data deals with the higher levels of administration only. These interviews indicate that much of the same rationale exists among the administrators; e.g. a professional organization like IDM is more interesting than an ordinary Parastatal organization, the area is nice to live in, etc. Again, we do not have the basis to draw conclusions about the commitment of the administration to IDM.

Both our student data and our School Review data from faculty indicate that students at IDM are committed to IDM, they are proud of being students at a unique institution of higher learning. They are generally interested in their studies and they work hard, including organizing their own learning groups to supplement classroom instruction (mainly due to problems of English being a second language, and poor implementation of the semester system curriculum).

**Criterion 6: The Institution has a high capacity for Inner Renewal.**

IDM has in many ways shown a considerable degree of Renewal. This is best illustrated by the fact that IDM's services have greatly expanded (e.g. the types and number of courses), and partly by the fact that the

institution has undergone a process of curriculum renewal (e.g. towards the Semester system), to a considerable extent supported by NORAD Technical Assistance.

As we analyze these processes further, however, the Evaluation Team comes to the conclusion that renewal in terms of Behavioral change (e.g. new approach to teaching, improved problem-solving processes) is generally not happening. In other words, IDM has a capacity for Structural changes - at least those that do not change roles and relations - but has only a small capacity to resolve process issues. We see the explanations largely within the Norm-subsystem, the Human-social subsystem and the Leadership subsystem:

The Norm subsystem of IDM is mainly that of a bureaucratic Parastatal organization. Changes are fairly slow, the institution is ruled by regulations and this type of system tends to favor structural reforms over process renewal. There is little tradition for renewal in any other sense.

The Human-Social subsystem is characterized by a negative and suspicious climate (in particular between the Administration and the Faculty), problem solving is rather individualistic or happens in smaller groups (e.g. see Faculty School Review, profile 12). Few believe that IDM as an institution can take hard decisions about priorities. The tradition is to add new programs and ideas (so that everyone is satisfied).

The Leadership subsystem has positive elements in terms of "fire-fighting", providing food for students, negotiating between interest groups and playing a "political" problem solving role. Also, in areas of structural reform (e.g. the "Corporate Plan" activity), the top Management has shown initiative. In critical areas, however, such as the area of Maintenance Management and ability to establish communication and resolve human conflicts, the top leadership has shown limited abilities.

**Criterion 7: The institution has a strong and effective leadership**

The data and the discussion above indicates that this criterion is not met. In fact, the leadership of IDM is weak. This has been a problem that has plagued the institution since its creation (see chapter 6). We can best explain this unfortunate situation as part of the Environment, the Norms and the Structural subsystems:

The Environment, here represented by the GOT, has not developed acceptable criteria for the selection of the top administrator at IDM. In the absence of clear and acceptable criteria the process of selection has been inadequate. The Evaluation Team has learned that the GOT may have used this position (as well as the top administrator position in other training institutions) to resolve leadership problems in other Government and Parastatal organizations.

A second aspect of the Environment is related to funding. IDM's leadership is faced with a nearly impossible Management task of finding resources when they do not exist (due to very late payments by the Government and the Parastatals). A number of the complaints of Faculty about the leadership is in our view related to the instability of funding, a situation the present Leadership has not been able to fundamentally change.

The Norms of seniority and the tradition of selecting a Civil servant as the leader of a professional organization like IDM is unfortunate. This leads to recruitment of persons near retirement with agendas not necessarily constructive for the development of the institution. Also the norms of hierarchical management with traditional "top down" power within the institution make changing leadership behavior difficult to achieve through a normal feedback process.

The Structural dimensions relate to the role of the Governing Board and the relations between the GB and the Principal. The Principal and the Chairman are both appointed by the President. The Board members are appointed by the MLMD. These formalities are important in Tanzania. In practice, the Principal has considerable power and is the key informant to the Board about the institution. The Board has

limited opportunity to really get information on a broader basis and to supervise IDM effectively.

**Criterion 8: The MTI has buildings, facilities and equipment adequate to a future oriented program.**

IDM is a rather unique campus, and by all measures should be an excellent facility for a future oriented program. Donors, in particular NORAD, have very generously provided assistance to nearly all aspects of the facility. In spite of these heavy investments our conclusion is that IDM today only meets this criterion to a "moderate degree".

This conclusion does not question the original investment, nor the quality of the facility as such. The problems are related to the totally inadequate Maintenance and Rehabilitation program, the totally ineffective use of the NORAD sponsored equipment and the lack of effective distribution of needed teaching-learning materials. (See chapters 7 and 8 above.)

How is it possible that IDM does not receive a high score on this criterion, taking 17 years of external funding into account? The explanations are very complex, involving all sub-systems:

The Environment of IDM, largely Government and Parastatal organizations, has been going through economic crises during most of the 70-ies and 80-ies. The external criterion for effective leadership has often been "avoiding student riots", i.e. the first order of the day is to feed students, next to take care of the minimum requirements for instruction, board and lodging. Maintenance is simply not the first priority.

The Norm-subsystem does not encourage Maintenance. We see this as historically and culturally related. IDM is not special in this respect, although we have seen campuses in Tanzania where maintenance indeed is valued and practiced. We assume that in institutions where maintenance is not a priority, maintenance jobs are not the most attractive either.

Structurally, the organization of the Maintenance operation is not effective. This is partly due to the top heavy administration creating a distance between the actual user (e.g. student), and partly to the service delivery (i.e. the Maintenance administration). The Maintenance Committee has been largely ineffective and the present ad-hoc Project organization is a doubtful structure.

The Management of materials and resources is totally inadequate in other areas as well. The budget structure can be used to "borrow" funds from the Development budget to the Recurrent budget (e.g. as is the case for the Book fund). This creates large deficits and undermines the Development intentions. Similarly, the matching funds in local currencies are often not available for Maintenance to take place (in spite of the fact that the equipment and materials as well as the Maintenance staff is there).

