Management of Higher Education in Mozambique: Private Institutions Survival in Challenging Times

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DECLARATION OF CONFLICTING INTERESTS

I, *AMÉRICO HILÁRIO CANTELO*, certify that all material in this dissertation that is not my own work has been acknowledged; the work has not been submitted previously, in whole or in part, to qualify for any other academic award; and ethics, procedures and guidelines have been followed. Therefore, the author declares have no potential conflicts of interest with respect to the research, authorship, and/or publication of this dissertation.

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LIST OF ACRONYMS AND ABBREVIATIONS

DENOMINATION	ACRONYMS AND ABBREVIATIONS	
	INGLISH	PORTUGUESE
1 GENERAL ACRONYMS AND ABBREVIATIONS	FREE TRANSLATION	OFICIAL
Higher Education	HE	ES
Higher Education Institution(s)	HEI(s)	IES
University General Studies of Mozambique	UGSM	EGUM
Quality Assurance	QA	AQ
Quality Assurance Units	QAU	GAQ
Higher Education Quality Committee	HEQC	CQES
Philosophy Doctor	Ph.D.	DF
Public Higher Education	PUHE	ESPU
Private Higher Education	PRHE	ESPR
Public Higher Education Institution(s)	PUHEI(s)	IESPU
Private Higher Education Institution(s)	PRHEI(s)	IESPR
Mozambique Liberation Front	MLF	FRELIMO
Faculty of Combatants and Workers of Vanguard	FCWV	FACOTRAV
Provincial Directorate of Education and Human Development	DEDH	DPEDH
Provincial Service of Social Action	PSSA	SPAS
Higher Institute of International Affairs	HIIA	ISRI
Knowledge, Skills and Abilities	KSA	CTA
Nautical School of Mozambique	NSM	ENM
United Nations Development Program	UNDP	PNUD
United Nations for Education, Science and Culture Organization	UNESCO	UNESCO
Council of Higher Education	CHE	CES
National Council of Higher Education	NCHE	CNES
World Bank	WB	BM
International Monetary Fund	IMF	FMI
International Standard Classification of Education	ISCED	PICE
Ministry of Higher Education, Science and Technology	MHEST	MESCT

Ministry of Science, Technology, Higher Education and Technical Professional	MSTHETP	MCTESTP
Ministry of Science, Technology and Higher Education	MSTHE	MCTES
National Directorate of Higher Education	NDHE	DNES
National Council of Quality Assurance	NCQA	CNAQ
National System of Evaluation, Accreditation and Quality Assurance in Higher Education	NSEAQAHE	SINAQES
National System of Accumulation and Transference of Academic Credits	**NSATAC**	SNATCA
National Framework of Qualifications of Higher Education	**NFQHE**	QUANQES
2 PUBLIC HIGHER EDUCATION INSTITUTIONS	**PUHEIS**	**IESPU**
Academy of Strategic Higher Studies	ASHS	AAEE
Academy of Police Sciences	APS	ACIPOL
Military Academy	MA	AM
Higher School of Nautical Sciences	HSNS	ESCN
Higher School of Journalism	HSJ	ESJ
Higher Institute of Arts and Culture	HIAC	ISArC
Higher Institute of Accountancy and Auditory of Mozambique	HIAAM	ISCAM
Higher Institute of Health Sciences	HIHS	ISCISA
Higher Institute of Defence Studies	HIDS	ISEDEF
Polytechnic Higher Institute of Gaza	PHIG	ISPG
Polytechnic Higher Institute of Manica	PHIM	ISPM
Polytechnic Higher Institute of Songo	PHIS	ISPS
Polytechnic Higher Institute of Tete	PHIT	ISPT
Eduardo Mondlane University	MEU	UEM
Joaquim Chissano University	JCU	UJC
Lúrio University	LUU	UniLúrio
Zambeze University	ZU	UniZambeze
Maputo Pedagogical University	MPU	UP-Maputo
Púnguè University	PU	UniPungue
Licungo University	LIU	UniLicungo
Rovuma University	RU	UniRovuma
Save University	SU	UniSave
3 PRIVATE HIGHER EDUCATION INSTITUTIONS	**PRHEI(s)**	**IEPR(s)**
Higher School of Economics and Management	HSEM	ESEG
Higher Institute of Education, Research and Science	HIERS	ISFIC
Higher Institute of Science and Management	HISM	INSCIG

