
**THE CHARACTERIZATION OF MANAGEMENT PROCESSES IN HIGHER
EDUCATION INSTITUTIONS IN MOZAMBIQUE.
COLLEGIALITY, MANAGERIALISM AND OTHER CONJUGATED FACTORS**

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Abstract

This article discusses the transposition of the principles normally applied in business management to Higher Education Institutions (HEI). In particular, it discusses the influence exerted by managerialism in the structuring and operation of Higher Education Institutions. In the empirical study conducted in Mozambique, the positions of different actors on different dimensions and categories of the problem are analyzed, supported by a methodology of qualitative analysis from a sample of 9 IES. The main conclusions reveal that in Mozambican higher education there remains a certain resistance from the higher education communities, particularly from its professionals, to the intrusion of managerialism, highlighting a position favorable to collegiality and democracy. Despite the existing criticism, some (minority) actors recognize the influence of managerialist contributions to the objectives of higher education and the design and materialization of HEI management, proposing a hybrid model that associates the two dimensions. The study also reveals a deficit in the participation of the higher education community in management and decision-making processes, making it difficult to apply the collegial model.

Keywords

Higher Education, Management, Managerialism, Mozambique.

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Introduction

This article aims to contribute to the understanding of the management and governance processes of Higher Education Institutions (HEIs) in Mozambique.

To fulfill our purposes, we organized the work in two parts. The main objective of the first part is to reflect on governance and the different influences exercised on the management of Higher Education Institutions in Mozambique, highlighting the implications of managerialism and, particularly, the presence of the new public management in the context of its functioning and activities. In the second part, an empirical study is conducted on the positioning and perceptions of different actors regarding HEI management in Mozambique. The analysis results from the application of a qualitative methodology, in which dimensions and categories relevant to the subject under study were considered, namely: the characterization of HEI management; the participation of teachers, students and administrative staff (CTA) in HEI management processes; the choices about the organizational structure; the framework of academic degrees in HEI management; the quality of HEIs and the internal and external evaluation processes; the implications on the functioning of HEIs due to the insufficient number of full-time teachers and their qualifications; the financial management of HEIs in Mozambique: financing modalities. On each of the points listed, it was possible to establish a set of lines of force, which allow us to arrive at conclusive summaries, through which we seek to portray the results of our analysis.

¹ Article translated by Cláudia Tavares.



1. The influence of managerialism and the New Public Management in the functioning of Higher Education Institutions (HEIs)

1.1. Background

The proclaimed crisis of the welfare state in Europe, among other factors, was an important milestone for the emergence of other modalities in the organization of the state, namely the managerial models (Deem *et al.*, 2007). This condition arises as a result of the pressures exerted by the market economy on the administration of public organizations, leading them to profound transformations aimed at making them more efficient and effective. Within these reforms, understanding the influence of market mechanisms on public business becomes a key factor in framing what is called "New Public Management" (NGP). In fact, economic and market pressure is considered by Santiago *et al.* (2005) to be one of the reasons that explain the intrusion of managerialism in the public sector.

With regard to higher education and its context, the neoliberal changes in the economy have led to the questioning of the mission, organization and functioning of HEIs with greater emphasis since the 1980s. This framework, which generates transformations and crises, while not preventing the maintenance of the fundamental role of IES as a producer and diffuser of knowledge, seeks to impose a model of economic rationality, competitiveness and efficiency - "managerialism" - which results from the growing influence of globalization and the market in higher education. This movement implies the change of organizational and management assumptions, as well as the development of new human capacities and the reorientation of material, financial, technological and information resources, generating debates around higher education, its policies, governance and management. Although this discussion is developed in multifaceted contexts and perspectives, one of the striking aspects that deserves particular attention is the relational change between the State and the HEIs, that is, "(...) more specifically the changes in government measures that lead to changes in the relationship" (Maassen, 2003: 31) between these two entities. The same author points out that in the above context, any discussion on changes in the institutional management structures of higher education should take into account that it is the governments, at the various levels, who are responsible for the regulatory frameworks that influence the performance of HEIs and the management of their activities. This perspective, in our opinion, may continue to be valid in higher education systems where the State, even maintaining the regulatory function, does not intend to grant itself the model of control over HEIs. In fact, current trends are increasingly leading to a State supervisory action on HEIs. In this model, also called external control, HEIs have a broad autonomy in different areas (Han & Xu, 2019).

Another important factor seems to be the change in the form of regulation addressed to professionals, which translates into a change in the traditional policies and practices of human resource management. In fact, these principles are supported by the work of Ekman *et al.* (2018). This study establishes that in the framework of the reforms and the affirmation of the autonomy of HEIs, they assume the main responsibilities in the management and governance of all their activities, especially financial and human resources (Marques, 2012), notwithstanding the regulatory power of the state.



