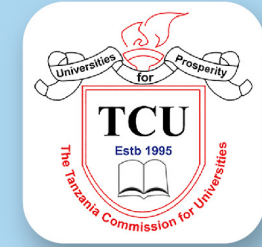# ENHANCING UNIVERSITY EDUCATION THROUGH STRENGTHENING UNIVERSITY GOVERNANCE, LEADERSHIP AND INTERNAL QUALITY ASSURANCE SYSTEMS

Proceedings of the Consultative Training Workshop for the Members of University Councils, Senates and Governing Boards

1ˢᵗ – 2ⁿᵈ June, 2023

APC Hotel and Conference Centre, Bunju – Dar es Salaam

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Contents

List of Abbreviations

AKU	Aga Khan University
AMUCTA	Archbishop Mihayo University College of Tabora
ARU	Ardhi University
CTI	Confederation of Tanzania Industries
CUCoM	Catholic University College of Mbeya
CUHAS	Catholic University of Health and Allied Sciences
DUCE	Dar es Salaam University College of Education
HEAC	Higher Education Accreditation Council
HEET	Higher Education for Economic Transformation
HKMU	Hebert Kairuki Memorial University
KCMUCo	Kilimanjaro Christian Medical University College
KIUT	Kampala International University in Tanzania
MARUCo	Marian University College
MoCU	Moshi Cooperative University
MP	Member of Parliament
MU	Mzumbe University
MUCE	Mkwawa University College of Education
MUHAS	Muhimbili University of Health and Allied Sciences
MUM	Muslim University of Morogoro
MUST	Mbeya University of Science and Technology
MWECAU	Mwenge Catholic University
MzU	Mwanza University

NM-AIST	Nelson Mandela African Institution of Science and Technology
OUT	Open University of Tanzania
QA	Quality Assurance
QC	Quality Control
RUCU	Ruaha Catholic University
SAUT	St. Augustine University
SFUCHAS	St. Francis University College of Health and Allied Sciences
SJCHAS	St. Joseph University College of Health and Allied Sciences
SJUIT	St. Johns' University in Tanzania
SJUTSt.	Joseph University of Tanzania
STEMMUCo	Stellar Marias Mtwara University College
SUA	Sokoine University of Agriculture
SUMAIT	Abdulrahman Al-Sumait University
TCU	Tanzania Commission for Universities
TEKU	Teofilo Kisanji University
TUDARCo	Tumaini University Dar es Salaam College
TUMA	Tumaini University Makumira
UAUT	United African University in Tanzania
UDOM	University of Dodoma
UDSM	University of Dar es Salaam
UoI	University of Iringa
ZU	Zanzibar University

Executive Summary

The workshop proceedings, held under the auspices of the Higher Education for Economic Transformation (HEET) project, brought together stakeholders from Tanzania's higher education sector with the goal of enhancing leadership, governance, and internal quality assurance in universities. Opening remarks by Prof. Charles Kihampa, Executive Secretary of the Tanzania Commission for Universities (TCU), highlighted the consultative and inclusive nature of the training, designed to foster capacity-building among university leaders and drive sustainable improvements in institutional quality.

The keynote address by Hon. Prof. Adolf Mkenda (MP), Minister for Education, Science and Technology, acknowledged ongoing challenges in the quality and relevance of higher education in Tanzania. He outlined government priorities, including standardising academic promotions, strengthening postgraduate supervision, ensuring financial sustainability, and aligning programmes with labour market needs. He also reaffirmed the government's support for both public and private institutions under the HEET initiative.

Presentations throughout the workshop addressed key thematic areas. Prof. Masoud Muruke and Prof. Kihampa discussed internal and external quality assurance frameworks, noting the evolution of regulatory bodies and stressing the importance of embedding QA at institutional levels. Corporate governance structures were unpacked by Prof. Idrissa Mshoro, who elaborated on the three-tier governance model and the roles of Councils and Senates. Challenges such as weak implementation and performance evaluation mechanisms were highlighted.

Eng. Henry Kulaya explored global forces affecting higher education, from technological advances to socio-economic issues like youth unemployment and climate change. A panel discussion on graduate employability revealed significant skills gaps among graduates and stressed the need for stronger industry linkages, curricula reform, and practical exposure.

