INTEGRATION OF TOTAL QUALITY MANAGEMENT IN THE MANAGEMENT OF UNIVERSITIES IN UGANDA

P. Neema-Aboki
Makerere University, Kampala.

Abstract

This study was occasioned by the phenomenon that the existential environment calls for improved managerial effectiveness and a qualitative transformation of the academy. Hence the author set out to examine this stance at Makerere University, Mbarara University of Science and Technology and Uganda Martyrs University. The study - conducted during the months of April to June 2002 - was a cross sectional survey based on a total of 1010 respondents consisting of 90 administrators, 90 members of the academic staff, 800 students and 60 members of the support staff— selected through stratified-probability sampling techniques at the selected Universities. Data was collected mainly through a set of questionnaire and an interview schedule. Owing to triangulation purposes, both instruments were the same for all categories of respondents at all the sampled Universities. Raw data was thereafter presented and analysed using descriptive statistics of frequency distribution.

It was found out in the light of a three-fold specif c research question that Universities in Uganda are basically bureaucratic. Notwithstanding, conducive factors to integration of Total Quality Management - though not fully operational - are in the offing and to this effect the said institutions are in some aspects endeavouring to tread the path of TOM culture, latent though this might be. The author, thereafter, recommended that institutions of higher learning in Uganda should fully embrace people-based management systems, be committed to the perennial imperative of change, and strive to involve all for a qualitative achievement of the organisation's objectives

Total Quality Management (TQM) has evolved to describe quality revolution taking place in both business and the public sector including educational institutions. Revolving on Deming's fourteen points of management, TQM is the basis of an institutional or organisational restructuring (Chaffee and Sherr, 1992) and it represents a counterpoint to the somewhat-rendered-obsolete management theories - such as bureaucratic, autocratic and laissez faire, inter alia.

TQM is operationally defined as a philosophy with tools and processes for practical implementation aimed at achieving a culture of continuous improvement driven by all members of an organisation in order to satisfy and delight customers.

Morgan and Murgatroyd (1994:5) explicate that:

> TQM is total in the sense that it must involve everyone in the organisation, and that this total management approach is about both a system and a culture which impinges on all the internal details of working in an organisation, i.e. all the internal process.

Total Quality is total in three senses: it covers every process, every job, and every person. The author equates the term "TQM" in a related sense; hence, "Total" implies applying the search for quality to every aspect of work, from identifying customer needs to painstakingly evaluating whether the customer is satisfied. "Quality" means meeting and exceeding customer expectations. "Management" means developing and maintaining the organisational capacity to improve quality constantly.

Barnett (1996) subscribes that TQM is the overall quality ethos that should pervade any company that purports to be interested in quality. He echoes that constant improvement in the quality and reliability of an organisation can result in a competitive advantage others cannot steal (Schroeder and Robbins, 1991). As for Stoner, Freeman and Gilbert (1995:221), "the entire organisation must work together to enable a quality culture to succeed".

TQM has explicitly become a managerial attempt at cultural transformation (Almaraz, 1994; Grant, Shani and Krishnan, 1994) . Goma (1998) rules that whatever the organisation structure that may be chosen, there must be teamwork and consultation - both vertically and horizontally. Regarding the educational sector, he categorises that this is not happening in many African countries; consequently, efforts aimed at the improvement of education are placed in jeopardy. He derogates resistance to change, termed as "contrapreneurship", as he substantiates that conservatism has been the bane of many and unique innovative ideas in the university.

Morgan and Murgatroyd (1994) illustrate contrapreneurship by citing the 30-30-30 rule: 30 percent of any group favour the change proposed, 30 percent resist the change, 30 percent wait to see which of the other two groups obtain the dominant position in the organisation. The co-authors substantiate that the educational world - in its endeavour to adopt and implement TQM - is but surrounded by a number of challenges, essentially, for cultural change for the reviving of the existing cultural mores of the college organisation and the subcultures of professional identities within them.