1.2. The redefinition of the role of the State and the emergence of the New Public Management

Changes in the structure of the state, in the sense of increasingly replacing classic forms of intervention with regulation and guidance, the diversification of traditional forms of public action and, in general, changes in forms of governance, have imposed structural changes in the ways in which administration operates. Waring (2017) refers to these changes as the deconstruction of many of the instruments and organizational schemes that supported traditional state administration, leading to the discussion, always current, around the functions of the state and the means to carry them out. In addition to the above assumptions, and before addressing specific aspects, the contextualization and understanding of the emergence of the New Public Management (NGP) involves an analysis of the different forms of management in public administration that have emerged throughout the history of modernity. In the following chronological description, some particular circumstances of African countries are exemplified, including Mozambique, largely because of its recent history linked to colonialism. Thus, according to Omar (2005), the Public Patrimonialist Administration designates the imperial or colonial domination period. This framework also includes bangs of forms of patrimonialism (neo-patrimonialism) resulting from the local social organization. Fundamentally, in this type of administration, the State functions as an extension of the sovereign power of the Kings and Lords, the rights are granted according to personal criteria and the positions held as "gifts". In this case, *Res Publica* equals *Res Principis*.

The "Bureaucratic Public Administration" is characterized by the establishment of a rational-legal power, based basically on the idea of career and professionalization, formalism and impersonality and the concept of functional hierarchy. In this model, administrative controls are carried out *a priori*, constituting the guarantee of the State's power and becoming its own *raison d'être*. "To this model corresponds an administration that bases its relationship with citizens on formalism, based on standardized routines and procedures" (Rocha, 2002: 37).

The authority of this model based on Max Weber's theoretical principles (e.g. Braun *et al.*, 2015), is stifled through the obedience of the followers. The fundamental characteristics of the weberian bureaucracy, such as regulation, stability and continuity based on formal authority, impersonality of compliance with norms and professionalism of positions, constitute elements that, although called into question by the most current substitute models, subsist as central themes for discussion on the organization of public administration. In our view, this set of regulatory instruments continues to be useful in modern times as they constitute factors of influence and integral elements of the state both in developed countries and, for the most part, in developing countries.

It is in this wake, and also as a result of the crisis in administrative theory, that the managerialist or managerialist model emerges, based on a managerial orientation of public purposes, aiming at greater efficiency and effectiveness of services. This model, which is inspired by and tends to approach business management, highlights the need and importance of the study and the combination between public policies and public



management. Referring to the model, Rocha (2002), advocates the need to decentralize and deconcentrate skills. The model also highlights the differentiation between policy and administration. It is up to the policy to draw up the guidelines, to be complied with by the administration, in a framework regulated by the principles of private management.

The "Managerial Public Administration" is considered by some the public management *par excellence*. The model advocates a posteriori control of results. It is based, as mentioned above, on the efficiency of flexible and horizontal organizational structures and, at least in rhetorical terms, on an approach to the citizen. On the other hand, the need to decentralize decision making using a proactive and innovative language is advocated. This model, which fundamentally configures the New Public Management (NGP), presupposes a neoliberal aspect. Carapeto and Fonseca (2005) consider that what is valued is the logic of the market.

1.3. The link and importance of managerialism in Higher Education

Reversing the set of considerations highlighted above, the assumptions and practices of the NGP also extended to the field of governance and management of higher education. The changes that have emerged have been characterized by a shift from a model characterized by tight state control and regulation of higher education to a less restrictive model of supervision (Dopson *et al.*, 2019; Santiago *et al.*, 2006). These new forms of state regulation of higher education systems are largely the result of the process of globalization (Seixas, 2001).

Growth in student numbers, political pressures, the rise of the knowledge economy, among other reasons, have placed the governance and management of Higher Education Institutions (HEIs) on the agenda of educational reforms in developed and developing countries. This movement emerged mainly from the 1980s, when explicit references were made to the managers of the HEIs. The legitimization of the principles and managerial models, particularly the NGP in the higher education systems of the various countries resulted, also, from international trends considered inevitable and recommended by supranational agencies such as the Organization for Economic Cooperation and Development (OECD) and the World Bank (WB). Thus, the role of international organizations in the dissemination of a transnational higher education model that conveys and accentuates market logic trends in higher education systems is relevant (Seixas, 2001).

According to Santiago *et al.* (2005), these external pressures to which the system has been subjected are the result of the confluence of financial restrictions due, in part, to the dismantling of the provisions of the welfare state to which we have already referred, but also of expectations and social demand, and also of the relativization of the symbolic capital of the HEI and the demands of the new economy (new qualifications, skills and profiles). They converge towards a relationship between the State and higher education rethought in the light of management, with the objective of orienting HEIs to the market. In this context, the introduction of financial autonomy mechanisms is one of its main mottoes (David, 2008).



Other substantive factors, present in the intention of managerialist narratives in higher education, find support in two types of arguments, which constitute one of the pillars on which this intention seeks to legitimize itself. On the one hand, the belief is widespread that the higher education system and its institutions do not reform themselves as quickly as the changes taking place in the surrounding environment; on the other hand, collegial governance is connoted with traditional academic practices and structures, aligned with corporate interests (Santiago & Carvalho, 2004). This positioning supports the rhetoric about the irrationality and inefficiency of collegiality supported in the exercise of professional power by academics.