Christian Higher Institute	CHI	ISC – HEFSIBA
Higher Institute of Communication and Image of Mozambique	HICIM	ISCIM
Monitor Higher Institute	MHI	ISM
Polytechnic Higher Institute of Communication and Technologies	PHICT	ISPOCET
Dom Bosco Higher Institute	DBHI	ISDB
Higher Institute of Local Development Studies	HILDS	ISEDEL
Higher Institute of Education and Technology	HIET	ISET
Higher Institute of Management, Administration and Education	HIMAE	ISG
Higher Institute of Management, Commerce and Finances	HIMCF	ISGECOF
Higher Institute of Management and Entrepreneurship Gwaza – Muthine	HIMEGM	ISGE – GM
Higher Institute of Business Management	HIBM	ISGN
Maria Mother of África Higher Institute	MMAHI	ISMMA
Mutassa Higher Institute	MHI	ISMU
Polytechnique and Technologies Higher Institute	PTHI	ISPOTEC
Higher Institute of Entrepreneurial Sciences and Technologies	HIEST	ISCET
José Ibraimo Abudo Higher Institute	JIAHI	ISUJIA
Higher Institute of Good Hope of Nampula	HIGHN	ISPOBEN
Adventist University of Mozambique	AUM	UAM
Methodist United University of Mozambique	MUUM	UMUM)
Nachingwea University	NU	UNA
Wutive University	WU	UNITIVA
Mussa Bin Bique University	MBBU	UMB
Catholic University of Mozambique	CUM	UCM
Technical University of Mozambique	TUM	UDM
St. Thomas University of Mozambique	STUM	USTM
Jean Piaget University of Mozambique	JPUM	UJPM
Alberto Chipande University	ACU	UNIAC
Polytechnique University	PU	A Politécnica
Technical University D. E. Guilande	TUDEG	UTDEG
Áquila University	AU	UNAQ
ISCED University	ISCEDU	UNISCED
Iris University	IU	UNIRIS
Sociotechnical University of Mozambique	STUM	UNISOM
University of Sciences and Technologies of Mozambique	USTM	UNISCTEM

ABSTRACT

Higher education is considered as one of the most essential factors in influencing societal changes, due to its ability to help formulate good decision making in every sphere of modern society, in businesses, education, politics and science. Mozambicans' society believe that higher education institutions should educate their students to be great citizens for tomorrow's world, a world which will be characterized by the necessity for more sophisticated skills, by the interaction between research and socio-economic development, and by a continuous cycle of innovation and knowledge transfer from academia to external stakeholders**.** The objective of the study was to analyze the management process of HE in Mozambican context, particularly, to identify the barriers and challenges PRHEIs face on their struggle for survival in challenging times. The conceptual frameworks were based on the models of Octet of Quality in Higher Education and governance dimension and equalizer. The approach of the study was ethnographic and the features of the entailed methods are participatory observation, collection of documents, inquiries or interviews, and a participatory learning workshop. The data collection was conducted from December 2023 to May 2024 through delivering enquires to PRHEIs managers and other relevant stakeholders. The findings of this research indicate a lack of sound governance and management of higher education sector, an absence of institutional capacity and academic leadership that is often deficient because HEIs a managed by people with experimental and participative knowledge of higher education. Furthermore, PRHEIs face several challenges and barriers that make them to lose their soul and struggle for survival. Several recommendations were presented to Parliament, Government, PRHEIs, Stakeholders and Students. (265 words).

Key-words: Management, Higher Education, Mozambique, PRHEIs, Survival and Challenging times.

CHAPTER 1

INTRODUCTION

> *New-style of HEI's management is, actually, counter-productive. If you piss off your teachers and researchers you are eating the seed-corn, selling the family silver and sapping the life-blood.* **Cunningham**

The Introduction Chapter discusses the research context. By providing a current overview of the Higher Education Sector, it explains the historical background of higher education system, the significance of the higher education sector for the country. Based on that, is defining the scope of the study and explaining the objectives of the study. Following that, discusses conceptual approach of the research, implications and limitations of the study and, finally, presents the structure of the thesis. Chapter contents are presented below:

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1.1 INTRODUCTION

Higher education is considered as one of the most essential factors in influencing societal changes, due to its ability to help formulate good decision making in every sphere of modern society, in businesses, education, politics and science. With the emergency of globalization and the knowledge of society, there has been an increased demand for higher education globally. The international expansion of higher education and the proliferation of private higher education institutions (PRHEIs) have highlighted issues of quality, which have increasingly become a concern. In this perspective, Higher Education Management deserves specific attention for its key relevance in affecting higher education institutions' performance and efficiency[1&2].

Societies believe that higher education institutions should educate their students to be great citizens for tomorrow's world, a world which will be characterized by the necessity for more sophisticated skills, by the interaction between research and socio-economic development, and by a continuous cycle of innovation and knowledge transfer from academia to external stakeholders[1,3&4].

The first Higher Education Institution in Mozambique was created at a very troubled time by Portuguese Government as a colonizer to respond from the external pressures, linked to the decolonization process. Established in 1962, University General Studies of Mozambique (UGSM) was fixed in Lourenço Marques, the Capital City of then Overseas Province of Mozambique. The UGSM was created to attend education needs of Portuguese people because very few Africans and other people would ever succeed in reaching university level[5].

