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CHALLENGES IN WORKLOAD ALLOCATION MODELS AND HUMAN RESOURCE MANAGEMENT IN UNIVERSITIES

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1. Introduction

One of the challenges facing the governance of universities across the world is how to appropriately manage the academic wing of human resources and attain excellence in the core result areas of the university missions. The role of the academics is varied with many competing demands in teaching, research and community service. Trying to meet increasing demands in these areas in universities has resulted in many academics working long hours and expressing dissatisfaction with their working life (Vardi, 2009). While universities globally are adopting performance management systems, which entails close and continuous tracking of planned institutional results, senior academics have been observed to have preference for autonomy (with little managerial intervention) in their work, especially the research component (Ng'ethe et al, 2012; Barret and Barret, 2008, Parsons, 2000). In many universities in Sub-Saharan Africa, the management of academic staff is further complicated due increased students' enrolments that are not matched by concomitant staff recruitment and characterized by sub-optimal use of ICT technologies in academic delivery (Commonwealth Secretariat, 2012). This has not only resulted in inefficiency in handling high student/staff ratios¹ but has also meant heavy teaching and administrative responsibilities that are affecting the quality of education, while crowding out research and other non-teaching academic activities (Mohamedbhai, 2011).

Universities in Tanzania have not been spared of this challenge. In a bid to meet curriculum delivery demand of existing programmes, and while internal staff capacity is being built, use is being made of heavier workload for existing staff, contracted retired academics, and part-time staff, often drawn from sister universities facing similar shortages. At the same time, there are national statutory instruments, for example the Employment and Labour Relations Act 2004, guiding standard working hours, which have severe financial implications when these working hour limits have been exceeded. Compensation for curriculum delivery often overruns budgetary wage bill allocations, as existing staff are forced to do extra workload or part-timers are deployed to cover excess demand. This is forcing universities to seek alternative internal sources to pay staff compensation, and often has led to financial fatigue and reallocation of funds from other priority areas. The situation is probably worst in private universities where wage bills and other staff costs have to be funded mainly from revenue generated by students' fees, which are nationally regulated. Barrett and Barrett (2008),

¹ This is a controversial measure which depends on the state of the IT technology in academic delivery. Standards varies across disciplines, with high ratios in the sciences e.g. medicine, put at 1:10 and low in social sciences and humanities recently put at 1:40, in during the development of unit cost framework in higher education in Tanzania.

correctly note that the emphasis on institutional interventions on the allocation of workloads to staff, should go hand in hand with interventions to improve university finance and quality.

This paper attempts to review the governance in workload designs and management and share experiences of how some universities are handling challenges involved in this process. Section 2 provides a brief on the rapid expansion of higher education space in Tanzania and its implications in balancing teaching and research in workload models. Section 3 briefly reviews some selected global and Tanzania experiences of university workload strategies. The implication of adopting the recently released workload model, contained in the , *“Guidelines and Tools for Human Resource Management and Development for University Level Institutions in Tanzania”* (TCU 2012) is e briefly discussed in Section 4. Section 5 presents possible harmonization of the workload framework with performance management systems, as a possible better way of managing workloads. Section 6 is conclusion.

2. Higher Education Space and Workload Implications

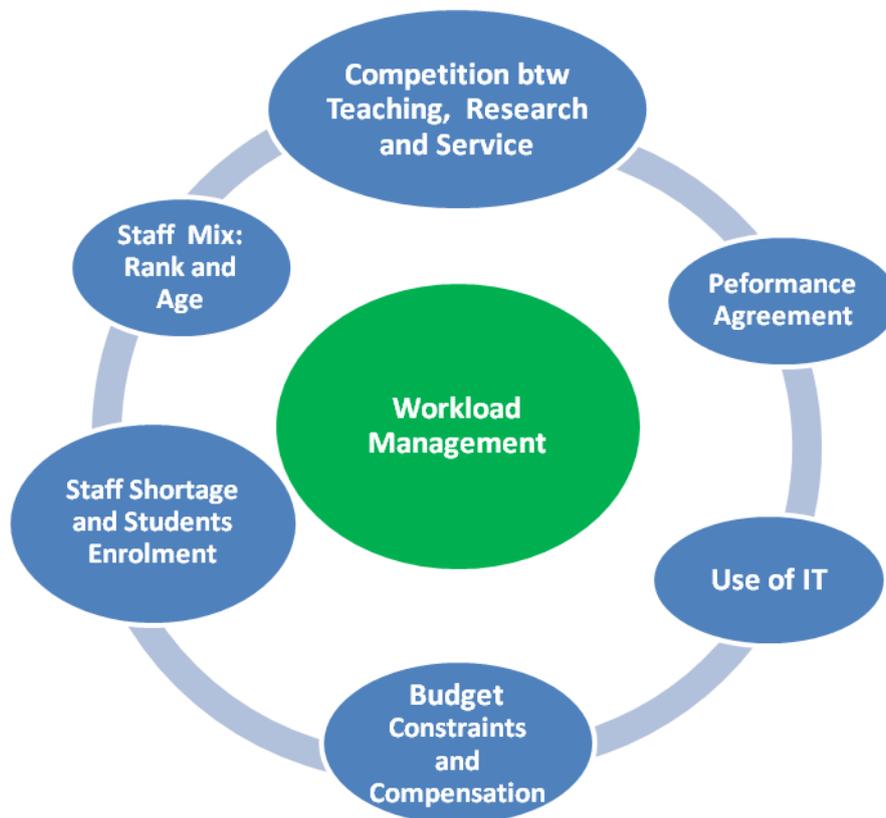
The traditional missions of all universities in the world have been teaching, research and public service to the community as their key result areas. The journey for quality and excellence, as expressed in most university visions, are being sought in these areas, as universities are expected to contribute to current and future national, regional and global development agenda. In Tanzania some of national ultimate results are implied in the Development Vision 2025 and 2020 for mainland Tanzania and Zanzibar, respectively. Realisation of university mandates requires, amongst other things, adequate human resources in terms of numbers and requisite qualifications. It also requires appropriate policies and strategies on retaining the trained staff and effective utilization of their skills.