In fact, managerialism combines political, institutional and organizational premises with rational principles that seem not to be well organized but in which it is possible to detect some coherence around notions of market, competition, individual choice, responsibility and efficiency (Santiago *et al.*, 2005). These authors consider that, in this context, there is a feeling that managerialism influences higher education at different levels, in particular at the level of strategies for reorganizing the system; management and governance of institutions, including their institutional cultures and the individual behavior of their professionals. These two levels influence the conceptualization of the mission of institutions and also their final objectives, which play an important role in mediating between political intentions and concrete institutional practices. The perception of the different actors about the purposes and objectives of higher education constitutes, in fact, the guiding framework of the decision-making process and, in this sense, influences the strategies and policies of the institutions (Akanji *et al.*, 2020).

In addition to being configured as a political and managerial tool for pressure on HEIs, managerialism in general and the NGP in particular also find support within the academy itself, since "(...) processes of accommodation emerge (...) that create some facilitating conditions for the acceptance of pressures and their naturalization in and by academic actors" (Santiago *et al.*, 2005: 35). The reasons given by the authors for this are diverse. Some are linked to the growth and development dynamics of higher education itself; others are inherent to the difficulties of traditional HEI structures and forms of government in dealing with outside pressures. On the other hand, this acceptance and materialization is also rooted in the dissemination and fragmentation of scientific and technological knowledge, as well as in the transformations of the representations of the academic actors regarding the purposes and forms of organization of higher education (Kozyrev *et al.*, 2019).

However, the issue of the influence of the NGP on the IES *métier* does not gather consensus and consists of two main distinct positions. According to David (2008), NGP advocates proclaim the advantages of models that stimulate the competitiveness and efficiency of HEIs regulated by the market, under supervision and with occasional interventions by the State. This would aim to increase the quality of teaching, research, technology transfer and the relevance of the services provided to the community. For their part, opponents of these models allege the reduction of internal democracy in the life of HEIs, the excessive subordination of HEIs to the logic of financial profitability, devaluation and lack of freedom of research, including the risk of excessive institutional control over teaching and research for commercial purposes.



This latter position, especially with regard to what many scholars tend to refer to as "good old times", in which decisions at the Academy were taken in a collegial atmosphere, without serious external interference, are regarded by the defenders of managerialism as nostalgic and idealistic. On the other hand, by examining the nature of management reforms in higher education, it is possible to highlight the general feeling that academic life "is no longer the same thing. Many changes have taken place. Among those that can be listed we highlight that the very impact of the massification of higher education has been altering the social recognition of higher education systems and therefore taking away credit from them.

To illustrate the position of those opposed to managerialism, Maassen (2003) portrays some common positions among academics. They consider that HEIs, when supported by the collegial model, present themselves in an advantage, occupying a higher academic level. They criticize the managerialist current for being conducted more for economic reasons than for academic ones. They emphasize their position postulating that the IES are not "shoe factories" and cannot therefore be managed as if they were "shoe factories".

According to Readings (2003), most of those who address the problem of the HEI choose one of two positions: either nostalgic exhortations in which a return to the humboldtian ideals of a modular community and social functioning is advocated; or technocratic demands that advocate a HEI to welcome with open arms its corporate identity, becoming more productive and more efficient.

We can therefore state that the difficulty - or the impossibility - of reconciling the "entrepreneurial HEIs", inspired by a market culture, with the idea of teaching and research, understood as public goods, seems to be the fundamental puzzle of the new paradigms of governance of HEIs and their relationship with society. As a consequence of these positions, a relevant and inevitable question arises. What and who currently dominates the higher education systems and in particular their institutions? Anyone familiar with the complexity of higher education issues will admit that it is not easy to formulate a reliable answer to this question. In a peculiar approach, Readings (2003) considers that no new identity is needed for HEI, emphasizing that we have to recognize that the loss of reference of the function of HEI opens a space in which we can think differently the notions of community and communication. Thus, it is considered that, even though the challenge of the present conjuncture is difficult, the construction of a better institution, the production of another efficiency model, another unified and unifying project is not required. What is required, with intelligence, is a type of thinking that does not seek to lend the work done at the HEI a unified ideological function (Barnnett, 2000), seeking also to find a new language in which the HEI can claim its role as locus of higher education.

Crossing this discussion with globalization, which is also commercial, and in the same line of thought, we can affirm that in the framework of a global economy, it is no longer possible to resort to HEIs to provide a model of community. In the same sense, the call to HEI as a model of community no longer answers the question about its social function. Alternatively, it is proposed that HEI be a place where one tries to think about the social



bond without resorting to a unifying idea, be it from the cultural perspective or that of the State. Readings (2003) argues that the future of post-historic HEI seems to be related to community thinking, which abandons expressive identity or transnational consensus as a means to achieve unity.

The alternative we have been presenting, besides being an option supported by different principles of the NGP, seems to establish the gradual abandonment of the principle of the link between HEI and the national identity that has dominated the HEI referential in the last three centuries, particularly in Europe, although it can be referenced differently in developing countries.

1.4. Criticism regarding managerialism and the New Public Management

As for its application in higher education, many questions remain open. However, Santiago *et al.* (2005), portraying the example of what happened in Portugal, maintain that until 2005 the interference of managerialism and the market in higher education was not entirely successful, with no changes as profound as the strength with which the managerialist ideology sought to introduce itself into higher education. This argument is supported by some evidence that continues to endure and to mark academic life. In fact, the collegial way of functioning has maintained some of its mechanisms; academic managers continue to value their professional roles more than management roles; basic research has continued to resist (with difficulty) entrepreneurship; the "vocational" ideology has not fully submerged into education and training; and most academics seem to continue to resist the new languages and cultures of management and economics (Santiago *et al.*, 2005).