After independence in 1975, higher education in Mozambique has expanded while contributing to the development of society, enabling innovation in common practices, science and technology[6]. Indeed, the liberalization of education system in general and the higher education subsystem in particular, opened space for mushrooming of private higher education institutions (PRHEIs) and, consequently, the quality management has been at the forefront of higher educational system concerns in an effort to protect the public against dubious, unscrupulous or illegal HE operators[5,7,8,9,10,11&12].

With globalization and the rise of the knowledge economy, there has been a worldwide increase in demand for higher education (HE) which has resulted in the proliferation of private higher education institutions (PRHEIs). Subsequently, quality assurance (QA) and the management of the QA processes of these institutions have become increasingly important[13].

QA of PRHEIs in Mozambique is a contested area. On the one hand, it aims at protecting the public from unscrupulous providers, on the other, the complexity of the QA legislative framework has become a major concern to private providers. This qualitative study focuses on the experiences of PRHEIs in Mozambique in the management of QA, while at the same time, complying with QA and accreditation processes[14].

The number of higher education institutions is continuously increasing in Mozambique and quality management in higher education has gained a not only national but also international dimension. However, there are some uncertainties in higher education sector with respect to quality management and multiple transformations of academic and organizational structures that have been experiencing.

The transformations in three major processes namely: i) increasing importance of higher education as a development factor and competitiveness; ii) increasing demand of higher education from the productive sector and of the population; and, iii) movements of adaptation of higher education systems and institutions to the new challenges of the global context[15].

Mozambican higher education institutions have to cope with an increasingly turbulent environment characterized by stagnation and a decline in budgetary resources; a growing number of students and unfavorable staff and student ratios; the shifting and contradictory expectations with regard to its aims. Therefore, systems of managing private higher education institutions in Mozambique need to incorporate a wide range of constraints, changes and an unprecedented degree of complexity that calls for a more and pivotal managerial approach[7].

This research proposal attempts to analyze the management process of higher education institutions in Mozambique context and its specific characteristics. More emphasis is given on the efforts and ability of private higher education institutions to manage their organizations,

even in times of uncertainties and challenges, by adopting relevant styles that can assist them exercise their authority in the workplace and ensure that the objectives are achieved for their survival.

1.2 STATEMENTS OF THE RESEARCH PROBLEM

Studies conducted concluded that various quality management inadequacies remained prevalent in majority of higher education institutions (HEI) particularly in PRHEIs. The majority of PRHEIs there was a lack of knowledge and an absence of implementation of a serious of national policies and regulation that inform quality imperatives in higher education Most of these institutions had insufficient infrastructural resources (libraries) to support meaningful learning and teaching, and a conspicuous absence of internal quality assurance mechanisms[16&17].

There is uneven teaching and learning practices, owing to a lack of sufficient staff and in-house expertise that led to poor design and conceptualization of learning programs. In some institutions, the use of consultants or advisory boards presented impressive paper-based program accreditation applications, but at the actual visits supplementary and more serious concerns were raised.

Based on practical experience and recent studies it observed that there is a complex quality management legislative framework and its process. So, a further challenge within a quality assurance system relates to the complexity of the existing registration and quality assurance system for private providers, and the sequencing and timing of various processes cross the quality assurance bodies.

However, literature reveals numerous gaps in the understanding of the management of quality assurance in PRHE sector; and the topic of program accreditation in relation to PRHEIs has also received scant attention. While Mozambican literature does not indicate that some barriers to the management of quality assurance have been identified, most of these sources dated and the voices of PRHEIs remains virtually silent. Considering that, the literature highlights most of the challenges linked to internal quality assurance, very few barriers and challenges are mentioned in relation with external quality management process and practices and, more specially, PRHEI's and their experiences with management program.

The focus on which much researches into higher education institutions are based on: i) processes of producing knowledge - the functioning of laboratories, the emergence and development of scientific discoveries, and networks of researchers; ii) trajectories of

universities -socio-economic profiles and professional careers; iii) users of this knowledge - student profiles, aspirations, success rates, methods of learning; iv economic factors - the production of technological innovation in a national, international and regional context.

Another concern is that, the Mozambican higher education institutions are not seen and studied as organizations in the way that enterprises and public administrations are. The researchers and decision makers study and see them as if they were homogeneous entities boasting their own specificity, yet with no attention being paid to how they function, to the dynamic of the structures or to the decision-making processes that take place within them.