The final sessions focused on the sustainability of higher education institutions. Prof. Ephata Kaaya raised concerns over underfunding and reliance on tuition fees, advocating for diversified financing strategies. Prof. Daniel Mkude emphasized visionary leadership and institutional values as essential to overcoming the sector's evolving challenges.

The workshop concluded with calls for proactive leadership, cohesive governance, and continuous adaptation to global trends.

Programme

Time	Activity	Responsible
08:00 – 08.30 am	Arrival and registration of participants	Secretariat
08:30 – 08:45 am	Introduction of participants	**Dr. Telemu Kassile**, Director of Accreditation – TCU
08:45 – 09:00 am	Welcoming remarks	**Prof. Charles Kihampa**, Executive Secretary - TCU
09:00 – 09:15 am	Opening remarks from the guest Of honour	**Hon. Prof. Adolf Mkenda (MP)**, Minister of Education, Science and Technology
09:15 – 09:30 am	Group photo and health break	All
SESSION ONE: Internal and External Quality Assurance in University Education		
09:30 – 10:00 am	**Presentation 1:** Quality assurance at institutional oversight level	**Prof. Masoud Muruke**, Former President - East African Higher Education Quality Assurance Network (EAQAN)
10:00 – 11:00 am	**Presentation 2:** Regulatory framework for university education in Tanzania	**Prof. Charles Kihampa**, Executive Secretary – TCU

Time	Activity	Responsible
11:00 – 12:00 pm	Interactive discussion	All
SESSION TWO: Corporate Governance and University Governance Structure		
12:00 – 01:00 pm	**Presentation 3:** Three-tier cluster of the university governance structure	**Prof. Idrissa Mshoro**, Former Vice Chancellor – Ardhi University
01:00 – 02:00 pm	Interactive discussion	All
02:00 – 03:00 pm	**Lunch Break**	**All**
03:00 – 04:00 pm	**Presentation 4:** The roles and functions of University Councils, Senates and Governing Boards	**Prof. Idrissa Mshoro**, Former Vice Chancellor – Ardhi University
04:00 – 04:30 pm	Interactive discussion	All
04:30 pm	END OF DAY ONE	All

Programme

DAY 2 | 2nd June, 2023

Time	Activity	Responsible
08:30 – 09.00 am	Arrival and registration of participants	Secretariat
SESSION THREE: Dynamics of Higher Education		
09:00 – 09:30 am	**Presentation 5**: Contemporary issues in university education	**Eng. Henry Kulaya,** Senior International Consultant for Education Reforms and Development
09:30 – 10:00 am	Interactive discussion	All
10:00 – 11:00 am	Health break	All
11:00 – 12:30 pm	**Presentation 6:** Graduate employability	• **Dr Laurian Ndumbaro**, Former Permanent Secretary – President's Office, Public Service Management and Good Governance • **Mr. Kabeho Solo,** Board Member – Association of Tanzania Employers (ATE) • **Mr. George Celestine,** Training Officer - Confederation of Tanzania Industries (CTI) representing Mr. Leodegar Tenga, Executive Director - CTI

Time	Activity	Responsible
12:30 – 01:00 pm	Interactive discussion	All
01:00 – 02:00 pm	**Lunch Break**	**All**
SESSION FOUR: Leadership and Financing of Higher Education		
02:00 – 02:30 pm	**Presentation 7:** Financing university institutions	**Prof. Ephata Kaaya,** Provost – Kilimanjaro Christian Medical University College (KCMUCo), and Former Vice Chancellor - Muhimbili University of Health and Allied Sciences (MUHAS)
02:30 – 03:00 pm	Interactive discussion	All
03:00 – 04:00 pm	**Presentation 8:** Leadership in higher education institutions	**Prof. Daniel Mkude,** Deputy Principal Academic Affairs - Jordan University College (JUCo), and Former Chief Administrative Officer – University of Dar es Salaam (UDSM)
04:00 – 04:30 pm	Interactive discussion	All
04:30 – 04:40 pm	Closin remarks	**Prof. Charles Kihampa,** Executive Secretary - TCU
04:40 pm	END OF THE WORKSHOP	All

Welcoming Remarks

Prof. Charles Kihampa,
Executive Secretary of the Tanzania Commission for Universities

The training workshop commenced with an opening session led by Prof. Charles Kihampa, the Executive Secretary of the Tanzania Commission for Universities (TCU). In his welcoming address, Prof. Kihampa expressed gratitude for the participants' presence and stressed the significance of the workshop in the broader context of improving the quality of university education in Tanzania. He pointed out that the workshop aimed to strengthen governance structures and internal quality assurance systems in universities.