However, the authors recognize that the inexistence of the link between higher education and the economy and the criticism of the collegiate functioning had an echo in the political measures of structuring higher education: the institutionalization of the evaluation and accreditation systems managed to materialize the economic and employability criteria; the financing of higher education has been restricted and rules changed, encouraging self-financing; inter-institutional competition is promoted in the belief that it is an instrument to achieve greater efficiency and effectiveness; the rhetoric of globalization and the knowledge economy/society has succeeded in stimulating the idea of the univocal relationship between knowledge and the competitiveness of nations (Santiago *et al.*, 2005).

The influence that the NGP exerts on the public sector, particularly on the higher education system, is likely to bring some advantages in response to expectations and social demand and even as a response to the various dimensions of the IES crisis. However, its analysis cannot be oriented to a unidirectional and deterministic vision. The contradictions of the NGP are, as we have seen, evident, as are the contradictions arising from the deification of the market, the notion of its infallibility and the mythical and ideal character of private management.

The current debate on IES highlights the contradiction between institutional autonomy and the pressure to submit it to business criteria (Aithal & Kumar, 2019). This



phenomenon seems to accentuate the institutional crisis of HEI and the consequent paradigmatic change, namely the removal of higher education from the Nation-State and the Welfare-State. In this way, humanist culture is marginalized in favor of market interests, promoting academic capitalism turned to a liberal learning regime. These factors, appealing to principles of efficiency, facilitate the mercantilization of higher education, the acceleration of the globalization movement and the emergence of managerialist models. It can therefore be concluded that the influence of market forces, combined with the lack of funding and the internationalization of higher education may have contributed to the identity crisis of the HEI. This reality seems to have led to a change in the forms of regulation of higher education by the state, but not necessarily to the end of its strategic control (Santiago & Carvalho, 2004).

In an increasingly globalized world, higher education systems are led to play a fundamental role in the production and dissemination of knowledge, contributing to the elevation of citizenship, culture, science, and innovation in the societies in which they are inserted.

In contrast, the processes of global diffusion have emerged models of recontextualization that seek to reflect the national or local realities of each country. In order to escape the single-minded order of globalization, higher education seeks an institutional logic of public service provision, in which the organizational structure facilitates the harmonious integration of teaching and research. It seeks to establish policies for higher education that enable the creation of *human capital*, *social capital*, and *cultural capital* capable of dealing critically with globalization. This positioning implies the redefinition of the mission and role of HEI in the face of new world trends and the challenges of the knowledge society.

Although the managerialist ideology has not been completely successful, keeping many questions open, it is recognized that the logic of market and management economic rationality has hegemonized the policy of reconfiguration of systems and HEIs (Deem *et al.*, 2007).

We can, therefore, conclude that the influence, at IES, of managerialism in general and NGP in particular, does not seem to gather consensus. While some arguments insist on defending the model because of the possibility it confers of stimulating the competitiveness and efficiency of HEIs, others criticize it for its excessive dependence on the market, for private management, and for the reduction of internal democracy, in addition to other factors mentioned above.

2. Empirical study: the management of higher education institutions in Mozambique

2.1. Methodological framework

The methodological option taken for our empirical study was a qualitative approach because we considered that it would better enable us to interpret and analyze the feelings and motivations of the actors involved in the phenomenon of the study. Thus, a



probabilistic and random sample was determined in which each member of the population studied had the same probability of being selected to integrate the said sample. In other words, the possibilities of choice were not predetermined and could fall on any of the actors. Since this was the main determinant of the sample's constitution, it was also stratified to include universities and colleges, public institutions and private institutions, and the geographical distribution of the same institutions. Thus, and taking into account the objectives of the study, the data analysis technique chosen, the size of the bibliographic review and also the resources and time allocated to the study, a sample of 9 HEIs representing 18.4% of the population consisting of 49 HEIs was determined (according to data from the Ministry of Science and Technology, Higher Education and Technical and Vocational Education of Mozambique).

Two scripts were initially chosen for the pilot interviews (one for HEI directors and teachers and one for students). From the analysis made in the pilot phase, it was concluded that the level of responses did not justify a differentiation, choosing to establish only one universal script for the interviews. Once the data collection was completed, the following analysis grid was created from which the discussion and analysis of the data took place:

1. Dimension - Characterization of HEI Management and Governance in Mozambique	
1.1. Category: IES Management and Governance Models	
Topics:	
1.1.1. Traditional Academic Bodies	Fundamentals of the Principles of Collegiality
1.1.2. System and <i>Managerialist</i> Processes	Identification of tools and factors associated with managerialism
1.1.3. Other Systems and Models	Characterization of the option taken
1.2. Category: Participation of Teachers, Students and CTA in Management and Governance Processes	
Topics:	
1.2.1. Modalities for Organizational and Management Framing	Checking the factors leading to integration
1.2.2. Absence of assumptions for integration in organizational and management processes	Identification of reasons leading to non-participation
1.3. Category: Organizational Structure Design for HEIs	
Topics:	
1.3.1. Best option for the organizational structure	Characterization of the most suitable model
1.3.2. Pedagogical and teaching structure	Identification of the most efficient model
2. Dimension - Pedagogical Implications for the Management of HEI in Mozambique	
2.1. Category: Course and Program Development Options	
Topics:	
2.1.1. Contribution to the Sustainability of the Institution	Relevant Courses and Programs
2.1.2. Appropriate levels of quality in the teaching and research process	Definition of appropriate standards and quality indicators.
2.2. Category - Higher Education Degrees in Mozambique	
Topics:	
2.2.1. Bachelors, Masters and Doctorate (LMD) degrees framework in the ES system.	Organization and management of HEIs in relation to the LMD system
2.2.2. Ideal model for the degree structure in the ES system	Adequacy of the degree system to the needs and interests of the public and levels of development



2.3. Category: The Teachers' contribution to the efficiency and effectiveness of management and pedagogical results	
Topics: Insufficient number of full-time teachers (Or Excessive number of part-time teachers)	Implications for management efficiency and effectiveness

3.Dimension – Financial Implications for HEI Management in Mozambique	
3.1. Category: Financing of HEIs	
Topics:	
3.1.1. Constraints of the State and other Entities in the Financing of HEIs	Innovative ways of financing HEIs
3.1.2. The role of family society and citizens in the financing of ES	Characterization of the modalities to be adopted by each of the segments.
3.2. Category: Legislation on the Financial Management of HEIs	
Topics:	
3.2.1. Fiscal Responsibilities of HEIs (regulation of financial management of HEIs)	Assessment of the tax burden established for HEIs (verification of a specific regulatory framework)
3.2.2. Teachers' Remuneration	Remuneration tables and teaching careers
3.2.3. Financial Results	Establishments of financial distribution principles and rules

Source: Own Elaboration

2.2. Characterization of HEI management

Regarding the characterization of HEI management models, we focus our discussion basically on two dimensions. One of them reflects the mastery of traditional academic structures supported by the principles and foundations of collegiality possibly aligned with corporate interests. The other includes a system consisting of a set of tools and management processes aimed at the efficiency and performance measurement of institutions and their professionals, based on managerial systems and processes.

The arguments of those interviewed in our study seem to clearly identify with the traditional and collegial model in HEIs with a particular emphasis on the democratic nature of the system whose outlines we will address below. However, not all interlocutors present the same point of view on the problem that we have been discussing.

Part of the assumptions underlying the interviewees' discourse is underpinned by private management practices arising from, on the one hand, the economy, globalization and privatization policies and, on the other hand, the separation of public financing from the provision of services (Santiago *et al.*, 2005; Zavale, 2018). This set of questions, which can be framed in the logic of the NGP, does not seem to be the only option of the interviewees mentioned above. In fact, some of the principles of the NGP stand out for their internal contradictions. One of the most illuminating examples is the paradox between the principle of decentralization and the strengthening of political and strategic power from the top, aiming at a strongly centralized authority that ensures the rationality of decisions and results (Williams, 2000; Meek, 2003).

In fact, the speech seems to express the desire to reconcile, in a certain sense, the "business HEI" supported by market culture with the idea of teaching and research as public goods. This intertwining of logics constitutes the fundamental problem of the new paradigms advocated for the management of HEIs, as well as their relationship with



society (Readings, 2003). Therefore, the actors express a set of hybrid positions that articulate traditional logic with managerial and market logic. In essence, what emerges from the discourse is a model flexible enough to allow the exploitation of market opportunities in favor of HEIs, capitalizing on the production of knowledge. This logic would also open space for the participation of companies and other sectors of society in the governance bodies of HEIs, and this participation would also be a window through which the performance and relevance of training actions in HEIs can be assessed.

The argument of the interviewees therefore seems to reflect influences from the managerialist model but highlighting the need to maintain the traditional principles and values of academic life. What seems to emerge from the position of the interviewees is a way of thinking that seeks to reflect a model that, although efficient, does not come close to a unified ideology of the IES (Barnnet, 2000).

The narratives of the various interviewees considered in this point indicate a guideline for the management of HEIs aligned with the traditional principles of academic life supported by collegiality and democracy. There is, therefore, a notorious resistance of higher education professionals to the logics influenced by utilitarian values and managerialism. However, there are still positions, albeit minority ones, in favour of a hybrid and flexible governance and management model in which the idea of teaching and research as a public good, articulated with greater efficiency and effectiveness of processes, characteristic of the managerialist system, is reconciled.

2.3. Participation of teachers, students and CTA in management and governance processes

This category aims to evaluate the modalities of participation, specifically of internal agents (teachers, students and technical and administrative staff) in the management of HEIs and what are the modalities followed for their organizational framework. Moreover, since the choices made by the actors, described in the previous point, have largely fallen upon the HEI's collegial and democratic management model, it will only make sense if there is adequate participation by its members. A process in which the legitimate interests of different sectors or different groups can influence decision making at different levels and at the same time feel like actors of their own growth and development (Morais & Graça, 2014).

It seems to us, however, that in the case of our study and because of what is mirrored by the actors interviewed, although there is, in some cases, a genuine willingness to participate, it does not become effective due to operational problems.