Tanzania has experienced a rapid expansion of space for higher education. The number of universities and university colleges, both public and private, has increased from around 24 in year 2004/5 to reach close 50 in 2011/12 (MoEVT, 2012). During the same period, students’ enrolment has increased from around 38,000 to reaching close to 140,000, which represent about 4% of gross enrolment in higher education. These numbers are still considered very low when compared to the demand for higher education as a result of increased enrolment attained due to the implementation of Secondary Education Development Programme (SEDP). Enrolment in secondary school has increased from 433,000 in 2004 to around 1,500,000 in 2009 and 1,790,000 in 2011 (HEDP 2010; Mkude, 2012). The Higher Education Development Programme (HEDP) target is to increase the higher education gross enrolment rate from 4% in 2009/10 to reaching 10% in 2015. This means that existing higher education institutions, including universities, are still pressured to expand, while newer ones are established, to reach this target.

These current expansions have, however, not been matched by requisite academic staff recruitment and development, and optimal IT use for alternative curriculum delivery. Many established universities have more than quadrupled their students’ enrolment during the period 2002 - 2011, while staff population has increased by a much lesser proportion. University F (referred below) has increased student enrolment almost seven times since establishment, while faculty position has increased only three times. Due to the effect of the employment freeze in public service in the 1990, in some universities (especially UDSM), there is imbalance in the age and rank-mix of the academics, with a mass of senior academics

at the ranks of associate professor and professor reaching retirement, while another mass consists of junior staff at the ranks of assistant lecturer and lecturer. While concerted effort is put in staff development, in the relatively new universities, majority of academics, at times up to 80% have no Ph.Ds, and hence low research capacity (HEDP, 2010:29). As correctly noted by Mkude (2012) almost all universities in Tanzania have inadequate human resource capacity, space and equipment. This has not only led to most of the existing staff being confined to heavy teaching, but the extensive use of senior staff in teaching is also dwarfing research. It is probably true that the low of volume of research and research outputs in Tanzania universities do not reflect the number of academics in these institutions, with close to 1000 holding Ph.D.s. Some academics, especially in fields where there is dire shortage, have expressed dissatisfaction with lack of equity in workload allocation². Figure 1 sums well the critical issues and challenges that rallies around workload management in Tanzania. as discuss in Section 1,

Figure 1: Issues Rallying Around Challenges of Workload Management



Source: Authors' Construct 2012

² These were some of the comments given when academics where participating in the review of workload policy at a certain university

Even though no national study has been conducted to map the extent of research space in Tanzania, the situation in Sub-Sahara Africa (SSA) probably reflects the Tanzania situation as well. SSA has the lowest number of researchers per million of population at 79, compared with 442 for Latin America and the Caribbean and 526 for India. SSA produces just 1.1% of the world's publications and 0.1% of global patents (Mohamedbhai, 2011). Increase in space in research is not only confined to capacity to produce useable knowledge, but also the orientation and ability to transfer it to users. These facts need to be taken seriously in a debate on workload allocations frameworks. The key question is “To what extent do the workloads frameworks in Tanzania universities provide a balance on the space for quality teaching and usable research”.

3. Workload Frameworks

This section reviews experiences of workload frameworks and models, based on literature reviews of studies on workload done in the UK, experience from a visit to Spain and the experiences of some universities in Tanzania. The objective of the review is to bring to light the different philosophies behind workload frameworks and approaches by universities and also to demonstrate the variation and challenges of applying the frameworks. The names of the universities have been concealed for ethical reasons.

3.1 Global Experiences

Experience from University A

University A is about twelve years old, located in Valencia, Spain, being a second public university in that region. The University has a students' population of 10,000 in four campuses and a total of 600 academic staff members. During its brief history, it has received a number of excellence awards, including ISO 9002 in 1999, ISO 9001 in 2002 and EFQM +500 in 2005 (Kuzilwa, 2010).

Faculty members at University A have to work and account for 37.5 hours a week, which is a statutory standard working week load for public workers in Spain. Spanish Labour Laws do not allow workers to work more than 37.5 hours a week and do not allow payment of extra hours. Faculty members are, however, financially rewarded for exceeding their annual targets and are also entitled for paid sabbatical after three to four years of teaching.

Work load distribution for full-time staff is as follows:

- Maximum of 12 hours per week of teaching (teacher driven activity), irrespective of rank
- Maximum of 8 hours per week on tutorials (teacher and student driven activity)
- 12.5 hours per week on research (1/3 of the available time)
- Remaining time (5 hours per week) on administration and teaching preparations³

³ This implies that for each one teaching hour there is provision of 0.5 hours of preparation

While the workload defined above is average for the week, when it comes to actual implementation a faculty member can have more load within a given semester. For example, one can have 24 hours per week of teaching (double of the set standard) in a given semester and have no teaching at all in another semester, giving the average on annual basis of 12 hours of teaching per week. This is probably one of the beauties of the semester system, where departments can plan for alternate semester off for their staff to perform research, while others shoulder heavier teaching load, without violating the annual workload standards.

The workload is monitored through individual annual reports, students' evaluation of staff and curriculum management Software. Each faculty member has to input what they do each week. This becomes assessable by the office of the Vice Chancellor for Human Resources, which is overall responsible for monitoring staff deployment (Kuzilwa, 2010).