Prof. Kihampa highlighted that the training formed part of the ongoing Higher Education for Economic Transformation (HEET) project, focusing on leadership development as a cornerstone for institutional enhancement. The initiative seeks to equip university leaders with the competencies required to foster sustainable improvement and excellence. This capacity-building programme began with Heads of Departments and will progressively include Vice Chancellors, Deputy Vice Chancellors, and Deans from various Tanzanian universities, ensuring inclusive development across the leadership spectrum.

He emphasised the workshop's consultative nature, structured to foster interactive dialogue rather than passive presentation. Participants, being experienced in the challenges facing higher education, were encouraged to share experiences and insights to generate practical and innovative solutions. The intent was to stimulate thought leadership and collective learning that would result in actionable strategies.

In closing, Prof. Kihampa thanked the guest of honour, Hon. Prof. Adolf Mkenda (MP), Minister of Education, Science and Technology, for gracing the occasion. He also appreciated the dedication of all attendees and invited the Deputy Permanent Secretary, Prof. James Mdoe, to formally welcome the Minister to deliver his opening remarks and officially inaugurate the workshop.

Opening Remarks

Hon. Prof. Adolf Mkenda (MP),
Minister of Education, Science and Technology

Hon. Prof. Adolf Mkenda (MP), Minister of Education, Science and Technology, delivered a comprehensive and thought-provoking address. He warmly welcomed participants and acknowledged TCU's efforts in organising the series of leadership training workshops under the Higher Education for Economic Transformation (HEET) project. He recognised the crucial role of university Council and Senate members in institutional governance and academic decision-making.

Prof. Mkenda touched upon the ongoing public discourse concerning the quality of university education in Tanzania. While acknowledging that some criticisms may be exaggerated, he conceded that legitimate issues must be addressed. He contextualised this by noting that concerns around quality and relevance of education are global, as nations strive to align higher education outputs with labour market demands and societal expectations.

He reiterated the government's commitment to improving education quality, referencing the President of the United Republic of Tanzania, Her Excellency Samia Suluhu Hassan's directive for reforms. The Minister stressed that the foundation of quality must be laid before students enter university. Weak pre-university preparation inevitably affects graduate outcomes. Universities, therefore, must be proactive in upholding quality standards at every level.

The Minister outlined key government priorities:

a) Ensuring financial sustainability through alternative income sources;

b) Standardising academic promotion criteria;

c) Strengthening postgraduate supervision, including public defences;

d) Safeguarding academic quality despite enrolment expansion;

e) Fostering a strong research culture with high-impact publications;

f) Enhancing inter-university collaboration;

g) Monitoring the implementation of HEET-funded projects; and

h) Aligning academic programmes with labour market needs.

He concluded by highlighting the inclusion of private universities in HEET-sponsored staff development, recognising their role in Tanzania's higher education landscape. He urged participants to stay committed to ensuring quality in governance, teaching, research, and public engagement.

Presentation 1: Quality Assurance at Institutional Oversight Level

Prof. Masoud Muruke

This presentation addressed the increasing importance of Quality Assurance (QA) in higher education, particularly its role in institutional oversight. Prof. Muruke underscored that although quality has always been a foundational element in academia, recent developments, especially post-Bologna process have heightened the need for structured, measurable QA systems. These global shifts stem from trends such as massification, privatisation, marketisation, globalisation, and cross-border education.

Focusing on Tanzania, Prof. Muruke

PROF. MASOUD MURUKE
Former President of East African
Higher Education Quality Assurance
Network (EAQAN)

described the evolution from self-regulating universities until the late 1980s to a more regulated framework in the 1990s. This was driven by growing student numbers, technological advancements, and expanded access, culminating in the establishment of the Higher Education Accreditation Council (HEAC) in 1995 and the Tanzania Commission for Universities (TCU) in 2005.

He presented diverse stakeholder-based definitions of quality, ranging from excellence (academia), value for money (government), to fitness-for-purpose (QA professionals), demonstrating that quality is relative, contextual, and dynamic.