In Mozambique this concern has come to the fore because the HE system has to cope with an increasingly turbulent environment characterized by stagnation and a decline in budgetary resources, together with a growing number of students and unfavorable staff/student ratios; the higher education system is also having to face up to shifting and contradictory expectations with regard to its aims. It follows that systems of managing HEI need to incorporate a wide range of constraints and changes and, therefore an unprecedented degree of complexity that calls for a more managerial approach. This paradox and one dimension or myopic view on higher education system is confirmed below[8]:

> *Higher education in Mozambique is limited and confused with the descriptive narrative of its historical-institutional development and, as a result of this approach. All or part of what is known, thought and written about this sector (HE) derives from two main sources of authority: a) official public policy documents (reports, strategic plans and action plans); and, b) opinion articles and other essayistic forms that issue opinions and/or express convictions about what higher education should be in Mozambique.*

In fact, in recent years, there has been an increase in voices criticizing and questioning the substance, relevance and credibility of Mozambican higher education, since it fits into only one research perspective or focus - the trajectory of higher education system. Few researches have been conducted and much is not known about the higher education institutions. Some studies have tried to investigate their growth, but not much data was found, thus making building upon previous research difficult. The key constraint to higher education system growth in Mozambique is the absence of adequate education development policies and employment of the right types of skills. Higher education system has an important role to play in addressing these challenges in the country[6,9&17].

Private higher education institutions, as any other organizations, have challenges and among them are human resources needed to develop, deliver, assess, manage, and improve the

educational processes. Equally important, an uncertain time poses a great challenging test to management responsible for running private higher education institutions challenged to look for ways to do more to improve their status, while trying to increase both enrollment and access to higher education. In times of change and uncertainty, managers need to review the way they manage[20,21&22].

In the Mozambique context, PRHEIs are making significant financial contributions towards education but limited attention is focused on them. It can be speculated that the lack of attention can be drawn from the issue of *Stepsonism* which reveals that in higher education system there is great special treatment on public higher education institutions which are treated with certain paternalism rather than in private higher education institutions treated as *stepson* organizations.

From 1975, challenges of various kinds are posed to the higher education system which has negatively affected the management and quality of higher education in the country, causing ruptures in the gains achieved since the proclamation of national independence[9&17]. Despite the need for managers to re-invent themselves in times of change as advocated in the literature there a possibility that some practices will remain unchanged, even if the know-how that underpin these practices can change[23&24].

Constant changing of the global economy and where everything is technologically driven, new jobs are created requiring highly skilled individuals with multi-talents and the higher education institution face the problems in finding qualified individuals to fill these big gaps when hundreds of students graduate yearly[25].

This study is valuable importance and of huge significance to both the industry world and academia. Generally, this research will create awareness as to the impact of Management on the academic performance of private higher education institutions. The findings and recommendations of this research will assist board of directors in making informed and better decisions so as to improve their academic organization's performance therefore ameliorating the confidence of investors and other stakeholders.

Policy makers who are saddled with the responsibility of formulating academic codes will find this study of immense value. This is because the research will help policy makers in understanding the dynamics of management structure of private higher education institutions and how to improve the existing structure for better academic performance.

1.3 BACKGROUND OF HIGHER EDUCATION IN MOZAMBIQUE

The historical origin of higher education in Mozambique is attributed to the Portuguese Government which, in 1962, created University General Studies of Mozambique (UGSM). However, the management of higher education belonged to two governments and in two chronological periods: (i) Portuguese Government, in the colonial period (1962-1975) and ii) Government of Mozambique - after National Independence (1975 to date).

It is in the post-independence period that there are major transformations in higher education characterized by: a) Creation of other public higher education institutions; b) Creation of Ministry of Higher Education; c) Liberalization of higher education; and, d) Creation of Quality Assurance Institution in higher education -National Counsel of Quality Evaluation (CNAQ) [5, 6, 7&11].

1.3.1 Emergence of University General Studies of Mozambique (UGSM)

The first Higher Education Institution in Mozambique was created at a very troubled time by Portuguese Government as a colonizer to respond from the external pressures, linked to the decolonization process. Established in 1962, the UGSM was in Lourenço Marques, Capital City of then colony of Mozambique[5].

General University Studies of Mozambique, as it was called, began with courses in education, medicine, agronomy, forestry, veterinary sciences and civil, mining, electrical and chemical engineering. By 1968, when it became Lourenço Marques University, it had acquired departments of theoretical and applied mathematics, physics, chemistry, biology and geology. As the war for independence intensified, the university expanded to include courses in Roman philology, history, geography, economics and metallurgical engineering. The UGSM was created to attend education needs of Portuguese people because very few Africans and others would ever succeed in reaching university level[6,9,26,27&28].

In 1960s and early 1970s, only about 40 black Mozambican students (less than 2 per cent of the student body) had entered the University of Lourenço Marques by independence in 1975. After independence of Mozambique, in 1975, the staff and student body of University of Lourenco Marques had been severely depleted, owing to the exodus of Portuguese people fearful of an African government with socialist tendencies. As consequence, the student numbers fell from 2,433 in 1975 to 750 in 1978, while the Mozambican teaching staff was reduced to only ten units[5].