The curriculum management software is also used to determine the supply and demand for curriculum delivery; and hence determine disciplines where more recruitment has to be done. According to the Vice Chancellor for Human Resources, the model seem to be working well as the workload for full-time for teaching and research adhere the national standards and gaps in teaching being filled by part-time staff.

Cases in Britain

Barrett and Barret (2008) have conducted a very comprehensive study of workload models and approaches for four universities in the United Kingdom and two universities in Australia. Three of these cases (all in Britain), University B and University C, and D are summarized in Annex 1. All the three cases have policy guidelines on workload allocation practices, but the policies are mainly confined to some universal advice on transparency and equity. As shown in Annex 1, departments or schools determine their own approaches to workload allocation. None of the universities studied by Barret and Barret had a single system covering the whole institution. According to the study, this has been made impossible partially due to disciplinary differences. Departments had either partial or integrated workload models. A partial system is the case where only teaching and administration is formally considered in measured work, while research is left out as an autonomous activity to be conducted at one's own time. This is true of Case University C. The motivation for research is seen mainly in terms of its autonomy, "one being left to work as hard as possible on anything they wanted" after meeting teaching obligations. Motivation for research is also its contribution to promotion. An integrated system is where all main academic activities teaching, research and academic administration are formally considered in the workload allocation and duly weighted and assessed. This model has been practiced by the Department of Geography in University B, where research was allocated 40% and all work done (including teaching and research) was recorded and evaluated.

An interesting observation from the few reviewed cases is not only the absence of common workload frameworks and standards across and within the universities, but also what is seen as the difficulties of designing workload models, even where adequacy in academics in terms of numbers and qualifications may not be an issue.

3.2 Experiences from Universities in Tanzania

Many universities in Tanzania have or are in the process of designing or reviewing workload policies for the teaching staff. While many universities have been grappling with frameworks

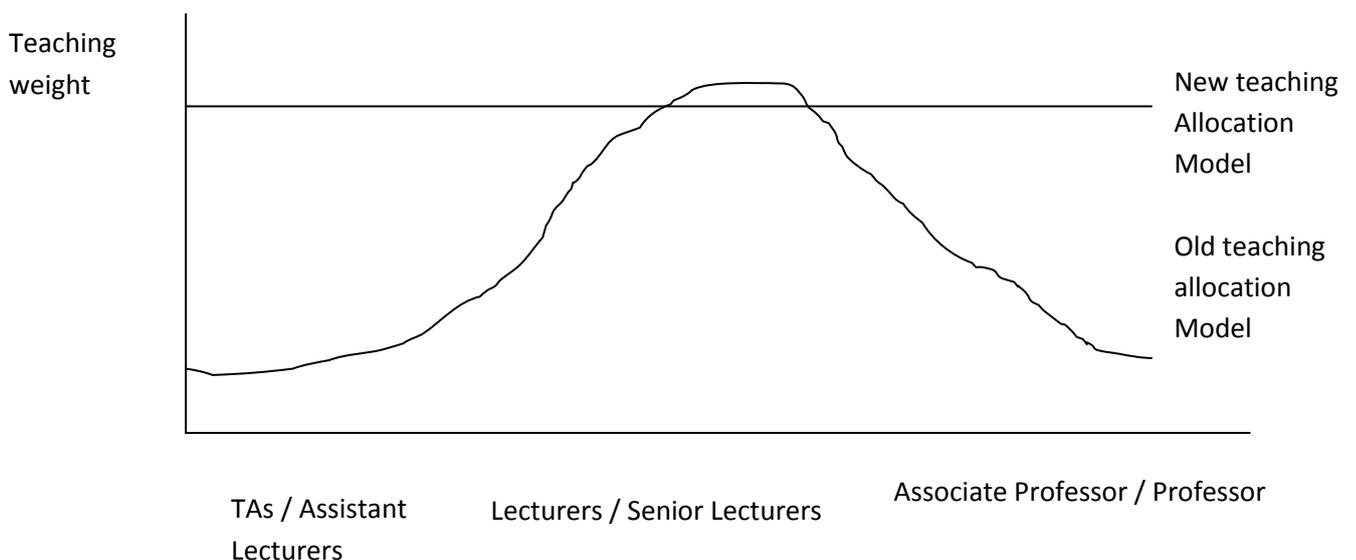
for workload for academic staff, the Tanzania Commission for Universities has recently (2012) issued guidelines for minimum workload for academic staff. Management of such workloads have to be seen in the light of another statutory requirement, Public Service Amendment Act No 18 of 2007, that requires use of result based management and open performance management in public service. *Guidelines and Tools for Human Resource Management and Development for University Level Institutions in Tanzania*” (TCU 2012), makes OPRAS mandatory in all universities, including the private universities effective 2012/2013. It is not clear at this stage how adoption of these frameworks will affect the management of human resource in universities, particularly in terms of addressing the challenges raised above; effectiveness and cost. This will be picked up in Section 5. The experiences discussed below are on frameworks developed and used by respective universities before the TCU guidelines were issued.

University E

First Workload Model

E is a public university. Upon its establishment, more than a decade ago with a student population of 1,100 and about 100 academics, University E undertook a participative study that produced its first workload policy and model. The model was based on some kind of weight assigned to the different academic activities, including teaching, research and public service across different ranks of academic staff. An attempt was made to combine data formally or numerically to give an approximate output in terms of percent of workload or hours for the activities. As indicated in Figure 2, senior staff in the ranks of associate and full professors were assigned higher weight for research (including postgraduate supervision), while junior staff (assistant lecturers and lecturers) were assigned higher weight in teaching. The logic (though paradoxical) was that senior staff had higher capacity for research and mentoring and hence should have a relatively more of their time in research and vice versa. Probably common sense would demand that relatively junior staff needed time to build capacity for research as well and hence the need to attach an equal weight at their own level to research.