Prof. Muruke made a clear distinction between Quality Assurance (process-oriented, preventive, ongoing) and Quality Control (output-focused, reactive). QA was presented as better suited to

academic environments and should be embedded internally through QA units tasked with oversight of teaching, curriculum review, assessments, and satisfaction surveys.

External QA, managed by bodies like TCU, ensures compliance and fosters institutional improvement through audits, accreditation, and reviews. Challenges highlighted included insufficient resources, misconceptions about QA, and lack of trained personnel.

The session's discussion centred on cross-border education, credit transfer mechanisms, and harmonisation of standards. There was consensus on the need for investment in QA infrastructure, adherence to global best practices, and strong leadership commitment to foster a sustainable quality culture.

Presentation 2: Regulatory Framework for University Education in Tanzania

Prof. Charles Kihampa

Prof. Kihampa's presentation provided a comprehensive overview of Tanzania's regulatory landscape for university education, with emphasis on the evolution, mandate, and structure of the Tanzania Commission for Universities (TCU). He pointed out that the liberalisation of the education sector in the late 20th century led to a rapid expansion in universities, necessitating stronger external QA mechanisms.

Initially, Higher Education Accreditation Council (HEAC) was formed to oversee private institutions, but the need for a balanced public-private regulatory framework led to the establishment of TCU in 2005, under the Universities Act

PROF. CHARLES KIHAMPA
Executive Secretary – TCU

(Cap. 346). TCU now oversees all universities, fulfilling roles across three pillars: Regulatory (e.g. registration, programme validation), Advisory (policy guidance), and Supportive (e.g. training, coordination).

The Commission is guided by legal instruments like the Universities Act and associated regulations. It also develops strategic tools such as the Standards and Guidelines for University Education, the University Qualifications Framework, and Students Credit Transfer Guidelines. Collaborations with regional and international higher education bodies help maintain consistency in quality assurance.

Prof. Kihampa highlighted the quantity vs. quality dilemma posed by rising enrolments, urging institutions to scrutinise programme titles, entry criteria, and delivery methods. In line with Sustainable Development Goal 4, universities must innovate while safeguarding standards.

In the discussion, issues raised included the implications of AI and machine learning in education, standards for programme duration, and the misuse of honorary degrees. Participants agreed that flexibility, innovation, and robust systems are critical for a resilient and quality-focused higher education system.

Presentation 3: Three-tier Cluster of the University Governance Structure

Prof. Idrissa Mshoro

Prof. Mshoro's presentation aimed to deepen understanding of the three-tier governance structure within universities. He began by emphasising the core values underpinning universities, individual and institutional autonomy, academic freedom, and the freedom to conduct research, engage in intellectual debates, and pursue equal academic opportunities.

He outlined how governance is defined by decision-making processes, institutional mechanisms, and constitutional arrangements that promote inclusiveness, transparency,

PROF. IDRISSA MSHORO
Former Vice Chancellor – Ardhi University

accountability, and responsiveness. The three-tier model comprises:

- Tier 1: University Council and Senate;
- Tier 2: Boards at colleges, faculties, institutes, and schools; and
- Tier 3: Departmental committees

Prof. Mshoro stressed that this model ensures strategic alignment across all levels of the university, allowing aspirations to cascade from top leadership to operational units.

He also discussed the traits of effective governance: shared decision-making, defined roles, access to information, continuous monitoring, and ethical leadership. The Tanzania Commission for Universities (TCU) was commended for supporting governance excellence through frameworks like the TCU Handbook (2019).

Discussions raised concerns about incomplete implementation of Tier 3 in university charters, particularly in private institutions. It was clarified that while legislation offers guidance, institutions retain flexibility to structure governance as needed.

Presentation 4: Roles and Functions of University Councils, Senates, and Governing Boards

Prof. Idrissa Mshoro

In this session, Prof. Mshoro outlined the statutory roles of governance bodies as defined in the Universities Act, Cap. 346. The Council or Governing Board serves as the supreme policy-making body, while the Senate or Academic Committee oversees academic affairs.

Key responsibilities of the Council include setting strategy, approving budgets, managing assets, establishing academic units, and maintaining accountability. Senates are responsible for academic standards, curricula, research oversight, and examination integrity.

He discussed governance challenges such

PROF. IDRISSA MSHORO
Former Vice Chancellor – Ardhi University

as weak stakeholder engagement, lack of performance evaluation, and poor communication among governance organs. Strengthening these bodies requires capacity-building, adherence to TCU guidelines, and a culture of performance monitoring and ethical leadership.