1.3.2 Nationalization of Education System

In 24 July 1977, the young Government of Mozambique, head by Mozambique Liberation Front (FRELIMO), nationalized the important socio-economic sectors including the education and the university was renamed as Eduardo Mondlane, in honor of first President of FRELIMO. Since then, the university adopted a utilitarian stance, training human resources to attend the pressing needs of the new socialist economy. So, courses considered of not relevant priority and which had very few students, were closed such as: biology, chemistry, physics, geology, mathematics, geography, history, modern languages and educational sciences. Some lecturers were transferred to the pre-entry propaedeutic (preparatory) courses designed to increase the number of university's enrollments[5].

To enable the government to expand the education system, the university also trained secondary teachers in the Faculty of Education established in 1980. The Faculty of Marxism-Leninism were opened to provide instruction to all university students and the Faculty for Combatants and Vanguard Workers (FACOTRAV) was inaugurated to enable senior members of Frelimo Party to acquire higher education. The university also acquired the Museum of Natural History, the Historical Archive and the Mozambican Institute for Scientific Research, which later became the Centre for African Studies[9].

The Government of Mozambique established cooperation agreements with many socialist countries from all over the world and expertise were sent to Mozambique to fill the gaps of the shortage of trained staff in several sectors including education in general and higher education system in particular. Individual careers and vocations were decided by subordinated to the Ministry of Education to the students based on the national interest and what were considered appropriate courses of study for them. Also, the Government employed all graduated students within government and party departments.

Based on Government cooperation with socialist countries, majority of Mozambicans studied abroad in Eastern Europe universities in: Germany Democratic Republic, the Soviet Union, Czechoslovakia and Bulgaria, Hungary, Poland. However, University Eduardo Mondlane had to absorb a lot of students from the all provinces of Mozambique and other sister countries such as Guinea Bissau, Tanzania and others[5].

So, this research in the area of Higher Education Management has a multi- faceted and chequered history in Mozambique.

1.4 OVERVIEW OF THE HIGHER EDUCATION IN MOZAMBIQUE

Portuguese educational system was two-tiered-designed to promote rudimentary skills among the majority African population and to provide liberal and technical education for the settler population and a tiny minority of Africans. More than four-fifths of students enrolled in the colonial system were restricted to the rudimentary program. The state, in cooperation with the Roman Catholic Church, provided public education, but private education was also available, mostly through church groups.

The National System of Education, implemented in the early 1980s, created programs for people of all ages, part-time as well as full-time students, to improve both literacy and technical education. Private and parochial school facilities were nationalized to facilitate the reorganization and unification of the educational system. Although the number of primary, secondary, adult educational and vocational centers increased rapidly, demand for education quickly outstripped the state's capacity. Primary school attendance in 1973 was 643,000 and rose to about 1,500,000 by 1979. The figure declined in the 1980s, but by the middle1990s attendance was again approaching the 1979 level[6,7,9&29].

The management of Education system in Mozambique is under umbrella of the Government at 3 levels of management: institutional, intermediate and operational levels[30,31&32]. At the institutional level (national level) the education system is managed by the a) Ministry of Education and Human Development – responsible for primary and Secondary education; b) Ministry of Science, Technology and Higher Education – entity in charge for higher education; and, c) State Secretariat for Vocational Training. At the intermediate level (provincial level), the education system is managed by two governmental services as result of decentralization process, namely: i) Government of the Province (Provincial Directorate of Education and Human Development-DPEDH) responsible for Primary and Secondary Subsystems; and, ii) Provincial Secretariat (Provincial Services of Social Action - SPAS) in charge for Higher Education and Vocational Training. In the operational level (district level) the education services are under responsibility of District Services for Education, Youth and Technology with specific repartition for higher education and vocational training.

Therefore, higher education institutions fall under the administrative control of the Ministry of Science, Technology and Higher Education (MCTES/MSTHE) - Department of Higher Education. These organizations include the public and private higher institutions. In Mozambique, universities are primarily the nodal centers for academic research but some public and private institutes as well, undertake various research activities and initiatives.

Higher Education in Mozambique is provided by 61 HEIs through a system composed by 24 universities (9 publics and 15 private); 31higher education institutes (8 publics and 23 private); 3 higher schools (2 publics and 1 privates); and 3 higher military academies. All these school organization entities are operating under a regulation framework defined by the Government (MCTES/MSTHE) put in place since when this Ministry was created in 1990's and is under reformation nowadays[30,31&32].

Furthermore, current issues such as internationalization, flexibility in curricula and institutional diversity were not addressed leading to a situation where most of HEIs lack any strategic planning and cannot exploit market opportunities. The practical experience enables to affirm that a significant number of students show a low interest in their studies as it is evidenced by the fact that more student population in universities do not complete their studies on time (required years +1).