Figure 2: Constant and Variable Teaching Load allocation



While this model recognized the key strategic mission of the university (teaching and research), the actual operation of the model by the university in terms of determining actual hours used and hence determination of extra hour for compensation, covered only the teaching component. The reasons for considering only teaching then are not clear, but it could be that it was easy for teaching to be timetabled and contact hours were more easily defined. Administration was also included, in that persons with administrative responsibilities, such as deans and directors and heads of department, had standard teaching workloads which were 50% of standard for those with no administrative responsibilities. The remaining 50% of the standard teaching load was assumed to be input into administration.

Typically the research aspect, while recognized as an important activity by the model, was left out in the extra workload assessment for purposes of remuneration.

Current Revised Workload Policy

By 2011 the students' population at University E had increased to more than 6000 (six fold increase since establishment) and the number of academics had risen to around 230 (just over two fold increase). The number of postgraduate programmes had increased from 2 to 12. The need for a better and efficient use of human resources to deliver total university's mission (teaching, research and public service), and the need to spur research contribution following underperformance during the implementation of research in the University's Second Five Year Plan, prompted University E in 2010, to review and adopt a comprehensive strategy and framework of workload allocation. The new policy was also intended to harmonize workload with the open performance appraisal system (OPRAS), which was adopted by the university in year 2007. .

The new model was based on a working week of 40 hours and 48 weeks of work in a year, excluding four weeks of annual leave provided by the relevant legal instruments. Actual teaching is 28 weeks in two semesters. Teaching hours for all staff (except tutorial assistants) is standard, set at 10 hour per week (See Figure 2), with one hour preparation given for every one hour of teaching. Assistant lecturers and lectures handle undergraduate and non-degree programmes, with much bigger classes, while senior staff handle postgraduate (master's teaching) and research (including supervision). When class size is factored in, it may seem that assistant lecturers and lecturers have a heavier load.

Provision is also made of students' evaluation, which includes the preparations and marking of numbers of tests, assignments, and final examinations as per the Students Examinations bi-Laws.

Research and publication has been assigned 30% of the annual load, giving an average of 580 hours or 14 weeks a year.

Table 1: Average Standard Workload for Academic Staff

Activity	Per cent of allocated time
Teaching (including preparation and marking)	50 (680 hours in 32 weeks)
Research and publication	30 (560 hours, mainly during recess or with off-semester teaching)
Community service	10 (172 hours)
Administration	10 (172 hours)

NB: According to the Policy, these allocations are just indicative. Within any given moment, one could substitute allocation of time from one function to another. The research allocation covered postgraduate (Masters and Ph.D.) supervision would be justified by outputs, with senior staff expected to have higher productivity on this

While the university has workload policy provides standard allocations, actual allocation of work is done in the departments through dialogue between heads of department and staff.

University F

F is a public university and is more than twenty years old. Currently it has a student population of about 5,000 and slightly more than 330 academics. It has recently approved its workload policy, showing normal teaching load levels for various ranks of staff as shown in Table 1. Like university E, the work loads in university F are based on official 40 working hours in a week (i.e. 8 hours per day) and 40 teaching weeks per year.

As shown in Table 2, unlike University E, University F has adopted a variable teaching framework whereby lecturers and senior lecturers are given a higher teaching load, compared to professors and other junior staff. The reverse is true for the research function.

The workloads provides for 4 hours of preparation for every hour of the lecture and practical sessions, giving a total of five staff hours per every contact lecture hour. The resulting actual teaching per week for the staff categories is: (i) 64 hours (320/5) for TAs; (ii) 80 hours (400/5) for Assistant Lecturers; (iii) 96 hours (480/5) for Lecturer; (iv) 96 hours (480/5) for Senior Lecturer; and (v) 80 hours (400/5) for Associate Professors/Professors

Table 2: Current workloads of teaching staff

Activity	TAs		Ass. Lecturer		Lecturer		Senior Lecturer		Assoc Prof/Prof	
	%	Hrs	%	Hrs	%	Hrs	%	Hrs	%	Hrs
Teaching workload per week	20	8	25	10	30	12	30	12	25	10
Research	70	28	55	22	45	18	40	16	30	12
Public service	9	3.6	15	6	15	6	20	8	25	10
Administration	1	0.4	2	0.8	5	2	5	2	10	4
Counselling	-	-	3	1.2	5	2	5	2	10	4
Hrs/week		40		40		40		40		40
Normal Teaching Load		64		80		96		96		80

Teaching loads for Heads of Departments, Deans, Directors and Associate Deans/Directors and the Deputy Vice Chancellor were set taking cognizance of administrative roles as shown in Table 3.

Table 3: Current teaching loads for Heads of Departments/ Associate Deans and Directors; Deans/Directors and DVC

Activity	HoDs, Deputy Deans/Directors		Deans and Directors		DVC	
	%	Hrs	%	Hrs	%	Hrs
Teaching per week	20	8	15	6	10	4
Research	30	12	30	12	20	8
Public Service	10	4	10	4	5	2
Administration	30	12	35	14	50	20
Counselling	10	4	10	4	15	6
Hrs per week		40		40		40
Teaching Load		64		48		32

Faculty members who teach over and above these normal loads are remunerated through payment of heavy teaching load allowance. The university has been paying TZS 2,000/= for every extra hour.⁴

On average, research has been assigned 45% of the annual workload, but is not considered in the computation of extra workload. The question is how to account for this time.

⁴ Staff have been claiming the same rate (i.e. TZS 2,000/=) for lectures, practicals, tutorials and seminars, even though these are regarded to require lesser time in preparation compared to lectures.