Discussions affirmed the Council's role in oversight and its limitations in altering academic decisions without Senate consultation. There was a call for TCU to support routine evaluation of governance performance.

Presentation 5: Contemporary Issues in University Education

Eng. Henry Kulaya

Eng. Henry Kulaya provided insights into global dynamics shaping higher education. He cited the ongoing impact of industrial revolutions, globalisation, generational shifts (from Baby Boomers to Gen Z), and the COVID-19 pandemic.

Emerging issues included: affordability of education, youth unemployment, gender equality, climate change, and digital transformation. He emphasised technology's role in reshaping teaching and learning, including tools like Virtual Learning Environments, Artificial Intelligence, and flipped classrooms.

ENG. HENRY KULAYA

Senior International Consultant for Education Reforms and Development

He encouraged internationalisation of curricula and highlighted university-industry collaboration as key to employability and innovation. Examples from African institutions illustrated proactive responses to these challenges.

Discussion emphasised the need for student-centred learning, involvement of youth in reforms, and inclusion of young, tech-savvy faculty to advance modern pedagogy.

Presentation 6: Panel Discussion on Graduate Employability

Dr. Laurian Ndumbaro[1], Mr. Kabeho Solo[2], Mr. George Celestine[3]

This panel addressed the graduate employability gap in Tanzania. Despite growing enrolment and university numbers, employers report skill mismatches.

Citing the IUCEA survey, it was noted that 50 - 63% of East African graduates' lack job-readiness due to outdated curricula, limited industry exposure, and inadequate soft skills.

Deficiencies observed include weak

DR. LAUREAN NDUMBARO
Former Permanent Secretary – President's Office, Public Service Management and Good Governance

communication, poor motivation, and limited entrepreneurial and digital skills. Panelists advocated for stronger university-industry-government collaboration (Triple Helix), curriculum reform, enhanced internships, and integrating industry experts into academia.

Discussions also highlighted disconnects between public service recruitment and academic qualifications, and called for coordinated, long-term solutions to labour market readiness.

[1] Dr. Laurean Ndumbaro is the former Permanent Secretary, President's Office, Public Service Management and Good Governance
[2] Mr. Kabeho Solo comes from ATE in Tanzania
[3] Mr. George Celestine is a training officer from CTI Headquarters

Presentation 7: Financing University Institutions

Prof. Ephata Kaaya

Prof. Ephata Kaaya addressed the critical issue of financing in higher education. He noted that public universities receive only 20 - 30% of their requested budgets, while private institutions heavily depend on tuition fees (up to 90%).

This dependency undermines teaching quality, research output, infrastructure, and sustainability. In Tanzania, over half of the higher education budget is allocated to student loans, limiting funds for institutional development.

PROF. EPHATA KAAYA

Provost – Kilimanjaro Christian Medical University College (KCMUCo), and Former Vice Chancellor - Muhimbili University of Health and Allied Sciences (MUHAS)

He recommended diversification through international student recruitment, commercial ventures, fundraising, and operational efficiency. Participants echoed the urgency to reduce reliance on tuition fees and adopt innovative financing models to ensure quality and sustainability.

Presentation 8: Leadership in Higher Education Institutions

Prof. Daniel Mkude

Prof. Mkude's presentation explored leadership within Higher Education Institutions (HEIs), distinguishing between vision-led leadership and structure-oriented management. Effective governance requires alignment of both elements, underpinned by institutional values like equity, autonomy, transparency, and public trust.

Leadership effectiveness is driven by positional authority, personal influence, expertise, and networks. Recent shifts show a move from collegial to managerial models, introducing corporate practices but also reducing academic voices.

PROF. DANIEL MKUDE

Deputy Principal Academic Affairs - Jordan University College (JUCo), and Former Chief Administrative Officer – University of Dar es Salaam (UDSM)

He warned of fragmented stakeholder involvement and called for evidence-based reforms to enhance satisfaction and impact.

In the discussion, it was remarked that 'the best leaders are often disliked', sparking debate on the nature of leadership and its relationship with resistance. Participants agreed that effective leadership requires commitment, even in the face of adversity.