While the essence of TQM is summed up into three notions, namely: defining quality, improving organisation's work performance and administrative system, the basic theory of TQM is based on a strategy that is a continuous and participatory process that affirms a future vision of an organisation.

infact, the TQM gurus ascertain that TQM establishes dynamic planning and implementation

that can orchestrate change and regard it a provider of management techniques and practices that would help rebuild quality in higher educational systems as it did Japan's economy. Ultimately, they recommend TQM as a vital component in the construction of a new philosophy to guide higher education into the breakthrough leadership for the new century.

Equidistantly, Spenser (1994) conceptualises TQM as a comprehensive management practice that captures signals from established models or organisations and amplifies them by providing a methodology for use. Moreover, it is a business management philosophy that recognises that customer needs and business goals are inseparable. The philosophy therefore advocates for *teams,* encourages *communication* in all directions, utilises *resources* effectively, inspires *commitment,* bases on quality *systems,* and pervades an organisation's *culture.* A sum-total of the mutual aspects that environ the pattern (see Fig. 1), the TQM philosophy propagates for an "inverted pyramid" pattern of management that embraces the notion of minimum hierarchy, democratisation, and the key components of empowerment for all individuals and work teams' (Morgan and Murgatroyd, 1993). TQM is hence the application of quality principles for the *integration* of all functions and processes of the organisation. The ultimate goal is customer satisfaction. The way to achieve it is through continuous improvement.
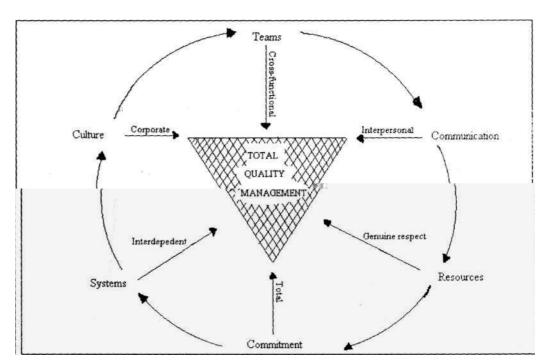

Figure 1   TQM: An all-inclusive   management approach
Source: Adapted and modified from Tim Hannagan (1995). Management
**   concepts   and practices, p. 189**

The author contends that the advocated-for principles, hence, the integration of all functions and processes, is incumbent on educational institutions, be they higher or otherwise, just as it is in any other organisation. He subsequently proposes the ideals of TQM to the fourteen existing Universities in Uganda. Needless to prophesy, many more universities are yet to be established in the country. Moreover, Kigezi International School of Medicine and Aga Khan Campus University, have already been duly licensed by the National Council for Higher Education. Even Mountains of the Moon University in Toro is hatching to match.

According to the Government of Uganda (1989:73), also noted by the Government of Uganda (1992), White Paper, "there is an almost complete absence of a national policy on higher education". Hence, each University is managed differently taking into account her nature and

origin.

oriented category comprised of the School of Education (Departments of Higher Education and Foundations of Education), School of Business Studies (MUBS), Faculty of Social Sciences (FSS), plus the Institutes of Economics (MUIE) - now Faculty of Economics and Management - and that of Public Health. The Faculties of Arts, Medicine, Law, Agriculture; the Institutes of Statistics and Applied Economics plus that of Languages represented the latter category. While the Institute of Social Research (M1SR) was singled out on the virtue of being neutral, at the top administrative level targeted were the Departments of the Vice Chancellor (VC), the University Secretary (US), the Dean of Students (DS); plus the Department of the Academic Registrar (AR) whose Mission Statement is "to ensure total quality management of academic activities" (Strategic Plan 2000/2001 - 2004/2005).

Needless to emphasise, Mbarara University of Science and Technology and Uganda Martyrs University were targeted wholesale owing to the latitude that the parent-population for each entire University is relatively small even when compared with some particular Schools/Faculties at the giant Makerere University.

A large sample size of 1010 respondents - solicited through a stratified-probability sampling technique - was utilised, having been deemed representative of the entire target sample that initially stood at 1210. Ultimate consideration was given to a proportionate representation of each sub-group as well as the parent-population at each University. The amount of data collection was therefore regarded efficient to help determine statistically any conspicuous differences.