From the above indicative framework, academics in University F are expected to work over and above the statutory 40 hours working week during the semester time, with cases of more than double the standard load without any claims for extra work.

While recognizing the importance of research, this model seems to be partial in that during the semester, and due to heavy teaching, faculty members have to undertake this function at their own time (evenings and /or weekends). It is obvious that effective research can only be undertaken only during the long recess, with semester off or during sabbaticals.

University G

University G is amongst the well established private universities in the country. Currently it has a student population of close to 3,500 and academics close to 130. The University came up with its first workload policy in 2009. The Policy was used as a basis for workload allocation and formula for computation of extra workload for remuneration purposes. The policy has, however, been reviewed recently because of different concerns by both academic staff (equity considerations) and University management (cost considerations). On the part of the staff, the concern was recognition of large classes in lecturing in the workload allocation and hence remuneration. Faculty members with large classes were seen to be favoured financially by the Policy. University management, on the other hand, had a big concern on the budgetary implications as the formula which resulted into huge and unsustainable financial implications for extra workload.

The new workload policy (2012) has capped teaching workload for academic staff to a maximum of 12 hrs per week. Teaching weight is higher for middle ranks (AL, L and SL), while it is lower for TAs and higher ranks (AP and Ps at 50%). The framework does not take into account class size for purposes of lecturing, but does so for marking purposes, where a standard class is 60 students. Marking of scripts for a class larger than 60 students is compensated. One credit hour of teaching is assigned 3 hours preparation. The 12 hours maximum teaching load per week is therefore a total of 36 hours of weekly load, as shown in Table 4.

Table 4: University G: Summary of the academic work load

Activity	Academic Rank											
	TA		AL		L		SL		ASS. PROF		PROF	
	H/W	%	H/W	%	H/W	%	H/W	%	H/W	%	H/W	%
Teaching	6	15	12	30	12	30	12	30	6	15	6	15
Research	28	70	16	40	16	40	16	40	10	25	10	25
Consultancy	5	13	10	25	10	25	10	25	14	35	14	35
Administrative	1	2.5	2	5	2	5	2	5	10	25	10	25
Total HRS/WEEK	40	100	40	100	40	100	40	100	40	100	40	100

According to a commentary captured in Policy, “only 4 hours is left for other non-teaching activities, including research”. Faculty members therefore said to have very little time left for research. But this may not be strictly true if an annual perspective is taken. The fact of the matter is that faculty members have little time for research during the semester, if they are

allocated the maximum teaching load. But there are about 14 weeks of recess where staff can conduct non-teaching academic activities, including research. These are not explicitly considered in the Policy and in the computation of extra workload for compensation purposes.

4. General Observations in the Workload Models

The above preview has revealed a number of issues. First there is a variation across universities on the workload standards, not only in Tanzania but also globally (from the cases reviewed) as summarized in Table 5. Five attributes have been considered: (1) Philosophy between partial and integrated Approaches; (2) Fixity or variability in the weight attached to the teaching component according to rank (3) Fixity or variability in the weight attached to the reserch component according to rank (4) Extent of provision for teaching preparation; and (5) the length of academic year. The variation in Europe is also seen to be experienced across departments because of the mandates given to specific departments to design their own frameworks. The issuance of minimum standard workload for universities in Tanzania by TCU may help to harmonize the variations in the workload standards in Tanzania, even though the challenge will still remain, taking into account differences in disciplines.

The review has also shown a mix of preference between partial and integrated workload models by universities in Tanzania and Europe. In the partial model, although non-teaching academic activities are recognized in the frameworks, operationally it is only the teaching workload that is formally monitored. The preference for partial model also seem to be strong amongst academic staff in the Tanzania due to the concept of extra-workload to be compensated, a concept does not seem to be common in Europe.

Strengths of partial approach

The partial workload models have a number of advantages. Firstly, they are easier to operate, since when it comes to evaluating extra workload only teaching is used. In some universities in Tanzania, models use standard teaching workload to compute extra workload for staff, which is in turn used to compute honoraria for the extra work based on hourly pay.

Secondly, the framework allows for easier comparison of workload amongst staff in one department but also across departments in the university. This forms a basis for equity assessment. Such comparisons can also form the basis for determining staff strengths and deficits and hence given priority for new recruitment required, part or permanent.

In universities where extra workload is compensated, the partial approach is financially motivating for staff, especially for those who do not have propensity for research and publications and hence prefer to use most of their time on teaching.

Weaknesses with Partial Approaches

Despite the above observed strengths, the approach had also severe weaknesses. First it is not equitable from an institutional view point in that faculty members who in addition to teaching put effort in research are not financially compensated when it comes to computation of extra workload. Emphasis is on “teaching workload” and not overall workload”. To the minds of many staff “Teaching Workload Policy” is synonymous to “Workload for Teaching Staff”.

Secondly, the approach, if not well managed, may dwarf the research and publications outputs and hence the visibility of a university in this area. This is despite the fact that the academic staff appraisal and promotion policies place a heavy weight on publications (publish or you perish). In effect, the approach only partially links human resource use to the university strategy on research.

By considering only teaching in computing extra workload against the standard set, this approach may result into excessive compensation for extra workload if compensated staff has actually not utilized the non-semester period for academic jobs. This will also drain the finances of the universities. According to its audited accounts, University E paid on average about –Tsh 500 million per year as extra workload and Tsh 400 million per year for part-time staff between 2008/9 and 2010/11, during the period it was operating a partial model. In some private universities such compensations have consumed almost two thirds of the operational financial resources of the university (Phone interview). In effect this may entail double payment, if no account is made of other working hours (off semester period). This also entails inefficient use of human resources to produce planned results.