Technologically, the system is even worse. The procedures and practices of NORAD in relationship to IDM have been less than clear. Mis-communication has been the result. Procedures that allow needed materials to be stored in containers at the campus for two years leave much to be desired. Lack of control and feedback procedures have made this possible. NORAD has relied on the work of a Committee, in this case a highly ineffective management strategy.

A major explanation may be found in the Human social subsystem. All work connected with Materials management, Food Management and the like, including Tender Boards can be exploited, and in many peoples' view they have been exploited by the administration. This has created major conflicts and communication has in some cases been poor. Not only is it true that IDM has no procedures for conflict resolution and problem-solving, this is also the case for NORAD - and its relationship to IDM.

As far as the opinions of the majority of the Faculty and many students are concerned, the Leadership is responsible for the lack of Maintenance. The Evaluation Team does point out inadequate institutional leadership as one aspect. It is, however, also clear that

neither NORAD nor the Government managed their respective leadership roles adequately.

The lack of maintenance and rehabilitation of the campus is a major cause of concern. It penetrates everything, from the catering services, to the lack of teaching equipment. The Evaluation Team can only conclude that the present administration with more than 500 employees and a very generous external Donor is not able to cope with the minimum requirements of maintenance at IDM. Decentralization of responsibilities to users of buildings and to occupants of living quarters regarding maintenance should be considered.

**Criterion 9: The MTI organizes its learning resources effectively**

IDM does not meet this criterion effectively. In spite of major investments in buildings, equipment, curriculum development and staff development, most teaching is traditional lecture. And only that. Both faculty and students realize the need for more varied instructional methods, and we have observed that several teachers are using more varied methods in the short term courses as well as in teaching outside IDM.

Although there is wide acceptance of the Curriculum Development process that was initiated and carried out by the "Qualitative Improvement Project" (with Technical Assistance from NORAD), there are major complaints about the implementation of the same curriculum. This has to do with overload, use of old notes not tuned to the new semester system and lack of handouts, textbooks and other materials. The students are not encouraged to assess the quality of teaching and they are really concerned about the quality of their training. The reasons for inefficiency at this level can probably be explained within the Structural, the Technological and the Human-Social sub-systems:

Structurally there are several problems: The salary levels are too low, teachers are torn between several agendas, they will give priority to survival (and short term teaching provides cash). As IDM develops today there is a great danger that the full time student gets less and less attention (due to the unbalanced incentive struc-

ture). The new Semester system was well developed. However, teachers were not well prepared for its implementation. The same is true for Field Attachment which is structurally sound. However, implementation is poor (usually due to lack of funds). The way services and support for teachers (e.g. office space, equipment, stationery, audio-visual aids, etc.) are structured today, they are highly inefficient. Finally, the established system for book-allowance to each student is far too low to cover the cost of books that are necessary.

Technologically, there are also several factors that may explain lack of implementation: On the positive side, teachers are highly qualified, also trained in various methods of teaching, but due to structural conditions they do not use their skills (see above). The procedures to guarantee teacher services are inadequate (probably due to a very centralized administration), procedures to guarantee textbooks and other materials are inefficient as well (and can, as we have seen, be set aside when pressures arise). The procedures for developing Tanzanian training materials are inadequate. In total, the break-down of these procedures constraints the teaching-learning process.

There is variation in the way the curriculum is dealt with and the use of alternative methods. The Human-social factors are important here as well, and illustrate the "loose coupling" of IDM.

**Criterion 10: The MTI organizes its consultancy tasks effectively**

So far, IDM has not met this criterion effectively, however, progress has been made during the last year, particularly as IDM has now organized a separate department for Consultancy and Short Term courses. However, clients do not yet see IDM as an effective consultancy organization. Yet, there is an interest among several major clients to use IDM as a consultancy agency. The reputation of individuals who have carried out consultancy work is generally good. The facts are that individual faculty members have done very well as consultants, while IDM as an organization has not. This is what the new Department intends to change. So far, the

more senior faculty members have been involved. It is the intention to get more junior faculty members involved, and to involve female faculty members more actively in this area of work. What can explain the slow progress so far in this area of IDM's mandate?

Technologically, there are several reasons: Consultancy is a profession. Apart from teaching. It requires special skills. Until recently, the faculty was not systematically trained in consultancy work (which is now changing). Since consultancy work usually means working closely with the client over time, an effective transportation system is vital to IDM for consultancy work to materialize. So far, transportation has been a major problem.

The Environment and the Structure are as important for consultancy as the Consultancy organization. Consultancy is based on trust. Regular communication is necessary. It is not only important to be "the right person for the right job", it is also important to be there at the right time. IDM is situated far away from the main clients. This is a handicap for regular communication. Moreover, it is a psychological handicap. Agreements are made informally at times and places not planned. It is not only a question of transportation, it is a question of location.

Structurally, a Training institution as such is not normally geared to the rapid pace of consultancy work. Since consultancy work is often seen as a personal relationship to a client, the tendency will be for individuals with good contacts to clients to seize the opportunities. This is clearly facilitated by the fact that the salaries are inadequate and consultancy work is relatively well paid.

The Human-social factors can probably explain a great deal about successful and less successful consultancy work. It is probably an illusion to think that most faculty members will be doing consultancy work. Some will. It is important for the climate at IDM that the process is as open and fair as possible.

**Criterion 11: The MTI organizes its research effectively**

IDM does not meet this criterion. The attempts to build up a research program have to a large extent failed. IDM is not producing research that can guide its own practice, it does not serve Tanzanian Management in providing alternatives based on empirical findings of management practices in Tanzania. New models of management practices are imported. We explain this lack of success as follows:

Structural research is an add-on and not an integrated part of each faculty member's work. Since it demands considerable time and energy over long periods of time - and it is very inadequately financed - there is little hope of producing significant results.