For the sake of triangulation, structured questionnaire, interviews and direct observations wen used to collect data. The questionnaire on which this article specifically bases, was able to provide from a large sample within a relatively short spell of time. The interviews wen perceived as indispensable an instrument that would solicit discovery of more strands of perspectives, opinion, beliefs, and suggestions by the respondents. To this effect, the lntervie\ Schedule was open-ended and hence availed opportunity to the interviewees to qualify an substantiate their responses. Direct observation, played a complimentary role in that it did help the author cross-validate the findings solicited through the questionnaire and interviews.

Raw data was grouped into three categories in amity with the Specific Research Questions (see Findings and Discussion) and thereafter presented and analysed by employing descriptive statistics of frequency distribution. While quantitative data was analysed and reported in tern of tabulated frequencies (f_0) and percentages (%) the qualitative data - obtained through interviews - was subjected to descriptive form. The interplay between *the findings* solicited by both the qualitative and quantitative data inspired the author to draw conclusions and subsequently forward recommendations.

Findings and Discussion

RQ1 What kind of management practice applied in the Universities?

In response to the first research question (RQ1), the majority of the respondents at all the three institutions envisioned the management practice as based on managerial hierarchies with clearly marked status distinctions; an indication that the universities practice the bureaucratic model w0.263 Tced in the Universiti.897dulw(entir) Tj0 Tc(saccord.137 Tw0.148 Tc(Tc(rol) Tj0 Tc(s) Tj2.043

subordinates (task oriented) nor those who motivated rather than controlled subordinates (employee oriented) but rather leaders who endeavoured to balance between the two orientations. It was only the academic staff Mak. (34%) and MUST (25%) who stood below average to the status quo. For, as the adage runs: *"Virtuus in medio stat"* (the virtue stands in the middle), neither extreme would be per se plausible. Presupposed heretofore was that most members of the academic communities were not all that in mutuality with the prevailing practices at their respective universities. This in turn implied that the existential situation at the Universities lacked in advocating for self-determination of the ordinary people; a stance which depicts an organisation as floating between decay and development such leaves a lot to be desired as regards ensuring a culture of continuous improvement driven by all members of an organisation.

Responses owing to the managerial style at the universities spelt out yet a quagmire as the percentages scored on each of the options were not substantive to describe the outstanding situation at any of the universities. For instance, the superlative percentage of 85 scored of UMU by the support staff for the 5,5 Managerial Style appeared to be against all odds as all the other categories of respondents enlisted low percentages to the style otherwise known as "middle of the road" or "practical leadership style". And even a cumulative percentage of the percentages accrued from the respondents of UMU in support of the option for a 9,9 Managerial Style fell below average. All notwithstanding, and although a questionnaire based on the Managerial Grid of Blake and Mouton majored with minimal concern for both (1,1) one would in this regard modestly construe a 9,1; namely, "much concern for results and little concern for people".

The author highlights that the 9,1 leadership style - which would be imputed especially to Mak and MUST - stands opposite to the 1,9 which is depicted as relation-oriented leadership style. The 9,1 type is therefore not only production-oriented but also authoritarian. A one long-serving Don at the School of Education, Makerere University, herewith substantiated that a lecturer/professor is obliged to retire as soon as time is due while retiring benefits remain far from being realised. A Senior Lecturer at the Mulago-based Institute of Public Health retorted that "more than being obliged one is but compelled to abdicate from one's cherished lectureship". One respondent at the Department of the University Secretary, Makerere University, quipped that management regards itself as having the prerogative of hiring and firing. And according to Mary K. Okurut - a one time lecturer at Makerere - as recorded in the Monitor (2003, p. 8) of May 5, it is "the exploitation of Makerere dons who worked up and down like donkeys and then dumped with no sign of gratitude when old age catches up with them".

Adjacent to the response as per the Grid, the majority of the respondents regarded the management culture at the universities as not all that both highly people-oriented and highly result-oriented. These envisioned the fit between the two orientations as minimal; hence subscribing to the Metaphysical, otherwise known as Ontological Principle of Non-contradiction that "something cannot be and not be at the same time" The "characteristics of management" at the universities was yet another query that scored enigmatic responses. Apart from the 50% of the academic staff UMU who exonerated their managers/administrators that they set goals but issued general orders after discussing them with subordinates (consultative), all the other options were answered with deteriorating percentages from all categories of respondents at the three universities. "Participative" was scored by duce percentages for and in all. The onus of Daft (1988) is therefore challenging that organisations bring together knowledge and raw materials to perform tasks no individuals could do alone.