Several reforms were attempted in the regulatory framework for HEIs, addressing mainly peripheral and minor issues. Significant improvements that were introduced in 2007 with creation of National Quality Evaluation Council (CNAQ) a Governmental unit of quality control on HEIs. The establishment of the CNAQ for Higher Education marks the formal introduction of a Quality Assurance System in Mozambique but its paper is struggled because CNAQ is not an independent agency governed by a board of academics, nominated by the rectors and directors of HEIs[6].

It is believed that, the role of the CNAQ is to oversee and co-ordinate the QA process and external assessments at HEIs, inform and advise the Government (MCTES) on issues related to quality in higher education and promote public awareness. In this way, accountability at department, institution and government level is promoted, transparency is increased, and quality of education and learning is improved[33].

1.4.1 Public Higher Education Expansion

By the middle of 1980s, Mozambique had become the poorest country in the world, with an estimated annual income per capita of US$60. As the war progressed and government revenues declined, morale foundered and the university lost all possibility of research outside the city of Maputo, while buildings, laboratories and other facilities became increasingly decrepit[5].

After national independence and especially after the early years of the 90s, higher education expanded in number of students and institutions throughout the national territory, although initially with some concentration in Maputo. Postgraduate training has had a similar

evolution, first abroad and more recently with master's degrees and some doctorates in Mozambique, most with partnerships with foreign higher education institutions[7].

A tremendous expansion of Higher Education in terms of institutions and number of students emerged between 1990's with liberalization of education system and introduction of private education. However, this expansion was not guided by quality, as most decisions regarding expansion of specific institutions were taken under the pressure of local and regional politics (viewed as transfer of income to regional economies for boosting growth), without any formal accreditation procedures in place, and mainly without a corresponding increase in academic staff [33,34&35].

In spite of economic setbacks, the higher education sector expanded with the establishment of two further Public Higher Education Institutions namely: The Higher Pedagogical Institute - ISP created in 1985 and the Higher Institute for International Relations - ISRI, in 1986. The aim of ISP was to train the secondary school teachers the role then performed by closed Faculty of Education of UEM while ISRI, created under the aegis of the Ministry of Foreign Affairs, was responsible for training of future diplomats. In 1990's, two new PUHEI created: The Nautical School of Mozambique (ENM) and the Academy of Police Sciences (ACIPOL)[36].

To correct the remarkable gaps in access to higher education between the different regions of the country, despite the fact that practically all provinces have HEIs, the expansion of higher education allowed the emergence of two large public universities outside Maputo, the Lúrio University (2007), which covers the 3 northern provinces of the country (Nampula, Cabo Delgado and Niassa) and the Zambeze University (2008), in the Center, which covers the provinces of Sofala, Manica, Tete and Zambézia.

Table 1.1 - PUHEI's created up to 2008 in Mozambique

ORDER	PUBLIC HIGHER EDUCATION	CREATION	LEGAL DIPLOMA
1	Universidade Eduardo Mondlane (UEM)	1962	DC/44/530 of 21/08
2	Instituto Superior Pedagógico (ISP)	1985	DM/78/95 of 25/04
3	Instituto Superior de Relações Internacionais (ISRI)	1986	DC/1/86 0f 5/02
4	Academia de Ciências Policiais (ACIPOL)	1999	DC/ 24/99 of 18/05
5	Universidade Lúrio (UniLúrio)	2006	DC/50/06 of 26/12
6	Universidade Zambeze (UniZambeze)	2008	DC/77/07 of 18/12

Source: Adapted from[6&36]

While the relative merits of private and public educational institutions are vigorously debated, there is widespread consensus on the social significance of higher education in Mozambique. Despite the rapid growth of its economy in recent years, Mozambique continues to be one of the poorest countries in the world. Sustained economic growth is critically important for social development and the reduction of high levels of poverty.

Mozambique still suffers from a critical shortage of highly qualified professional skills that are fundamental for the development and execution of appropriate public policies, for effective leadership throughout society and for the training of successive generations of professionals and educators. It also suffers from acute regional disparities in wealth, development and qualified human resources, leading to all provincial governments and civic leaders demanding institutions of higher education in their regions. This combination of factors has led the government to attach great importance to higher education, inaugurating the Ministry of Higher Education, Science and Technology (MESCT)[7].

Therefore, in the post-independence period, Higher Education fulfilled two main functions: i) teacher training, to overcome one of the great challenges of Mozambican education in the post-independence period, which was the expansion of basic education. The university was crucial in the training of teachers, through the creation of the Teacher Course responsible for the training of teachers to teach in the 7th, 8th and 9th classes; and, ii) technical and ideological training of university staff (lecturers, admin staff and students) to serve the Mozambican revolution with adequate technical, scientific and ideologically competences[9&37].

The courses at UEM have already been banned because they are considered non-priority to the revolutionary process, in the same way that the State invested in special students seen as promising to be future cadres of the State. In the early 1990s, "the EMU, with only two thousand students received 34% of the total budget cake for education, while technical-vocational education, with 39 thousand students had only 11% of the budget[12&37].