Technologically, the research process is poorly understood, there is a general lack of research skills and the procedures for producing the reports are regularly breaking down. The very basis for producing research is therefore inadequate. In addition, the procedures for accounting for every detailed cost figure are additional demotivators.

The leadership does not give research the necessary support.

The Human-social factors are interesting to note. Faculty is very interested in doing research (See Faculty School Review data). However, there is little support for it, incentives are inadequate and even publishing cannot be guaranteed as an incentive. There is not a "community of research" either - a condition for successful research work.

As IDM has organized its consultancy and short term training programs, it needs to organize and strengthen its research program. It has to be geared to support the primary teaching activities. If IDM in the long run is to solve the problem of lack of locally relevant training and reading materials, it can only be done so through a well planned and executed management research program (institutional research policy).

## 10.2. The Evaluation Questions

The Evaluation Team, in cooperation with representatives of the MDC and the GOT, set out to answer eight evaluation questions. This section briefly summarizes the answers and refer the reader back to the various chapters for more detailed information:

**Question 1: What were the critical phases and processes in the development of IDM?**

The decision itself, to create a central Management Training Institution clearly met a need in Tanzanian society. IDM is still a central and important Management Training Institution.

Generally speaking there were three "phases" important to the development of IDM:

1. The Construction phase with at first the Nordic Donor support, and then NORAD support, was quite instrumental.

2. The Quantitative expansion phase, when the institution reached out to a number of client groups and developed a rich variety of long term courses.

3. The Qualitative Improvement phase, when both the Curriculum of long term programs were developed, as well as short term courses and consultancies.

**Question 2: How well has IDM met the expectations of the interest groups (e.g. Government, receiving institutions, donors, staff, students)?**

We answered this question at some length earlier in this chapter. In relation to external stakeholders IDM has a high reputation and clients are generally satisfied. Increasingly, however, external groups are worried about the "profile" of IDM. There is general concern that IDM should "stay practical" and assist the country in providing

relevant and practical Management skills to local and central institutions.

The extent to which expectations are met for internal groups varies considerably: Students are generally most satisfied. Administrators also express general satisfaction. However, the faculty have concerns about their work and about the developments of IDM (see discussion above).

**Question 3: What are the strengths and weaknesses of IDM today (internal organization as it relates to teaching, curriculum development, research, consultancies, maintenance and overall management, and relations to market)?**

Again, this question is answered at some length in the discussion above. There are numerous problems with the IDM organization; basically it is too bureaucratic, top-heavy, inefficient and slow to change in terms of procedures and processes. The practice of the classroom has not changed much the last 10 years, research is nearly non-existent and maintenance is very poor. General management is less than effective. There are positive sides, though: IDM has developed its curriculum, changed to a Semester system, rapidly develops short-term courses and is presently organizing a separate department for consultancies and short term courses. There is a very clear need for Organizational and Management Development at IDM.

**Question 4: What are the alternative scenarios for the next 5-10 years (as far as market segment, size, mix of activities, sustainability are concerned)?**

The Evaluation Team has identified three "models" that play a role in the discussion about IDM's future:

1. **The Practical, Downward and Outward Model:** to meet needs for public administrators in ministries, regions and local government, diversify offerings and tailor them to jobs, offering more short term and one year courses and offer more opportunities for women.

This model was most often described by senior GOT officials serving as ministers or principal secretaries. It may, however, demotivate qualified faculty who seek career possibilities.

**2. The Business School model:** to serve mid and upper mid level cadre trained in practical business and accountancy skills. It would emphasize the consultancy aspect of the mission, include an MBA/-MPA program and provide short term courses for trade, industry, business and the public sector. It may include satellite IDM campuses closer to the work places.

Some version of this model was most often described by senior parastatal officials, and it also has considerable internal support at IDM.

**3. The University model:** to place more emphasis on theoretical teaching and the research aspect of the mission; this would not include the downward direction and diversification called for in the first model. It would emphasize theory and models and aim at higher level management in public and private institutions.

This model has some support within the faculty and among top level IDM administrators.

No Needs Assessment has been made to support any one of these models. The impression the Evaluation Team has gained from discussions with representatives of MLMD, is that there are larger needs than IDM can possibly meet. The process of decentralization of public administration makes the first model particularly attractive. There are also strong arguments for the second model since the structural changes in the economy calls for better trained mid and upper level managers.

As discussed above, there is a potential conflict over the IDM mission, in particular because a well trained faculty has ambitions for further development. To be able to define professional development and research as part of the first and/or second model, is an important leadership challenge in the next few years.

**Question 5: How well has NORAD met the expectations (of the Norwegian authorities, the Tanzanian authorities, the IDM staff)?**

It is unclear if NORAD actually has a Policy in relationship to IDM. In many ways NORAD's general policies for Development aid, as well as policies for aid to Tanzania do not fit the type of assistance to IDM. This has probably been one of the internal issues within NORAD, which has had consequences for NORAD's behavior vis à vis IDM.

The Tanzanian authorities seem to be very favorable to NORAD's contribution to IDM. Expectations have generally been met. NORAD is being looked upon as the key actor in the development of IDM.

The IDM staff expresses great satisfaction with the support from NORAD, indeed, many feel that the institution would not be able to function without some of the basic support (i.e. books, equipment, rehabilitation). The faculty regret the "negative attitude" of NORAD towards "Doctorate-fellowships" and towards the MBA program.

**Question 6: What are the strengths and weaknesses of the NORAD support (particularly over the past 5 years)?**

The strength of NORAD's support is the fact that it has supported a key national institution with real needs over a long time span, a significant contribution to development in Tanzania.