The integrated models expect staff to engage in research and other non-teaching activities during a three year cycle, even if these may have to be retrospectively accounted for through outputs. The model, through proper accounting, removes the possibility of “imaginary” extra teaching workload.

Table 5: Cross-case Analysis of Workload Allocation Models

		European Cases				Tanzanian cases			
	Attribute	A	B	C	D	E	F	G	TCU
1.	Workload Approach	Integrated	Integrated	Partial	Integrated	Integrated	Partial	Partial	Integrated
2.	Weight to teaching	Constant	Constant	Constant	Constant	Constant	Varying	Varying	Varying
3.	Weight to Research	Constant	Constant	Constant	Constant	Constant	Varying	Varying	varying
4.	Preparation per hour of teaching	0.5 hours	3 hours	1 hour	NA	2 hours	5 hours	3 hours	0.5 hrs
5.	Academic year	N/A	N/A	26 wks	30 wks	34 wks	32 wks	32 wks	34 wks

4. Guidelines by the Tanzania Commission for Universities

As indicated above, the Tanzania Commission for Universities has recently (July, 2012) issued *Guidelines and Tools for Human Resource Management and Development for University Level Institutions in Tanzania*” (TCU 2012), which also includes guidelines on minimum workload for staff involved in teaching.

The guidelines reflect the integrated model, where teaching, research and administration are all factored in with various weightings and multipliers to reflect the different loads involved. The TCU guidelines expects academic staff, on average, to spend 12.5% to 25% per week on teaching, 10% to 13% on tasks related to teaching and 35% to 45% on research, respectively depending on rank.

In its generality, the TCU model does not seem to be very different from those already in operations in many universities as represented by the cases referred above, save for few extreme differences in some parameters. The model has assigned relatively very low weight preparation of teaching related activities. While an average of two hours of preparation has been assigned for each hour of teaching in the universities’ models, the TCU model has assigned 0.5 hours.

Table 6: TCU’s Indicative Weekly and Annual Workload for Teaching Staff

Activity	TA		Ass. Lect.		Lecturer		Se. Lect.		Assoc/Prof	
	Hrs	%	Hrs	%	Hrs	%	Hrs	%	Hr	%
Teaching / Class Time	5	12.5	7	17.5	10	25	10	25	8	20
Preparations / Resource Search	20	50	7	17.5	3	7.5	2	5	3	7.5
Research & Publications	11	27.5	19	47.5	18	45	18	45	14	35
Outreach/Public Service	3.6	9	6	15	4	10	3	7.5	7	17.5
Administration	0.4	1	1	2.5	3	7.5	4	10	2	5
Mentoring/Counseling/Supervision		-	-	-	1	2.5	3	7.5	6	15
Hrs/Week	40	100	40	100	40	100	40	100	40	100
Annual Teaching Load	175		245		350		350		280	

By implication, the TCU model assumes a 35 week academic year, which approximate the academic year in most universities in Tanzania. This model leaves a total of 13 weeks in a year (after accounting for an annual leave of four weeks) for other activities including research. The weight attached to research closely resembles the framework for Universities E and F, which formally recognize research hours in the computation of extra workload.

The big challenge for the TCU model and those of the universities reviewed above is how departments and individual staff are expected manage research and non-teaching activities

time, given the current inadequate staff strengths in many universities. How can universities effectively deliver their institutions' strategic goals and objectives, incorporating quality dimensions, under current trends of increasing students' enrolment? Linkage of workload allocation model and performance management adopting individual performance agreements as discussed in Section 5 may probably provide an option to better management of workloads.

5. Harmonization of Workload Allocation with Performance Management

The Government of the United Republic of Tanzania introduced and installed performance management system as part of Phase One of the Public Service Reform Programme 2002-2006. The main objective of the reform was to create an efficient, responsive and result based management in the public service. As earlier mentioned, while a number of goals have been mentioned for effective human resources management, the overarching goal is achievement of organization's mission, vision and goals and objectives, using people as valuable resources (Itika, 2011), for universities globally, anchored in three core result areas of *teaching, research and public service*.

Strategic Plans for almost all universities in Tanzania⁵ have teaching, research and public service outcomes anchored in their strategic objectives. For implementation purposes and through operational and annual plans, these expected results have to be cascaded to departments and individual workloads.

Performance management links strategic planning to annual action planning and individual performance agreements. Performance management requires that in the end each employee in the organisation should be able to see how they are contributing to the organization's objectives, through implementation of their individual work plans cascaded from the organizational annual plans (Bacal 2012). Performance agreements are the set of annual objectives and performance targets that individual staff enters into with respective supervisors, on what they are expected to achieve during the year, with institutional resource support.

Individual performance agreement is also the basis for open performance review and appraisal system (OPRAS), whose use is mandatory in public institutions in Tanzania as per Section 3 of Public Service (Amendment) Act No 18 of 2007. The TCU *Guidelines and Tools for Human Resource Management and Development for University Level Institutions in Tanzania*" (TCU 2012), makes use of OPRAS mandatory in all universities, including the private universities effective 2012/2013. Therefore, if done correctly, an individual performance agreement has to map the agreed academic staff's workload for the referenced period, covering teaching and /or research and other non-teaching academic activities. In

⁵ See for example strategic plans for the University of Dar-es-Salaam, Sokoine University of Agriculture, Mzumbe University, Open University of Tanzania, Tumaini University - Sebastian Kolowa University College -