The Minister of Education, Science and Technology, Hon. Prof. Adolf Mkenda (MP), seated at the centre, in group photos with members of university councils, senates, and governing boards.
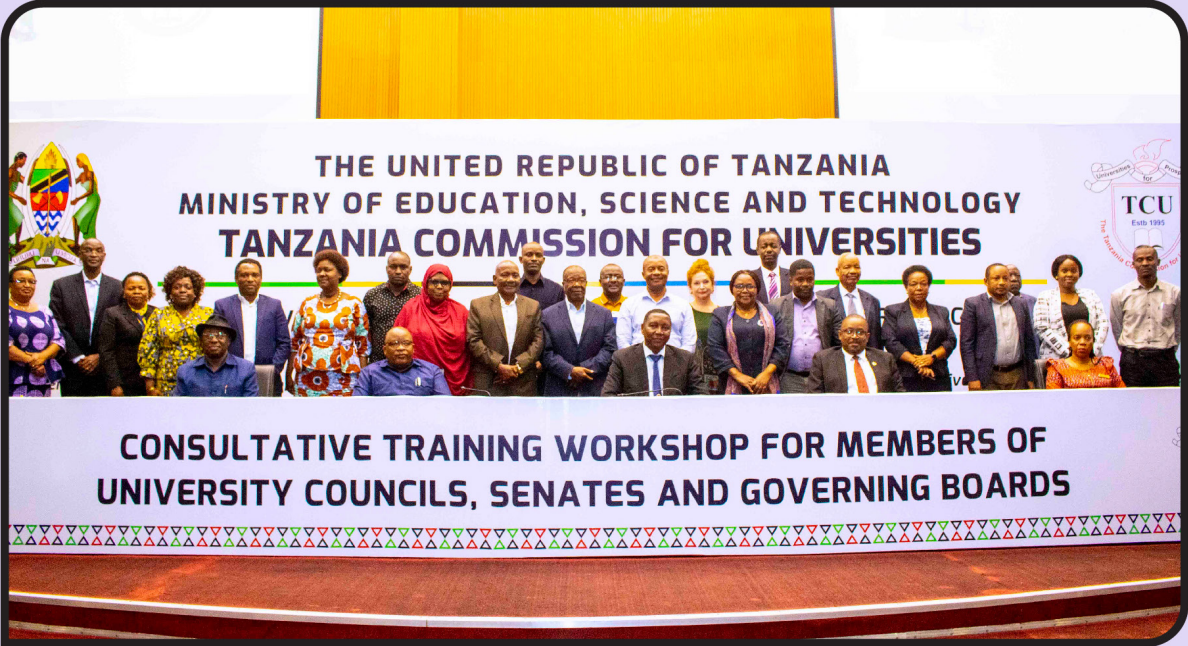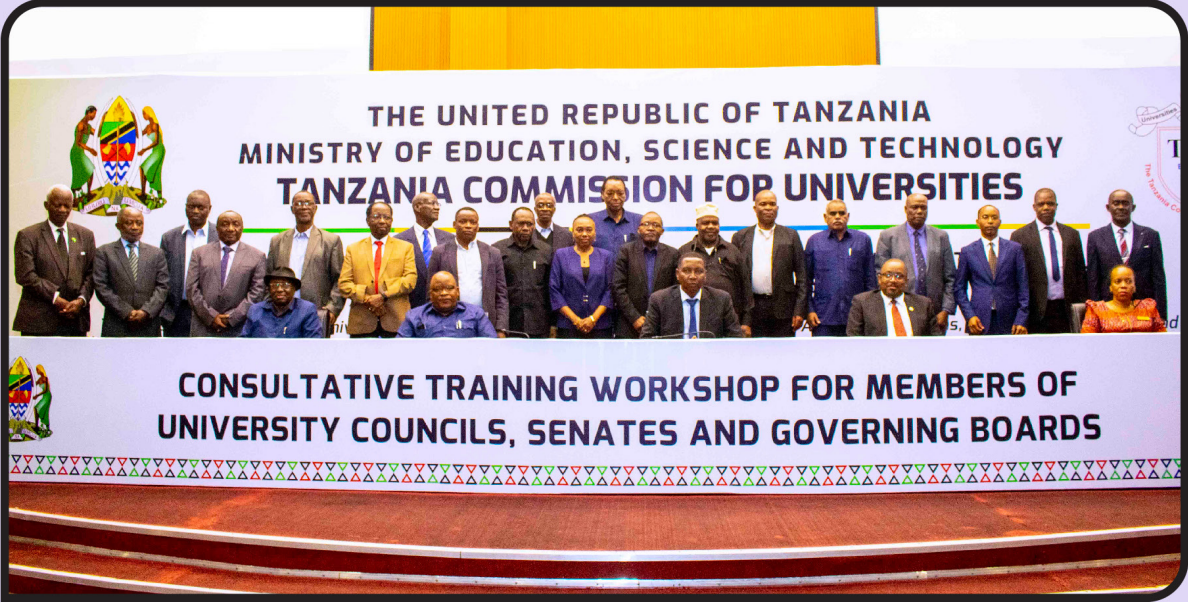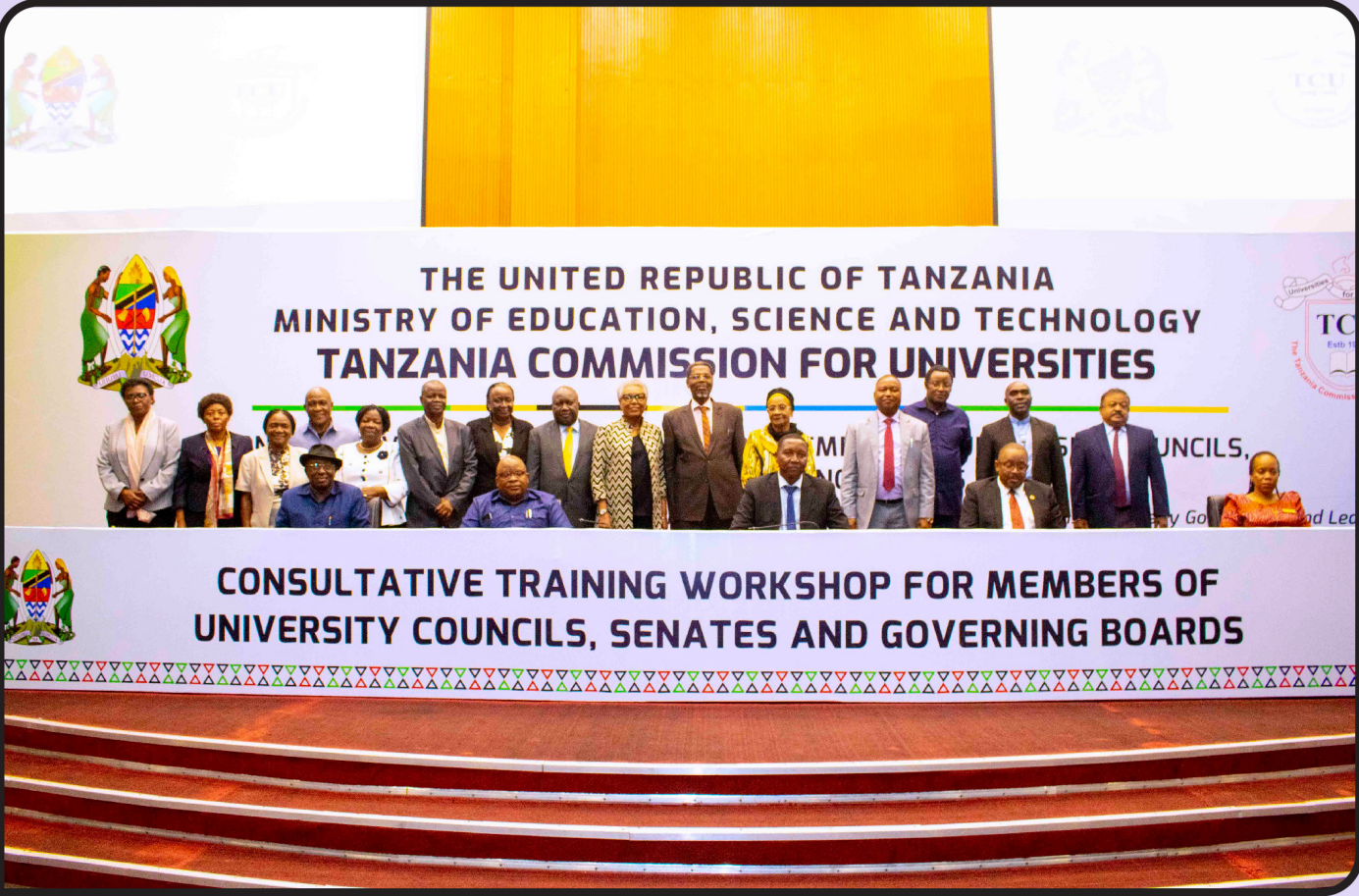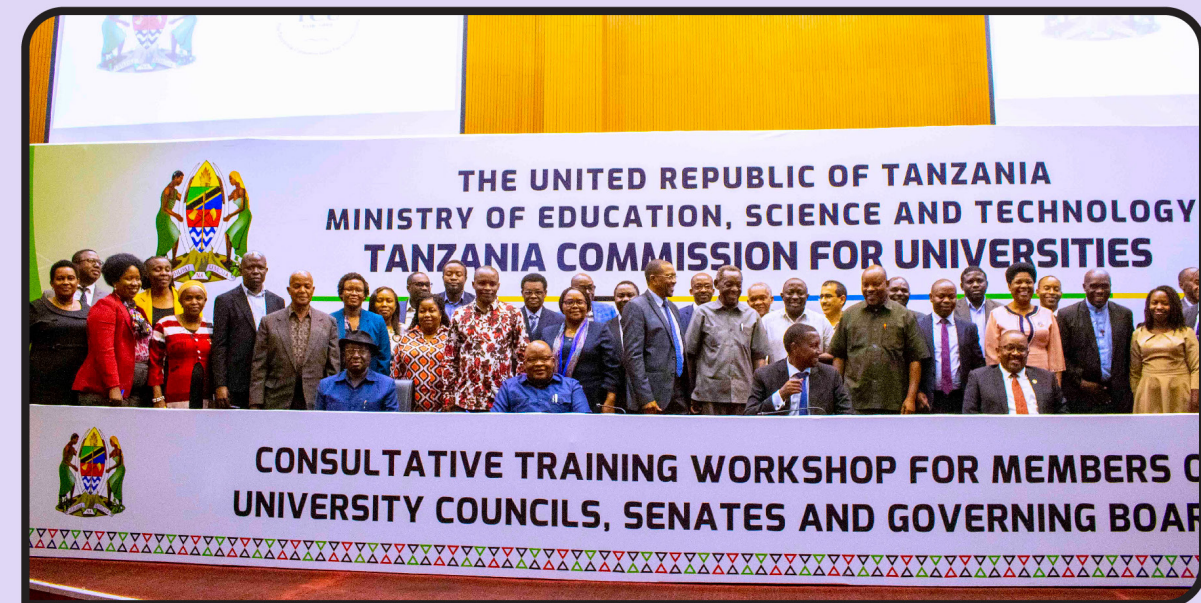
WHO WE ARE