NORAD changed its support quite considerably in 1984 towards qualitative aspects of IDM. Considerable progress has been achieved in several areas like curriculum reform, staff development and provision of books. IDM today has a highly qualified staff and a curriculum that generally meets client needs. Although NORAD support has been important and necessary, it has not been sufficient to guarantee implementation. As noted in this report a series of implementation problems causes serious problems at IDM.

At the policy level NORAD has been unclear, with negative consequences for the expatriates and partly for the Government. NORAD does not have a strategy for influencing IDM policies and has inadequate links to relevant Government bodies concerned with IDM. Communication is inadequate.

The weakest part of NORAD support lies in the lack of strategy in its Development policies vis à vis IDM. Expatriates are functioning as "consultants", however, are integrated in the line organization. They combine the "funder-role" with a "consultant-role", making it very unclear for the client (MLMD and IDM) who they are dealing with. It tends to mean acceptance of consultancy services not necessarily needed (because it may be a better guarantee for other resources that are needed).

Also the project design of the Qualitative Improvement project was dysfunctional. To have two independent systems of Technical Assistance working parallel to each other (BI and the Curriculum advisors) was a very unfortunate design causing problems for both parties. In retrospect the "Twinning arrangement" with BI in Norway has not met the expectations on either side, partly due to the structural inconsistencies mentioned above, however, also due to different expectations to the arrangement.

The expatriate program has received mixed assessments from faculty and administration. The performance has largely been dependent on the individual. The expatriate has largely been left alone at IDM and the NORAD support system is described as "quite inadequate". The Evaluation Team has noted a serious of inconsistencies in the NORAD system, lack of problem-solving skills (e.g. to resolve major expatriate-client conflicts) and a general lack of follow-up.

NORAD's support for maintenance and rehabilitation has largely been a failure. The reasons for this failure have been analyzed earlier in this chapter.

**Question 7: What are the alternative scenarios of internal and external support (both in terms of size, areas of investments, strategies of management and monitoring)?**

This question deals with future support. It will be dealt with in the recommendations in the next chapter.

**Question 8: How can IDM manage an appropriate Maintenance Program?**

This question will also be dealt with in the next chapter under recommendations.

Having summarized our findings, related them to our original criteria and to the eight evaluation questions, we shall now turn to our recommendations.

# CHAPTER 11: RECOMMENDATIONS

The purpose of this chapter is to put forward recommendations to the GOT, to the MDC and to IDM. These recommendations are based on the observations and the analysis above. Prior to a review of the issues and presentation of the Evaluation Team's recommendations, a review of interviewee recommendations is in order:

## 11.1. Interviewee Recommendations

Representatives of the external environment are quite concerned about future support. Recommendations are that NORAD continues its support, however, partly changes the way it works. NORAD should work more with the Government policy makers, and should channel money through the Treasury. It should continue the support for books and materials, further support housing and the infrastructure, and be more specific about project support.

Several persons stress the need for Information Technology building towards improved future management. Others feel that Technical Assistance should be reduced, however, that long term commitment is needed. Others strongly recommend that Needs Assessment is done prior to new investments, and as a clear basis for mission clarification and strategic planning.

Representatives of the Administration mention just about every aspect of IDM needing further support. Of particular importance are books and stationery, upgrading of the library, printing and maintenance.

Several additional buildings are mentioned a number of times: e.g. offices for academic staff, staff houses, dining hall for the short courses and "short courses block", meeting place for staff, etc.

They also mention staff development and incentives, the improvement of the printing process and research. They are somewhat skeptical to more Technical Assistance, would prefer short term experts and someone "who understands Tanzanian problems".

Representatives of the Faculty also propose assistance for the improvement of the physical conditions and equipment. They are mostly concerned with professional development (including doctorate programs), better work conditions (including offices, teaching aids etc.), propose a much more active Information Technology program and support for ongoing evaluation. Many are concerned about the prospect of NORAD possibly withdrawing.

The expatriates interviewed also had several proposals: They see a need to promote programs that help IDM to "move from a bureaucratic top heavy administration to a professional organization, using its own expertise in its own yard". They see a need to limit the mission, to do well what one does, not to build further on the MA programs, but concentrate on doing a fine practical job. NORAD should support Needs Assessment, organizational development, rehabilitation with external monitoring, books and materials as import support, possibly develop a new Twinning arrangement and continue to support professional development (which does not necessarily mean "courses" or "training").

Discussions with Agder College may give IDM a needed "bridge" to Management Development professional resources in Norway.

Let us now turn to the issues that we have developed in our discussions above. We shall list them according to the subsystem they belong to:

Issues in the External Environment

1. IDM faces a number of significant barriers and constraints, probably largely beyond its control from the external international and regional environment. Sources of capital on loan or grant are diminishing and outward bound payments to the wealthier nations are increasing. Donor flight in the face of trouble at home and shifting back home political priorities and funding fads is at odds with the notion of creating sustainable development.

   While some of the developing countries' current difficulties (Tanzania among them) is of their own making, these young, fragile nations have far less capacity and resources to withstand disruptions of the type they now face, than when times are better.

2. There is a significant lag time in making judgments about "real" effects of development inputs. Observable, tangible results often take one or two generations. Economic upturns usually have their roots in actions taken several years previously. Witness Tanzania's recent listing among the African countries showing improved economic performance, while the so

called crisis period it experienced during the early to mid 1980s (a basket case) and its internationally loudly voiced denunciations of the IMF, probably brought more international negative attention to the country from certain western donors than its performance deserved when judged within the total African context.

The issue is whether Tanzania and the performance of its institutions, such as IDM, because of its so well publicized stance on grassroots development during the Nyerere era, is today judged by more critical standards than other developing African nations.