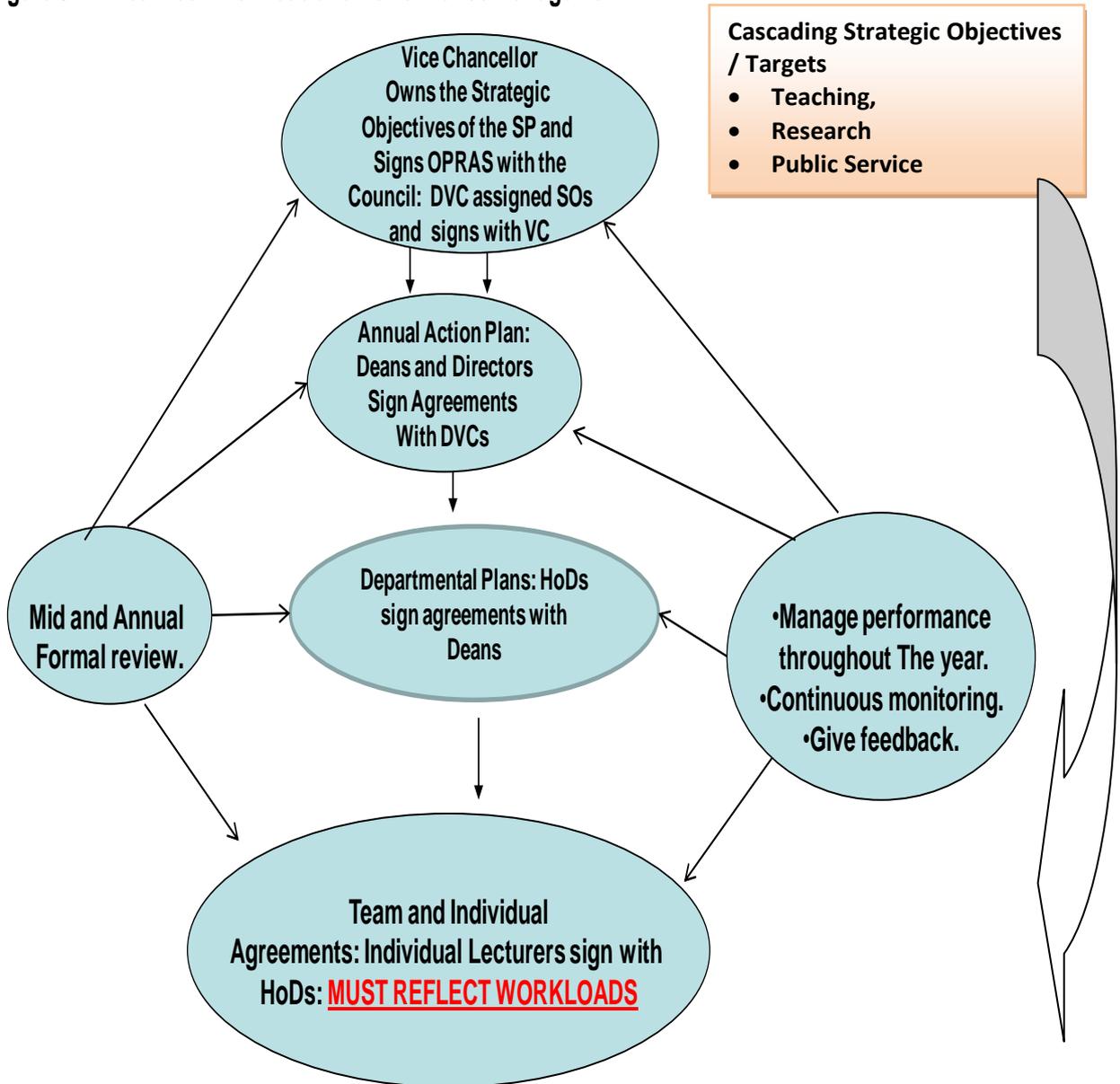
effect, therefore, there should be very close link between the workload and the individuals' performance agreement, as displayed in Figure 3.

Workload model is therefore an important strategy for human resource management. Even though introduction of performance management in universities was resisted when first introduced in some countries (Ruth 2000, Parsons, 2002), its adoption seem to be one of the ways of attaining fairness and equity in workload allocation. This is because performance agreement is participatory, jointly agreed between the supervisor and supervisee in a transparent manner. This means that through joint planning and dialogue, one should be expected to handle only what is realistic.

The second implication of this is that a relatively long cycle, of at least three years, should be taken when assessing staff contribution to the organizational objectives in teaching and research. This should imply that in the course of planning workloads and therefore performance agreements, in a three year cycle, the two core functions should be balanced.

A third and probably a more controversial implication of combining OPRAS and workload models would be to attach a relatively higher weight to whatever agreed functional targets (teaching or research) that have been exceptionally exceeded during the three years and hence deserving award by way of promotion. This may apply in times when there is excessive curriculum delivery demand due to staff shortage. The controversy is in terms of the increased weight attached to publications as one climbs up the ladder in staff appraisal policies, on the one hand, and increased teaching demands that are exogenously determined.