Regarding the organisational climate at the Universities a good many of the respondents (except for the 55% and the 70% of the administrators from MUST and UMU respectively who perceived it as an "open" one) saw little flexibility as "top administrators largely determine the course of activities". It was conspicuous here that as for Mak. "open" option was claimed by far

below percentages for all the respondents. Notwithstanding, the then Vice Chancellor (VC) of Makerere University was acclaimed by one professor at the School of Education as one who had "strength of open policy unlike some VCs like in Kenya whom to see is harder than seeing a president". The VC was therefore depicted as one who availed moments that, according to Alele-Williams (1988, p. 103), "provide opportunities for exchange of ideas and letting out steam which could otherwise have accumulated to facilitate a crisis". However, according to one respondent at the Department of the Academic Registrar (AR) the merit imputed of the VC would be only euphoric if it were associated to some officers at the same university. Prudent as not to mention names, this particular respondent substantiated that accuiversity officere.g thtd VC accuiversity

tallied from all the respondents who opted for "Strongly adhered to". Following closely was MUST, with a percentage of 6.7, as rated against the 4% deduced from Makerere.

It was again the majority that envisioned Mission Statements as reflecting quality control only "to some extent". Adjacently, UMU's Mission Statement appeared to have a comparative advantage. For, with a cumulative percentage of 10.28% it tended toward a categorical position than that at MUST (7.8%) let alone Mak. (6.5%). And in regard to the extent of following the above, most of the respondents equidistantly took the middle course. This is rendered credence by the landslide percentage of 93 accrued from tallying of the percentages of the proponent respondents of "Somehow followed" with those of the "Strictly followed" option. Even in response about facilitation towards quality performance the management at the three universities was adjacently rated as "Fairly effective" with a cumulative percentage of 74, championed by the academic staff-category for Mak. and UMU; where MUST still stood a potential candidate to a more elevated stance. The imperatively optimistic motto of MUST is "Succeed We Must". Nor was it different in view of the extent to which a shared vision, teamwork, and delegation were present and carried out at the Universities. An absolute majority of respondents held that the triad-notion was but only "Sometimes" present; as was spelt out by the grand percentages whether tallied together or seen against each university in particular and vis-a-vis the percentages of the ideal "Very Frequently" option. Here, MUST was the one that was comparatively wanting as its passive cumulative percentage was slightly higher (9.9%) when contrasted with the cumulative percentages of Mak. (9.8%) and UMU (9.%).

RQ3   What are the basic contextual environmental factors likely to impede integration of Total Quality Management in higher educational institutions?

Like in the foregoing, the respondents in their majority seemed to contradict themselves in regard to the environmental factors inimical to the integration of TQM in institutions of higher learning. Makerere University - whose existential yet futuristic motto is "We Build for the Future" *(Pro Futuro Aedifwamus)* - registered that the twin-notion of consultation and consensus was commonly used, at least to an average extent. UMU followed suit while at MUST the responses concaved to the option of "Rarely used". However, during the interviews, reservations were enlisted at the three institutions on the issue of consensus; deemed to be tricky and not always practical owing to the phenomenon that not all the people can ever be of the same opinion. The students conceded that, though important, consultation and consensus with them was not in all cases possible taking into account the nature of particular administrative issues.

While Saint (1995) coins that exhaustive consultation and consensus building should constitute the first order of business for higher educational reform, the author contends that such would pronounce a particular system as conducive and motivating to the members of an academic community. An inspirational process as this "impels the members of the team to pull their weight together and carry out properly the tasks that they have accepted and generally play an effective part in the job that the group has undertaken" (Robbins, 1999).