For a period Tanzania bashing became a favorite activity among the donor and international financial community. (A still classified World Bank report describing some of this as well as its consequences to Tanzania may help to bring some rationality and objectivity to the review of fits and starts of Tanzanian development.)

At issue in terms of this evaluation may be how fully and carefully has NORAD analyzed its historical reasons for and responsibility to its involvement in Tanzania in light of what has been learned about the requirements for creating sustainable development.

3. Compounding the international forces have been the regional difficulties experienced by Tanzania's neighbors. The issue to be explored is whether IDM has the potential to become a more pro-active player in creating management capacity and improvement within the region, and what are the trade-offs given the tremendous national needs in terms of quantity and quality of output, for it actively seeking to become more regionally involved.

4. How to off-set the effects of an overall foreign exchange and cash flow crisis within GOT is at issue in terms of late fees payment for students to IDM, ability of GOT to pay the real costs of training students at IDM without donor assistance, the low salaries paid to IDM faculty forcing a "juggling" act just to survive, how to mitigate against individual economic enhancement, and how to lower expectations of the nation and various interest groups of what can realistically be achieved in today's environment.

5. How to set priorities, within resource constraints, so as to meaningfully impact the country's quantitatively and qualitatively large needs and demands for management improvement.

6. How to meet the needs of and expectations for a practically oriented IDM product able to deliver the goods in light of resource constraints, faculty perceptions of their role and available incentives, lack of real world management practical experience on the part of most faculty, increasingly less experienced student body, and the tug and pull of already existing "interests" on the part of current IDM clients to get their needs met in expanded ways in the future?

7. How to reward well qualified local expertise well enough when faced with having to import much more highly paid external technical assistance in order to keep donors interested?

8. How to systematically catalyze and design IDM improvements in staffing, student body, curriculum and placement so as to serve the country's stated objective of full and equal participation of women in development?

9. How to develop a systematic and ongoing needs assessment process and dialogue with IDM clients and then interface this with continual revamping and improvements to instructional practice and materials development?

10. How to balance the increasing demands for more students in a diverse set of areas, with needs to conduct inservice short courses, do research and consultancy?

11. How to address the external environmental influence questions. How much autonomy should IDM have? How much should the various Governing Bodies have? Who will decide? Will there be a reorganization shortly and what will be its real potential consequences?

12. How does the donor best fit in? Will NORAD continue its assistance to IDM over the long term in light of sustainability concerns? What role does NORAD want for itself in the decision-making and influencing structures at IDM and within Tanzania at large? Will NORAD be satisfied with a less direct role in influencing IDM instructional modes as requested by faculty?

13. For financial reasons will IDM choose to address their programmes largely to those who can pay, or attempt to strike a balance between national development needs for human resource development and the wants of paying customers?

Issues in the Goal-Setting Subsystem

1. No clear consensus exists on the part of the stakeholders about the balance and which aspects of the mission need most urgent attention, as well as in which direction IDM can realistically evolve to best meet the country's needs.

2. The relative policy-making roles of principal, chairman of the board and Minister of MLMD and the relationship of these roles to the central policy-making apparatus in the Offices of the President and Prime Minister appear unclear and lack formal linkages.

3. There is not a systematic approach to gathering feed-in from IDM clients about their needs and no process or forum for consensus building on relative importance of various aspects of the mission and goals (a role to be played by the Governing Board).

4. The communication system relies heavily on informal exercise of power and influence over goals and directions.

5. A long-range formalized strategic planning process does not really exist, even though IDM has produced a corporate plan and there are other strategic plan documents. The emphasis here is on the lack of a process. This problem is true not only for IDM but for most of the GOT operations as well (according to several respondents). This results in priority setting being ad hoc and open to manipulation by individual initiative and influence.

Issues in the Leadership Subsystem

1. IDM Principals have historically been poorly recruited and selected. Data shows wide-spread dissatisfaction with the performance of current leadership, including lack of trust, ineffective services and a top heavy organization. The issue is how to stimulate the system to solve both the immediate need for change and develop the appropriate criteria, process and monitoring mechanisms to break the historical pattern and prevent future reoccurrence.

2. Implied in issue 1 is a question of how IDM Leadership in the future can develop leadership and management style, skills and behaviors appropriate to managing an academic service organization, rather than a bureaucracy.

3. As implied in issue 1, is a question about developing appropriate mechanisms for trust-building, including a truly open communication climate.

4. Finally, the issue of what process and/or mechanism will or can be used to begin to stimulate the appropriate leadership, managerial and climate changes required for IDM to dissolve the "hidden curriculum"?

Issues in the Structural Subsystem

1. How to help IDM successfully evolve from a top-down, hierarchical, bureaucratic structure to a flatter, more matrix organization?

2. How to correct the top heavy, too many administrative positions, including creative ways for re-structuring some required services?

3. How to assure that the structure guides correct balance among teaching, research, consultancy and short courses, rather than leaving it to individual decision-making?

4. How to counter the historical effects of traditional male/female roles, so that women faculty and students more fully and equally share in IDM benefits?

5. How to assure financial and administrative integrity and accountability within the structure? Are there structural changes that would assist, as well as improvements in human/social subsystem?

6. How to evolve IDM into a more responsive service oriented organization?

7. How to balance appropriate student fees with needs such as purchase of books? Bus fees?

8. How to better design the incentive system so as to support mission and goal accomplishment, particularly with respect to faculty salaries and criteria for participating in short courses and consultancies that bring financial gain.

9. How to gain acceptance for a new performance appraisal system more conducive to performance improvement and more consistent with management research worldwide in this area?