In addition to operational problems, there are also advocates for gaps in the process of organizational and management framework.

This positioning suggests a priori leadership and planning flaws in relation to the management model that is defended and apparently persecuted (Watson, 2012; Thornton *et al.*, 2020). It also means that there is a certain "managerial amateurism", giving rise to a process of decision-making based on emerging situations, revealing the



lack of programmed strategies and an adequate planning process (Meyer & Mangolim, 2006).

The analysis of the interviews also does not provide evidence on the effective participation of the different HEI sectors. It only reveals the desire of the actor so that each of the parties can, with their opinion, participate in the decision making process.

We can therefore conclude that there is, in general, a deficit of participation of the various constituent groups of the university community and other HEIs. This circumstance does not allow for an effective participation in the decision-making process and management of these same institutions beyond the shortcomings of a democratic nature that are registered (Luescher-Mamashela & Mugume, 2014; Zavale *et al.*, 2017). Despite this general situation, it can still be considered that in some cases there is a revealing participation of teachers due mainly to their professional preparation that leads to a certain ascendancy in relation to other groups of the academic community.

2.4. IES organizational structure models

What is intended to be discussed in this category concerns the models of organization of HEIs, focusing particularly on the pedagogical management structures that are more in line with the reality of HEIs in Mozambique according to the reading of the interviewed actors. Specifically, it is intended to verify whether the option is the continental European model that follows a professional logic, traditionally more used in Mozambique, whose core is the faculty, or whether, on the other hand, there are other options that may justify different choices, namely the English model organized in departments of a scientific nature.

Most of the actors interviewed had no doubts about their positioning, transmitting us a sustained response in a conservative structure, following the most common organizational model in HEIs in Mozambique. That is, the vertical model of professional character - colleges, departments, courses, admitting the stock of schools for specialized units, and centers for research units or services. In fact, the differentiation between schools and colleges is often only a semantic question, because as Costa states (2001: 153) "the continental European model is traditionally that of the organization in schools, namely designated by faculties".

In the discussion on the choices of the Organizational Structure of the HEIs, it was possible to see that most of the positions fell on the traditional model most used in Mozambique whose core is the faculty - the continental European model. It was possible, however, to find divergent positions. One that does not concretize its positioning but indicates that the structure must be conditioned to the type of IES (university, polytechnic, higher institute, etc.). Another, which is clearly contrary to most options, advocating a more horizontal and flexible model supported by scientific departments - the English model. In any of the circumstances, it was concluded that the choice of the structure itself is not sufficient to establish the impact to be produced in HEIs. It is necessary to take into account a set of elements, factors and determinants, including the organizational culture, for its influential power in the design of the structure and also for



the impacts and conditioning produced in the functioning of the organizations under study, in this case, the HEIs.

2.5. Framing of academic degrees in the Higher Education system in Mozambique

The structure and levels established for the different academic degrees in force in the higher education system in Mozambique has a certain influence on the management and organization of HEIs. In this way, it becomes important to discuss the model of organization of degrees in the higher education system in Mozambique, the various positions on the problem and their suitability to the needs and reality of the country. It is important to highlight that the Law of Higher Education in Mozambique - Law No. 27/2009 of 29 September 2009 establishes in its Article 22 (Structuring of Higher Education) that there are three cycles of training - 1st, 2nd and 3rd which correspond, respectively, to the degrees of Licentiate, Master and Doctor. This structure, which we abbreviatedly call LMD, seems to be in line with the aims of the Bologna European agreements on the matter. This subject has, however, provoked debate and divergent points of view in Mozambican public opinion. In the case of our study, we also found no consensual positions, which is, moreover, a testimony to the dynamics operating around the architecture of higher education degrees in Mozambique.

Among our interviewees, we obtained quite assertive statements in favor of the LMD system. On the whole, they can be considered the majority of the remaining positions.

The ideas formulated by the above-mentioned actors seem to follow the logic of the reforms in European countries. This is not surprising since many of the reforms of higher education systems in Africa (including Mozambique) tend to follow the models historically inherited from the colonizing countries. This case demonstrates the idea that reforms in universities and other HEIs have been in the sense of adhering to the "Bologna Process". (Sall & Ndajaye, 2007). The universal character of science, technology and knowledge in general are the reasons formulated to defend the alignment with "Bologna" (Kuphane, 2009). On the other hand, one can consider the acceptance of the LMD system as a need to achieve a certain harmonization (not to be confused with uniformity), a greater transparency of processes and also the construction of a quality image that allows HEI to have better conditions for international competition (Costa, 2001).

We consider that the possibility of reintroducing the baccalaureate, possibly in the form of specialized or vocational training, and also the reintroduction of the postgraduate degree, may constitute competitive advantages in the system and in the HEIs in Mozambique. On this last possibility are highlighted the MBA that, according to Costa (2001), constitute prestigious formations in several countries, usually with a duration of one year and mostly attended by professional managers who give up the dissertation, preferring the postgraduate diploma after the 1st year of studies. The proposals for change conveyed by the actors of our study synthesize the need to try to introduce in the models under discussion specificities according to national and local logics, opposing



the processes of global diffusion whose educational models tend to be standardizing (Schriewer, 1996).