In answer to the question on change initiatives, the majority of the respondents observed that the members of the academic community at each university were not always, but occasionally, ready. To single out, UMU's academic staff, MUST's students and Mak's support staff catapulted the highly ranked 100%, 82.5% and 78%, respectively, in the due locale. Such a situation matched at least implicitly the observation of Organ and Bateman (1991: 631) that "many members of the organisation respond with dodged resistance to altering the status quo"; adding that, "even lower level employees, the presumed beneficiaries of such changes, have fought them". Mention is herewith made that the major sources of change likely to affect the practice of management, in the brainchild of Toffler (1980), include physical environment, social environment, information environment, political environment, and moral environment. Reinforced as per the latter category of the environment was the perception of Coombs (1985)

that such a scenario "has an impact on the moral climate within the universities". The author would rather not indulge in semantics to rationalise that this might in turn have its genesis from the parent-moral climate in the country.

Adjacently, although the majority concurred that the administration at the universities displayed a high level of competence and appraisal qualities, a similar majority regarded the management culture at the universities as not all that highly people oriented and highly result-oriented. They envisioned the fit between the two orientations as somewhat minimal; hence counterpoising the views above with those which earlier on categorised the management style at the three Universities as spelling out "much concern for results and little concern for people" (9,1). Needless to rationalise, a stance of this nature would presuppose that the management at the universities advances, or at least tends to advance, personal interests at the expense of others and/or the institution. As one respondent at Makerere's Faculty of Law, talking about Management Tips, underscored: "the question remains as to what type of an administrator one would like to be". Meanwhile, the absolute majority subscribed that most of the members of the academic community at each of the universities were motivated towards quality performance. Notwithstanding, they propagated for optimum consideration for staff development programmes, cognisant of the fact that staff development in the educational domain is intrinsically tied to performance, which in turn affects, positively or negatively, the performance of the educands.

All in all, the respondents ardently wished that their universities resonate more with the recommendation of Barnett (1996) that TQM is the overall quality ethos that should pervade any company that purports to be interested in quality. One respondent at UMU succinctly summarised their aspirations, and so does the author subscribe thus: "Coming together is a beginning while keeping together is a progress as working together is a success".

Conclusions and R Law, p o t w i t h s t a n d i n i n v   T j   0   T c   (y)   T j   8 . 3 3 0

3.   Universities in Uganda should create and maintain the internal environment in which people can become fully involved in achieving the organisations objectives.

The author therefore desires that educational institutions in Uganda, universities in particular, take a leaf from the Quality Management Slogan: "Quality is for everybody". He contends that TQM is everyone's job; adding that, enhancement of organisational efficiency and effectiveness is flamboyant and therapeutic management.

References

Aide-Williams, G. (1988). *The politics of administering a Nigerian university. 25 Years of centralized university education in Nigeria.* Lagos: National University Commission.

Allison, G. T. (1971). *Essence of decision: explaining the Cuban missile crisis.* Boston: Little Brown.

Almaraz, J. (1994). Quality management and the process of change. *Journal of Organisational Change Management, 7, (2), 6-14.*

Barnett, H. (1996). *Operations management. 2nd edition.* London: Macmillan Press Ltd.

Beyamba, E. B. (2000). *The attitudes of the academic staff towards the administrators: a case study of Makerere University.* Unpublished M. A. (Ed. Mgt.) dissertation, Makerere University.

Blau, P. M. (1956). *Bureaucracy in Modern Society.* New York: Random House.

Bonser, C. F. (1992). Total\ quality education. *Public Administration Review (PAR). 52,(5). 504-512.*

Byaruhanga, A. (1997). *Attitudes of Makerere University academic staff towards their working conditions.* Unpublished M. A. (Ed. Mgt.) dissertation, Makerere University.

Chaffee, E.E., & Sherr, A. L. (1992). *Quality: transforming post secondary education.* A She-Eric Higher Education Report #3. Washington D.C.: The George Washington University.

Coombs, P. H. (1985). *The world crisis in education: a view from the eighties.* New York: Oxford Press.

Daft, R. L. (1988). *Management.* New York: The Dryden Press

Dia, O. (1998). Quality in higher education in Francophone Africa *In UNESCO (1998). Higher Education in Africa: Achievements, challenges and prospects.* Dakar. Senegal: UNESCO Regional Office (BREDA).