10. How to establish academic quality monitoring not just of content, but of process, instructional modes and outcomes?

11. How to continue to ensure the integrity and security of the examination system?

12. How to establish workable materials and maintenance management structures?

13. The need to develop a calendar of meetings that is widely disseminated and schedules adhered to the degree possible?

14. How to establish a structure for monitoring and evaluating IDM managerial strengths and weaknesses with systematic reporting to the Board and MLMD?

15. How to reconcile semester system structure with the instructional technology?

16. The need to define the NORAD role more clearly and distinguish between the funding role and consultant role.

17. The need for NORAD to strengthen its support system for the expatriates.

18. The need to restructure the organizational and individual work conditions to make research a viable option.

Issues within the Technological Subsystem

1. How can IDM teaching practices be changed to be more conducive to learning? A variety of teaching methods needs to applied. Many staff already have the capability to use such methods and should be encouraged to do so.

2. How can students who are deficient in English when coming to IDM be assisted? Decisions should be made about the possibility of remedial English (or possibly additional use of Swahili at least for certificate courses).

3. How can an active and viable curriculum development process that results in improvements to not only teaching content but real changes in classroom instruction, be established? How does IDM move from curriculum planning and development to actual curriculum implementation?

4. How can the balancing act of faculty between teaching, not teaching (other than women faculty who seem to be carrying the load of meeting teaching obligations), research, consultancy and private activities be worked out (to create improvements in student learning)?

5. How can IDM develop a viable research program linked to the teaching mission and to consultancies, and carried out in a professional and efficient manner? Why are so many of the proposed strategies (i.e. from the 1986 and 1987 studies) not working in practice?

6. Printing and information technologies are important to the future of IDM. How can appropriate improvements in hardware, software, management and human resource development be developed to facilitate production of local materials and cases?

7. How can the IDM library at the same time function as a resource center for research and teaching, and as a support structure for students who have very limited access to textbooks?

8. How can the situation with respect to audio-visual and teaching aids be improved? Equipment has been brought to IDM that is not in use and would greatly assist in instructional practice if put in the hands of faculty. Also bottlenecks in the development of hand-outs should be eliminated including disappearance of stencils and stationery.

9. What is the formula that will secure sufficient student textbooks for the required courses? Is the "rental proposal" the answer? How do you get general acceptance for the proposal?

10. How can improved research policies be established? (Connected with developing greater consensus within goal subsystem.)

11. How can Field Attachment become a resource for learning and for the development of the curriculum, and how can it be organized in a practical and reliable way (e.g. with adequate and reliable transport, or to organize it in such a way so as to reduce the need for transport)?

12. How can catering practices and food services be improved; healthful conditions created, leakages stopped and NORAD furnished equipment installed? Conditions women students are facing in relationship to this need correcting. (See proposals from special report.)

13. How can IDM capitalize from the large funds made available by NORAD for rehabilitation? What changes in the organization, management and incentives are necessary?

14. How can building maintenance and proper inventorying and security procedures be put in place to improve the dormitory and living conditions?

15. Should more than one dormitory for women students be considered if this is serving as an artificial barrier to the admission of women? Also women's real needs should be considered in dormitory facilities.

Issues in the Human/Social Subsystem

1. How can the climate at IDM, which is currently very poor, be improved and get immediate attention?

2. How can one deal with some perceived inappropriate dimensions of the IDM institutional culture (individualism, cliques, favouritism etc.) that do not support sustainable institutional development, do support a hidden curriculum and do not model quality management performance?

3. How can one use and control the informal influence systems that are very strong and may be a two edged sword, at times helping, at times hindering constructive developments?

4. How can one improve the problem-solving system to become open and conducive to innovation, to be able to cope with conflict and to work issues through and carry out decisions?

5. How can cost, benefit and equity considerations in the human resource development programme be better taken into account?

6. How can IDM institutionalize a systematic organizational development programme? (A process it teaches to the most senior managers of the country.)

7. How can the gender issues at IDM receive serious attention?

8. Expatriate performance has been uneven, at times providing technically qualified help with poor interpersonal skills, at others providing assistance with good interpersonal skills, but lacking technical and influence abilities. How can the expatriate system be improved?

### 11.2. Recommendations

The Evaluation Team will propose a few program areas considered important to resolve these issues. For each area roles and functions for the GOT, NORAD and IDM are suggested. Each Program Area needs to be further clarified and developed. We assume that any one area considered important would need careful preparation.

1. Changing the IDM organization and its management: which will imply a 4 - 5 year Organizational and Managerial Development program, involving the entire institution, the Governing Board and relevant Government bodies.

   A) GOT: Urgently redefine the roles and criteria for Management and advertise the Top Management position for open competition. Give IDM permission as an Experimental Parastatal to change the organization, set aside existing rules and regulations if necessary, and work closely with IDM in the development period and monitor process and outcomes.

B) IDM: Establish Internal Steering/Resource Committee for the OD project. Use own resources fully in the diagnostic and implementation stage. Work closely with outside short term experts.

C) NORAD: Support the Steering Committee, the necessary Human Resource Development programs that will be the consequence, and cover external short term consultants.

2. Clarify mission and Governance structure: to allow all clients and parties to express their needs, define IDM in the national context of management training and define responsibilities and Governance.

A) GOT: Establish a systematic needs assessment mechanism.

B) IDM: Improve procedures and mechanisms for a dialogue with the users, including upfront expectations statements - what students should learn and what employees should gain. Use Field Attachment for such purposes, draw on the experiences of participants in the short courses and use external resource persons in the program.

C) NORAD: Support the development of the Needs Assessment program for a minimum of 3 years, phasing this funding gradually out as GOT takes over.

3. Secure stable funding: to allow IDM to change from "Crisis management" to a more rational, ongoing management practice. Sustainability of IDM should be the key objective in the next 5 years.