Despite the effort that dictated the almost exponential growth of HEIs in Mozambique to the current 61, in 2023, the ratio of the HE population in the country, in comparative terms, is demonstrably very low. The relationship between men and women, both at the entrance and at the culmination of the courses, remains extremely uneven, in the ratio of 1:3. Considering that more than 50% of the Mozambican population is female, this is a situation that urgently needs to be corrected and safeguarded in the policy and management strategy of the higher education[38].

Therefore, this is a challenge that relates to the responsibilities of the State in terms of governance and supervision of this subsystem of education. And here will also be the role of

ensuring and managing the fundamental articulation with the other subsystems of education: basic, secondary and technical-professional.

1.4.2 Private Higher Education Liberalization and Expansion

The beginning of the 1990s is marked by a phase of territorial expansion of higher education institutions and a significant growth in the number of admissions. However, this growth did not meet the demand for vacancies, and this stimulated the different agents of society to invest in higher education. This movement gained other contours from 1993, when the Law 1/1993 was created, which guaranteed the participation of private companies and NGOs in higher education, making this sector of service provision more a niche for market competition[39].he expansion of universities sought to respond to the demand for education by the growing number of students who finish secondary education who want and can continue their studies[7&9].

The State did not prepare for the rapid increase in the influx of students to higher education, not having created new universities, courses and prepared scientific and pedagogical conditions for a diversification of the offer (types of courses) and elevation of teaching degrees (masters and doctorates). The deficit in the supply of public education was being overcome with the emergence and development of private universities, without the existence of teachers trained for the growth of students and universities verified. The libraries, laboratories, pedagogical equipment, organization and training in university management, were secondary. Research is only possible with effective full-time critical mass and resource allocation, and does not generate short-term financial returns[17].

An important part of the professors has multiplied by teaching at various universities, in addition to the multiple more economically rewarding activities that the market offers, in addition to some aspiring to a political career. Universities, public and private, multiply in poles of higher education, without faculty or other scientific, pedagogical, infrastructure and service conditions in each location. Courses are offered without the framework of a pedagogical project[7].

The end of the war and the socialist period heralded the inauguration of five nongovernmental HEIs: The Higher Polytechnic and University Institute (ISPU), the Higher Institute of Sciences and Technology of Mozambique (ISCTEM in 2023 converted to University - UNISCTEM), the Higher Institute of Transport and Communications (ISUTC), the Catholic University of Mozambique (UCM) and the Mussa bin Bik Islamic University

(UMBB). The current discourse regarding the sector and HEI is explained in Table below[30,31&32].

Table 2.2- Discourse of HE Sector and HEIs

TYPES	HIGHER EDUCATION INSTITUTIONS				
	Universities	Higher institutes	Schools	Academies(army)	
1 Publics					
Subtotal	9	8	2	3	
2 Privates					
Subtotal	15	23	1	0	
TOTAL	24	31	3	3	
HEI	61				

Source: Adapted from [30,31&32]

Higher education institutions that are not able to grow and create critical mass (teachers and researchers involved in postgraduate training actions associated with research projects) run the risk of opting for facilitating strategies in search of financial survival. Scale is a fundamental element of quality and economic survival[7].

Only with dimension is it possible to have critical mass and apply integrated training strategies at different levels, research associated with teaching areas, train own faculty (in breeding), carry out university extension, attract prestigious faculty, establish international partnerships with institutions of merit and participate in mobility programs of students, teachers and researchers. These cannot be long-term horizons because it is already overdue. These goals are incompatible with easy and short-term profit, with incoherent, erratic and unstable policies, or with diffuse and non-standard academic and professional stances that can promote promiscuity, lack of ethics and corruption. Or one simply opts for the policy of having no policy, in the dogmatic conviction that the market will stabilize everything, create efficiency and, with it, quality, through the elimination of bad competitors. However, the damage from the malformation is almost irreparable. It is suggested that, in an environment of competition and similar conditions, public and private education be analyzed and demanded with the same criteria[9&16].

1.5 RESEARCH OBJECTIVES, QUESTIONS AND SCOPE

The study explores the management process of the higher education in Mozambican context. Special attention is given to the struggle of PRHEI's for survival in challenging times.

1.5.1 Dimensions of Research Objectives

This research consists in a final thesis that assumes a fundamental value for the evaluation of the candidate's skills to get a Doctorate Degree in Business Administration (DBA). Hence three dimensions of objectives are identified: a) Institutional (*Selinus University*), Personal (C*andidate*) and Research (*Dissertation*).

1.5.1.1 Institutional dimension

For Selinus University this study interest is to legitimize the graduate knowledge by certifying the competence in DBA Program.