The Tanzania Commission for Universities (TCU) is a government agency which was established on the 1st July 2005, under the Universities Act, Cap. 346 of the Laws of Tanzania with a legal mandate to recognise, register and accredit universities in Tanzania. It also regulates local or foreign university-level programmes, coordinates the proper functioning of universities and ensures a harmonised higher education system in the country.

TCU succeeded the then Higher Education Accreditation Council (HEAC), which was established in 1995 under the Education Act, 1995. The HEAC had a mandate to regulate the establishment and accreditation of private universities. Being limited only to private universities, such mandate was considered unfavourable for the promotion of a viable public-private partnership in higher education.

To address this, the government created a unified and harmonised higher education system under the TCU. To ensure such a system does not compromise institutional peculiarities and autonomy, each university is vested with the legal right to operate under its charter. The TCU implements the National Education Policy through its functions which can be clustered into three major areas:

1. **Regulatory Function:** Ensures quality assurance by evaluating universities, programmes, and systems. Validates programmes, accredits institutions, and evaluates university awards for use in Tanzania.

2. **Advisory Function:** Advises the government and public on university education, policy formulation, and international higher education issues.

3. **Supportive Function:** Coordinates university operations, students' admissions, and provides training in areas like quality assurance, leadership, entrepreneurship, and resource mobilisation.

Over the years, the Commission has made significant progress in upholding standards, ensuring quality, and maintaining the relevance of university education, training, and research. It remains committed to integrating quality assurance practices into higher education, fostering continuous improvement in universities and academic programmes.

TCU is a member of Inter-University Council for East Africa (IUCEA) and African Quality Assurance Network (AfriQAN).