A) GOT: Adjust ambitions for IDM and tune it to the actual resources available. Decide what share of funding GOT is responsible for and secure mechanisms for accountability and cashflow.

B) IDM: Improve budget and accounting system to allow for forward planning, sustainability and contingencies. Increase income earning activities and rely less on irregular Government funds.

C) NORAD: Support local management expertise as short term consultants (internally or externally to IDM).

4. Develop an incentive structure matched with IDM's mission: to assure that all activities within the agreed upon mission are provided for. The incentives must encourage not only performance but also quality service.

A) GOT: Adjust incentive rules to guarantee goal achievement in all activity areas. Monitor performance.

B) IDM: Reallocate staff resources to reflect actual workload and distribute incentives according to performance in all activity areas. Secure fairness (e.g. women and young faculty). Monitor performance.

C) NORAD: Support necessary Human Resource Development.

5. Secure necessary learning resources: to allow qualified teachers to practice relevant quality teaching and to help students to be more proactive learners.

A) GOT: Adjust student fees and book allowances to reflect real costs of needed resources or change into a "book rental system". Monitor effectively import support for books, equipment and materials.

B) IDM: Delegate to Faculty the responsibility for all support services needed for teaching. Secure needed skills in all areas (included training as necessary), and improve management in the area.

C) NORAD: change the support to import support (books, materials, equipment). Provide short term expertise for computer based "Desk Top" publishing and possible CD-ROM experiment. Provide necessary transport facilities to secure supervision of Field Attachment.

6. Implement the new curriculum: move from curriculum development, new plans and content to actual classroom practice.

   A) GOT: Set criteria for the process of learning in addition to criteria for the mastery of content. Monitor the instructional process.

   B) IDM: Set performance criteria for teaching. Supervise instruction and use trained teachers as "Master teachers".

   C) NORAD: Support local IDM experts (e.g. Master teachers) and short term external expertise, with the clear aim of sustainability.

7. Rehabilitate existing facilities: to bring the campus up to a standard where the professional work can be carried out satisfactory.

   A) GOT: Hire independent contractor on a tender basis to effectively and quickly undertake all major rehabilitation work.

   B) IDM: Abandon the existing Rehabilitation Project. Select a team of artisans to be trained for future regular maintenance work. Use the Rehabilitation Project (to be carried out by an external professional contractor) as a learning opportunity for IDM maintenance staff.

   C) NORAD: Appoint in cooperation with the GOT, a team of professionals (architect, quantity surveyor, engineer) to review the existing plans for rehabilitation (major work). Fund a contractor to carry out a complete once-and-for-all rehabilitation of IDM now. NORAD should fund 100% of the costs.

8. Develop Maintenance Management: to secure the upkeep of facilities, to improve living conditions and the quality of the work at IDM.

   A) GOT: Set Maintenance standards and monitor progress.

B) IDM: Select and train a team of artisans through the Rehabilitation Project for future maintenance work.

C) NORAD: Provide a maintenance coordinator to assist in both the rehabilitation and the maintenance activity.

9. Secure equality of opportunities: in particular as female students and faculty are concerned.

A) GOT: Change recruitment practices to attract more female students and also encourage single female faculty to join IDM. Support remedial courses development if necessary to accomplish this objective.

B) IDM: Involve women in decision making and in defining areas where equality can be improved. Develop courses and activities more attractive to women. Provide more housing for women.

C) NORAD: Give financial support for development programs in this area. Monitor progress. Include women in provision of short term TA.

10. Clarify Donor role and support structure: to secure the most effective use of NORAD resources and to assist in a gradual phasing out of external Donor assistance for sustainability. This should receive attention up front.

A) GOT: Jointly with NORAD redefine roles and relationships mutually acceptable and productive.

B) IDM: Assist in defining ideal external roles and develop criteria and standards.

C) NORAD: Jointly with GOT, clarify Development Objectives, clarify lines of responsibility, improve problem solving capacity, reorganize support structure and improve monitoring. Clarify with the GOT and IDM expectations and possibilities for gradual withdrawal. NORAD should set clearer capacity development

goals and performance monitoring mechanisms to continually assess the movement toward sustainability.

It is the hope of the Evaluation Team that these recommendations will be studied carefully, that a dialogue will continue to work out a mutually acceptable plan of action and that a follow through program will emerge.

# Appendix A:

# TERMS OF REFERENCE

Appendix A

Dec 88

# Joint Evaluation of IDM, Mzumbe sponsored by MLMD, Tanzania and MDC, Norway.

## Background

The Ministry of Labour and Manpower Development (MLMD) is the higher authority and government funding channel of the Institute of Development Management (IDM), Mzumbe. IDM was established in 1970, and became a parastatal organization in 1972. IDM management reports to a Board of Governors, which also receives the annual audit reports on IDM. Noting with with satisfaction IDM's progress, and also bearing in mind its critical importance in supplying Tanzania with the trained personnel so essential for the country's further development, the MLMD sees a need for an independent evaluation of IDM's role within the larger framwork of the Tanzanian economy in order to assess - in the light of IDM's experience to date and its plans for the future - whether its potential contribution to the Nation is being fully exploited. Such an evaluation could also clarify whether additional steps may need to be taken in order to further enhance IDM`s contributions.

Norway has supported the IDM both during its construction phase and thereafter. This support is scheduled to be phased out by 1992. Additional support was given by Denmark and Finland in IDM's early years. The last assessment of Norwegian support was an internal project review by NORAD in 1983. In view of the long period of Norwegian support, and its scheduled termination, the Ministry of Development Cooperation (MDC), Oslo, wishes to conduct an independent evaluation in order to assess the effectiveness of the Norwegian contribution and to draw lessons for the future.