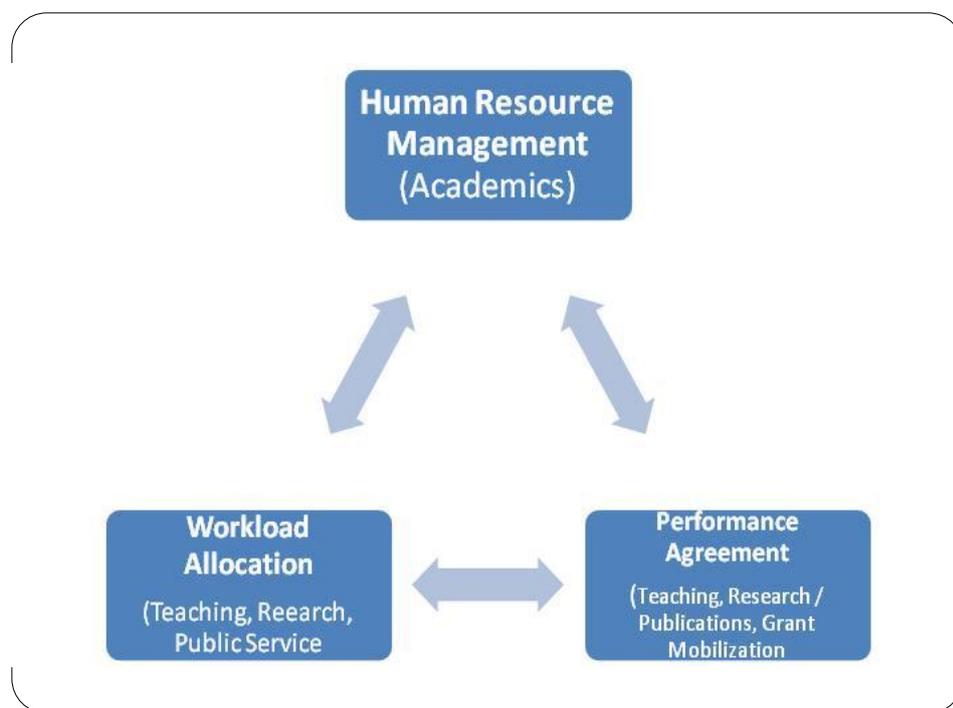
Figure 3 Link between Workload and Performance Management



Source: Author's Construct, 2012

Probably one fact needs to be made clear when combining workload with performance management that the workload models and frameworks should be taken only as guides. In situation where there are staff shortages, in a given year some staff may probably be engaged in only one activity, most cases teaching. The real situation on the ground should be used to plan the workloads and performance agreements. This is certainly a possibility in cases with staggered semesters, where applicable.

Figure 4: Collapsing Workload and OPRAS



6. Conclusions

A huge variety of practices surrounding workload allocation have been identified in the few reviewed cases in Spain, the UK and in Tanzania, with no single method without its problems. It is probably very difficult to pin down a workload model that could be seen to be fair and realistic by both the academics and university management. While linking workload models and performance would seem to help the management of workload allocation, this has its own intricacies and challenges.

The noted challenges notwithstanding, the centrality of effective and efficiency human resource use to the success of universities, makes workload allocation a major strategic process, which if not done well can disable the university quality wise, target wise and financially. If it is well handled and linked to performance management system, universities can realize their strategic objectives and vision.

There a few policy implications. Firstly, if a university is to realize its strategic objectives, all key result areas of the university, including research, should be integrated within workload allocation models, as these are cascaded. An annual picture rather than a semester by semester view should be taken.

Secondly, the workload allocation model must be linked to other human resource systems of the university, in the least the performance management system where workload is mapped to individual performance agreement. The implication here is that workload must be allocated

for the whole year, and should simultaneously be reflected in the jointly planned performance agreement, as depicted in Figure 4.

Thirdly, if a higher space for research is to be attained, there must be at all times a good balance of staff across the various ranks with adequate capacity and space for research. The need for having a research only cadre, as practiced in some universities, is probably necessary from an institutional view point, in spurring this activity.

Finally, to save universities from over-draining their resources and hence also reduce unit cost burden, universities in Tanzania should adopt the integrated models and avoid treating “academic staff workload” to be synonymous to “teaching workload”. The latter leads to uncall for compensations before staff have accounted for all paid up statutory working hours.

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Workload policies for universities A,B,C,D,E and F
Current Strategic Plans for UDSM, SUA, MU and SECUCo

Annex 1: Selected Workload Models (Summarised from Barret and Barret)

	University B - (Department of Geography)	University C –School of Engineering with 34 academic staff and about 600 students.	University D (Department of Law) 10 full time staff; 300 full time undergraduate students
Allocation Frameworks	<ul style="list-style-type: none"> • Use model with ‘sets of rules’ on contact hours, preparation, marking • 3 hours allowed overall to cover each hour lecturing on repeating courses, and 5 hours for new courses); • Uses annual perspective: Staff enter the data on all work done in the year onto the spreadsheet, on teaching, admin, research and outside duties, so balance work on retrospective data - ‘ • Gives staff hours per year for each activity type • Relies on 37 hours a week • Identified balance supposedly 40% for research • Sabbaticals planned for every seventh semester 	<ul style="list-style-type: none"> • The model calculate the target teaching hours based on the maximum contact hours • One hour is allowed for prep and marking time for each hour’s contact (lecture or tutorial) - extra allowance for large classes. • Allocation is based on 40 working weeks, but the teaching time, was actually 26 weeks, so staff with a larger research element could spread their work more easily across the year including the holiday period, • Staff with a higher teaching element could be more overloaded in certain periods. • Research was allocated retrospectively in terms of outputs, funding and papers 	<ul style="list-style-type: none"> • Allocation starts with overall target contact hours for the year, e.g. about 410 hours over 30 weeks, so usually around 13-14 hours per week • Weekly contact hours as set in employment contract not to be exceeded • Marking attached to seminar groups of 18 in number each member of staff gets 3 (i.e. 54 to mark) • Research is expected to fit into hours remaining,
Staff Opinion	<ul style="list-style-type: none"> • All the work undertaken (including research) was recorded and put in to the model and it was used retrospectively. The advantage was that it allowed staff to show what they had done, so that hard work was recognised and rewarded at times such as appraisal and promotion) 	<ul style="list-style-type: none"> • Enjoyed the autonomy the school offered, as once the basics, were covered there was ‘relative freedom’ to work as hard as you wanted, on what you wanted’ 	<ul style="list-style-type: none"> • Seemed to find the system fair overall • No remission on research, but seen as the way to progress, so out of work hours used • Concerned that much of the summer vacation disappears with courses and re-sit exams in August