2.6. The quality of HEIs and the internal and external evaluation processes

Within the scope of HEI activities, evaluation mechanisms, in addition to other purposes, are used to test quality levels through, normally, appropriate standards and indicators. In order to achieve the objectives of this process it is necessary to carry out a set of actions in the different sectors that make up the HEI structure, with particular emphasis on the supply of teaching programs and research activities. This set of achievements constitutes the object of evaluation both internally (self-evaluation) and externally through different entities. As far as internal evaluation is concerned, the fundamental concerns of HEIs seem to lie in convincing the public that, in often adverse circumstances, the education offered corresponds to the best possible quality. The main question that arises to achieve this objective is, in our opinion, how to ensure the adaptation of teaching to an environment of permanent change (Parvin, 2019).

It is in this context that the actors of our study have issued their pronouncements, with different perspectives, but all expressing a central concern with quality - the extent to which a reliable product or service does what must be done, what it is intended to do (Morais & Graça, 2014). These authors consider that the other component of our study - evaluation - although a multifaceted concept, can be seen as the systematic appreciation of a project, program or policy regarding its design, execution, and results. These two factors are fundamental vectors in the success and management of HEIs.

Some of the interviewees recognize both internal and external evaluation processes as important, valid and participatory mechanisms for the control and quality assurance of HEIs.

Two other interviewees present opposing positions. The analysis of their positions leads us to discuss the multidimensionality of vision and the lack of consensus on the concept of quality in education in general and in higher education in particular.

Given the above-mentioned differences, it is not surprising that our last interlocutor on the subject of quality and evaluation presents a completely singular and different positioning from the others.

In addition to the aspects of quality and evaluation already covered, this interviewee inclines to an external evaluation conducted by independent international agencies. Another factor, peculiar, focuses on the relationship between the quality of higher education and the deficient formation in the subsystems that feed it, that is, secondary education and technical-professional education.

There is an evident concern on the part of those involved in higher education to improve the educational processes and functioning of HEIs in the quest to raise quality standards, notwithstanding the various points of view on the concept. All also advocate the implementation of evaluation processes, both internal and external, in order to assess the quality of HEIs through the use of relevant mechanisms. In the external evaluation,



while most of the interviewees put the responsibility in national state agencies, some of the interlocutors advocate not only the use of international standards but also the intervention of international evaluation agencies that would bring more credibility to the system. Another of the highlights of the study refers to the expansion of higher education without questioning the quality, which is defended by some actors, and also the influence exerted by the constraints registered in secondary education that are reflected in the quality of higher education.

2.7. The insufficient number and qualifications of full-time teachers - implications for the functioning of HEIs

The vast majority of HEIs in Mozambique, especially private institutions, do not have a full time teaching staff with the qualifications and in sufficient number to ensure the teaching, research and academic management functions and others desirable for the normal operation of these institutions. From this perspective, the Mozambican State has established a regulatory framework (Article 7 of the Licensing and Operating Regulations for Higher Education Institutions - Decree No. 48/2010 of 11 November) that seeks to ensure, according to the degree of demand or the type of higher education, qualified teachers to pursue the objectives set by the respective HEIs. This table establishes the minimum number of full-time teachers (1/3 for Universities and Academies - Class A, of which half must be PhDs and 1/4 for the remaining HEIs - Classes B, C, D and E, of which half must have at least a Master's degree) and also, in the same table, it is established that ten years after the opening of any HEI, 30% of its teachers must have a PhD or Master's degree although the proportion between them is not established. Despite these regulatory measures, the study carried out with the various actors seems to confirm the above assertion about the existing difficulties in the composition and qualification of teachers in most of the Mozambican HEIs.

One of the interviewees refers to the negative effects caused by the insufficient number of full-time teachers. However, another of the interviewees argues that even if there are full-time teachers, they do not seem to fulfill their obligations in the training, research and management of HEIs.

Another of the interviewees seems to confirm that the main problem arises not only from the greater or lesser number of full-time teachers but, above all, from the creation of the environment and working conditions necessary for good performance and, also, from the scrupulous fulfillment of the teachers' responsibilities.

Other participants in our study confirm, on the one hand, the pernicious nature of the insufficient number of full-time professors and, on the other hand, the assumption of the nonachievement of the formative, research, and management objectives.

It is unanimous that the lack of a sufficient number of full-time teachers has repercussions on the functioning of HEIs in Mozambique, both in the pedagogical component and in the managerial dimension. In this way, HEIs will have to make a great effort in recruiting qualified teachers and, at the same time, in training them and others, in order to comply with the requirements of the current legislation regarding number and



qualifications. In addition to the scientific knowledge of each of the activity areas, teachers should be oriented towards pedagogical and didactic knowledge, so that their classes follow a methodology appropriate to the formation of students. Even if HEIs have enough qualified teachers, it is necessary to take into account a set of combined factors that ensure the efficiency and effectiveness of their work as well as good academic results. This set of influencing factors include: taking into account national public policies for the sector; establishing a correct institutional relationship; having a close relationship with students; understanding the dictates of the surrounding society and relating to it; to know and make positive use of your self, professional and personal, and also to have the notion of the influences resulting from the contemporary era in which we live, namely the references of globalization and internationalization, in addition to other dimensions.