The MLMD and MDC therefore propose to undertake a joint evaluation of IDM, to be carried out by an independent consulting company with a team which includes both Tanzanians and Norwegians, with the following Terms of Reference.

## Terms of Reference

1. Prepare an analytical summary of IDM's history, covering the following:

   (i) The decision to establish IDM, and the guidelines then formulated; its change of status to a parastatal and the functions and objectives then given to it.

   (ii) The construction phase: costs and funding sources.

   (iii) Formal reporting responsibilities of IDM as an institution over the years; government directives concerning IDM.

   (iv) Student intake/output in each year of operation (identify students` backgrounds and the nature of the qualifications obtained i.e. by academic discipline); show the percentages of female students.

   (v) Staffing levels each year, broken down by discipline and qualification level; analyse staff/student ratios by year.

   (vi) The fellowship programme for staff: show number and duration of courses taken, cost, location and percentage of female staff involved. Identify rate of loss to IDM of staff on fellowships, both immediate and after a period back at IDM.

   (vii) IDM's income(funding) and expenses by year: break down by source of income(funding) and broad categories of expenditure.

   (viii) Trace the development of IDM's internal structures, on both the administrative and academic sides.

   (ix) Summarise the principal issues that have arisen over the years in connexion with IDM's functioning, through an examination of documents submitted to the IDM Board and the records of the Board`s deliberations, and through interviews with appropriate persons. Inter alia, identify those issues which relate to Norwegian-supported activites.

   (x) Summarise the qualitative discussions underlying external support for IDM over the years, through an examination of documents from general programming discus-

sions between the Norway and Tanzania (and Denmark-Tanzania and Finland-Tanzania), and the relevant NORAD and IDM files and reports, as well as interviews with appropriate persons.

2. Examine available policy statements and documents concerning Tanzania's trained manpower needs, in areas relevant to IDM's fields of activity, during the last 15 years, with an emphasis on the most current situation. Relate these to the student output analysis in 1-(iv) above, and to planned student output in the foreseable future. Comment on whether the balance between disciplines in IDM graduates seems the most appropriate to the Nation`s needs. Comment also on whether the academic/practical level of IDM graduates appears the most suitable for the Nation`s needs, distinguishing as appropriate between disciplines.

3. Examine instructional modes at IDM, past and present, and comment on their current appropriateness in the light of the analysis in 2 above.

4. Examine IDM's stategy for applied research and case studies, output of these to date and plans for the future, and comment on the extent to which this has contributed to strengthening IDM's curriculum, especially with regard to the development of Tanzanian teaching material.

5. Examine IDM`s consultancy activities and planned activities, and comment on these in the light of, firstly, benefits to IDM and, secondly, benefits to the Nation. Assess clients' views through interviews.

6. Examine the system of student field attachment during their studies, and comment in the light of, firstly, benefit to the students and, secondly, benefits to the receiving organization.

7. Examine the operations of IDM's publishing unit, in particular its ability to meet printing and reproduction needs at IDM. To the extent that the publishing unit may represent a bottleneck, comment on present plans for its restructuring, and whether these are likely to be adequate.

8. Comment on the current situation at IDM as described under 1 -(viii) above, in particular in connexion with:
   (i) Structures for, and inputs into, forward planning.
   (ii) Influences on and control over curriculum design, content, and modes of instruction.
   (iii) Division of roles and functions of the staff.
   (iv) Budgeting and accounting practices, levels of accountability and responsibility, and the handling of auditors` reports.
   (v) Planning and control over maintenance and rehabilitation.
   (vi) Student relations.
   (vii) Relations with other Tanzanian institutions, and with other institutions (except as in 10-(v) below).

9. Assess the relative roles and influences that
   - the MLMD
   - the IDM Board
   - the IDM leadership
   - the external aid agencies
   - other agents, if any

   have had in shaping the current IDM.

10. Assess the adequacy, suitability and quality of Norwegian assistance to IDM over the years, both in the light of the preceding analysis and in relation to overall Norwegian aid policies and priorities. In particular, comment on:

(i) Whether the volume of assistance, and the joint IDM - NORAD mechanism for the programming and delivery of such assistance, have been appropriate to the prevailing circumstances at IDM.

(ii) Whether the support given to IDM has been in accordance with prevailing Norwegian aid policies and priorities.

(iii) Whether the composition and quality of the assistance, ie support for construction, running costs, the library, fellowships, Norwegian staff and institutional twinning, expatriate teachers, and maintenance and rehabilitation, has been the most useful for IDM's overall development.

(iv) Whether the funds have in fact been used for the purposes intended; whether there are cases where, because of the fungibility of money, Norwegian funds have in fact supported entirely different activities.

(v) The effectiveness of Bedriftsøkomiske Institutt (BI) as a partner organization; the development of IDM`s relationship with Agder College (ADH).

(vi) The effectiveness of the relationship between the IDM Board, MLMD and IDM on the one hand, and MDC/NORAD Oslo and NORAD Dar on the other, in promoting the most effective programming and use of Norwegian support.

(vii) The effectiveness of NORAD in discharging its internal organizational responsibilities for the management of IDM - earmarked funds; distinguish, as appropriate, between the various components of assistance to IDM (see 10-(iii) above).

11. Make recommendations in respect of :

(i) Any aspects of IDM operations which are appropriately addressed to the MLMP, the IDM Board, or the IDM management.

(ii) Any adjustments in current Norwegian support, directed in the first instance to MDC/NORAD.

(iii) Any suggestions concerning the planning of future Norwegian support for IDM, during the forthcoming phasing-out period or otherwise, directed in the first instance to MDC/NORAD.

12. Make an assessment of what lessons the Norwegian authorities can draw from their support for IDM over the years, which could usefully be kept in mind in planning similar involvement elsewhere.

15.12.88