Dias, M.A.R. (1994). *Quality assessment in higher education from an international point of view.* Paris:UNESCO.

Goma, L. K. H. (1998). The role of the university in the education sector. *In UNESCO Higher Education in Africa: achievements, challenges and prospects.* .Dakar, Senegal: UNESCO Regional Office (BREDA).

Goodland, S. (1995). *The quest for quality: the sixteen forms of heresy.* Buckingham: SRHE and Open University Press.

Grant, R.M., Shani R., & Krishnan, R. (1994). QTM's challenges to management theory and practice. *Sloan Management Review, 25-35.*

Hannagan, T. (1995). *Management concepts and practices.* London:Great Britain: Pitman Publishing.

John Paul 11. (1990). *On Catholic universities.* Vatican City: Libreria Editrice Vaticana.

Makerere University (,2004). *Strategic Plan (2000/01- 2004/05).* Kampala. Planning and Development Department.

Mathieu, J. T. (1996/ Reflections on two African universities. *A journal of opinion. 24(,1)*

Miller, J. K.. Prince, J. S. (1976). *The future of students' affairs: a guide to student development for tomorrow higher education.* San Francisco: Jossey Bass.

Morgan, C, & Murgatroyd, C. *(1994). Total quality management in the public sector: an international perspective.* Buckingham. Philadelphia: Open University Press.

Neema-Abooki, P. (2002/ *Challenges in the management of higher education in Africa. A* Paper Presented At CEDAR 9th International Conference 18th- 19th March 2002, On "New Initiatives: Research and Evaluation". The University of Warwick, England.

Nkata, J. (2001). The university education vision of the twenty first century in Uganda. *The Uganda Educational Journal. 3, 27-29.*

Organ, D. W.,& Bateman, T. S. (1991) *Organisational behavior. 4th Edition.* New York: Donnelley & Sons Company.

Perrow, C. (1979) *Complex organisations: A critical essay. 2nd edition.* Glenviews: Foresman.

Robbins, S. P. (1999). *Organisation theory, structure, design and application,3rd edition.* New Delhi: Prentice Hall Inc.

Robbins, S. P., & Coulter, M. (1999/ *Management. 6th edition.* Englewood Cliffs NJ: Prentice-Hall Inc.

Schroeder, D. M., & Robinson, A. G. (1991). America's most successful export to Japan: continuous improvement programmes. *Sloan Management Review. 67-81.*

Spenser. B. A. (1994). Models of organisation and total quality management: a comparison and critical evaluation. *Academy of Management Review. 19,(3), 446-7*

Stoner, J. A. F., & Freeman, R. D. (1994) *Management. 5"' edition,* Englewood Cliffs. New Jersey: Prentice-Hall, Inc.

Stroup, H. (1966). *Bureaucracy in Higher Education.* New York: Free Press.

The Government of Uganda. (1989). *Report of Education Policy review commission. 97* Kampala:Author.

Tiberondwa, A. (2000). *Staff Development in Higher Education: The case of Makerere University, Uganda. A* Paper Presented At The Training Workshop On "Improved Teaching Skills In Higher Education". May 1-4, 2000. Nkumba University: Entebbe, Uganda.

Toffler, A. (1980). *The third wave.* New York: Bantam.

Welford, R. (1995). *Environmental Strategy and Sustainable Development: The Corporate Challenge for the 21" Century.* London: Biddies Ltd, Guildford and King Lynn.

Dr. Neema-Abooki Peter is a Lecturer of Educational Management, in the Department of Higher Education at Makerere University. Elsewhere, He lectured in Educational Foundations, Educational Planning and Education Administration. His scholarly research has delved into issues that encompass not only managerial but also theological and socio-anthropological disciplines. He a member of the Institute of Corporate Governance of Uganda (ICGU) and Associate of Profile, International, Uganda. Please address correspondence Department of Higher Education, Makerere University, P.O. Box 7062, Kampala, Uganda. (E-mail: pneema@educ.mak.ac.ug akampaneema@yahoo.co.uk.