2.8. Financial management of HEIs in Mozambique: financing modalities

One of the fundamental dimensions in the functioning of HEIs is their financial management (Chyrva *et al.*, 2020). In the meantime, different issues can be addressed, namely the constraints of the state in financing HEIs (we refer, to a large extent, to public ones), the innovative forms that can be implemented through different financing modalities, namely by families, society, citizens and the market, and also the reduction of tax burden through appropriate legislation. Taking into account the interrelationship between the different components of financial management that are the object of our analysis, we have chosen to approach them in a global way in this point.

One of the respondents, although basically agreeing with the self-financing line, suggests greater support from the state in collecting fees to finance higher education. Although it can be said that state funding continues to be, directly or indirectly, predominant in Mozambique (for public HEIs, although small tranches may indirectly finance private HEIs), it is important to emphasize the factors that contributed to the paradigm shift by reducing, tending to, the state's contribution.

In addition to the HEI's own efforts, let us see what the interviewees in this study tell us about the participation of families, the market, and citizens in higher education funding efforts. Obviously, in many cases there is an interpenetration between what society wants to accomplish and the purposes of the institutions themselves.

One of our interviewees advocates, in addition to other proposals, greater State participation in the business of education in general and in higher education in particular. Our interviewee's rationale for justifying greater state participation is supported by the welfare state model, which attributes education to a fundamental role in economic and social development, as well as in the consolidation of national identity (Cotovio, 2004). The implementation of this model in the current reality of the country seems to us extremely difficult. Although the contribution of the HEI to the national political identity in a coherent framework of the nation state is still pertinent, in our opinion the application of welfare state mechanisms in the current financial situation of the country does not seem realistic, especially considering the combined effect of the hidden debts with and of Covid-19. This aspiration seems to be possible through large own resources or through



generous help from international partners. Neither alternative seems viable in the current country context. Moreover, in recent decades, both developed and developing countries, there has been a trend towards a reduction in public financing of HEIs (Cerdeira, 2008), which is even worse when extraordinary factors reinforce the negative effects.

Our interlocutors generally advocate a state tax relief policy towards HEIs, although some of them set limits to the scope and proportion of reductions to be granted. This possibility is also mentioned by Reis and Reis (2008) who, in the framework of a policy of management of higher education in line with the market, advocate forms of financing that alleviate public spending and the tax burden. We believe that reducing the tax burden is beneficial in certain special circumstances, particularly in the context of investment, especially initial investment, taking advantage of the existing legislative framework. It does not seem feasible, in the current situation of the Mozambican economy, for the State to grant tax advantages on teachers' salaries or on the results of the financial years, as some actors advocate, namely due to the budgetary impacts of Covid-19.

Financial management is one of the main vectors of HEI management. Its importance comes from the influence it exerts on the activities of these institutions and from the fact that it encompasses different actors, namely the State, students, families, the market and society in general. The financing of HEIs is carried out in an environment of scarce resources and great financial difficulties of the Mozambican state, which has been experiencing great difficulties since 2015. Thus, even admitting the continuity of the state's prominent role in its social responsibility and the need to expand the system, the actors under study and the various authors consulted advocate a diversification of sources of funding that results in greater cost sharing. Thus, students are required to contribute by paying all or part of their tuition through their own resources, bank loans or access to public or private scholarships. The role of the market and of society in general are also relevant through student funding or the contracting of services to HEIs. Moreover, the latter segment seems to be an important source of income to be extended to other areas such as research and training activities of a specific nature. Although indirectly, reducing the tax burden in certain circumstances is a way to alleviate HEI expenditures, contributing to better financial results.

Conclusion

The apparent conservatism verified in the positioning of the main dimensions studied does not mean that there has not been any sharp criticism and bold proposals. Thus, the observation of the lack of effective participation of the academic community in the management of higher education institutions calls into question the choices made in the collegial and democratic model. The raising of quality standards, considered as fundamental in the current situation of higher education in Mozambique, should be monitored through self-evaluation and external evaluation, conducted by national agencies, according to the majority of opinions. However, there are those who propose international agencies for this purpose, in order to increase the credibility of the process. Another aspect that calls quality assurance into question is the insufficient existence of



full-time teachers. However, it is not enough just to recruit teachers to fill the legal guidelines. The need for scientific and pedagogical training is sustained, in addition to the knowledge and appropriation of the surrounding environment by the teachers. Regarding the structural issue, the Faculty remains the nuclear choice although a minority opinion defends the organization in scientific departments. As for the study cycles, without calling into question the fundamental of the LMD structure - Degree, Master's and Doctorate - some specific changes are presented in the 1st cycle - reintroduction of the baccalaureate for specialized training and in the 2nd cycle - reintroduction of the postgraduate diploma as a degree and the equalization between academic and professional masters. The issue of funding for higher education was the subject of an in-depth debate that concluded on the need for the State to continue to play an important role. Nevertheless, the current economic and financial situation characterized by the combined effect of hidden debts and Covid-19 requires the participation of students, families, the market and society in general, so that there is greater cost sharing, developing a new paradigm based on a diversification of sources of funding for higher education institutions.

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