1.5.1.2 Personal dimension

The candidate views this study as an uneven opportunity to: a) To show the ability to structure the work, the rigorous scientific vision and the academic commitment; and, b) To demonstrate the ability, as a researcher, to be confident in the management research field, moving towards the discovery of original content capable of opening new ways of knowledge.

1.5.1.3 Research dimension

The research explores the management of higher education in Mozambique and by doing this, the following objectives were examined: i) Overall Objective - To analyze the management of HE in Mozambique with goals aligned to public and private objectives; ii) Specific Objectives: a) To identify the universe of higher education institutions operating in the country; b) To identify barriers and challenges faced by PRHEIs for their survival in challenging times; and, d) To understand the perceptions of PRHEIs about the process of quality assurance and accreditation program;

1.5.2 Research Questions

Contemplating and reflecting upon the contextual evidence and conceptual notions as discussed above issues, were formulated the fallowing research questions: i) General Question - *How is higher education system managed in Mozambique with goals aligned to public and private objectives?* ii) Specific Questions: a) *What is the universe of HEIs operating in the country?* b) *What are the barriers and challenges faced by PRHEIs for their survival in*

challenging times? d) *How do PRHEIs perceive the process of Quality Assurance and Accreditation Program?*

1.5.3 Scope of the Study

The scope of this study lies first in identifying the contextual conditions that facilitate or hinder the private higher education institutions in acquiring their aspired level of capability, and the attainment process of that capability. The study explored the aspired involvement and engagement of the people in the process of managing the private higher education institutions. Finally, based on such discussions, the higher education system restructuring and management process was conceptualized and the process of its realization analyzed.

1.6 RESEARCH CONCEPTUAL FRAMEWORK

The conceptual framework provides a basis for understanding and framing the concept of management within the HE system in the study particularly the PRHEIs. It will be also used to clarify the findings based on the empirical investigation. For this thesis, the conceptual framework, is based on the model of Octet of Quality in Higher Education and quintet of management dimentions[2,40&41].

The Octet Model is focused on the institutional environment. It proposes eight parameters that are responsible for driving and/or influencing QA within an HEI. These are (i) institutional design, which refers to both a structural and a contextual dimension; (ii) faculty knowledge, skills and abilities (KSA), referring mainly to the legislative environment, QA management, and teaching and learning strategies, which are seen as the principal agents for inducing quality in education; (iii) institutional leadership, which also includes academic leadership and leadership in terms of development and research; (iv) institutional policies and practice, which refers to policy formation and analysis within the HE environment; (v) resources, which denotes financial and physical resources (unlike the Zaki and Zaki Rashidi model which also includes human resources); (vi) student profile (instead of 'learner profile' as presented by Zaki and Zaki Rashidi's model), which recognizes the student as an important stakeholder in HE and also the management process; (vii) program (curriculum) design, which distinguishes between program design and curriculum design; and (viii) open system thinking, which is focused on the creation of learning organizations that are flexible and can adapt to the constantly changing environmental demands, as well the industry.

The study was drawn on the literature from the domain of strategic management studies considering that there is lack of empirical studies on peoples' aspiration involved and engaged in the management process. The contribution of this thesis was to present academicians or managers perspectives on management process of their higher education institutions either public or private.

The purposes of this research were: First, to provide the perceptions of directly involved actors (managers, teachers, technical administration board and students) regarding their involvement with the higher education process and management of the PRHEI in Mozambique. Secondly, to discuss the day-to-day struggles of PRHEI for their survival in challenging times and how the issues of sustainability are related to their functioning. The study investigated the experiences of PRHEI and their perspectives on mode of HE System could be restructured and performed. Hence, the objective of the study was to analyze the management process of HEI in general and, particularly, to identify the barriers and challenges PRHEI face on their struggle for survival in challenging times.

1.7 RATIONALE AND SIGNIFICANCE OF THE STUDY

1.7.1 Rationale of the study

The personal experience of the author was the first grip for this study. In the last 38 years the author was involved with some kind of higher education institution as a lecturer on permanent or partial basis.

In December, 2021 the author was faced with new challenges as he was appointed to the position of Academic Director at Christian Higher Institute (ISC) an PRHEI and soon discovered that to manage PRHEI could not be an easy task because the main rationale were practical concerns. The gape in the board of knowledge relevant to the research topic was the secondary rationale, driven by academic concerns. This highlighted the absence of the voice of PRH sector, specially related with regard to the management of PRHI's in Mozambique

1.7.2 Significance of the study

This research contributes to the board of knowledge in relation to management of HE system and, more specifically, to PRHEI's. In further presents data which identifies challenges and barriers PRHEI's face in their struggle for survival in challenging times. The findings of this study will guide policy makers and regulatory bodies to construct capacity development

capacities with the sector. In addition, highlights certain hindrances with regard to the management processes of HEIs and their regulatory bodies and councils in Mozambique.

To the PRHE sector the findings of this study present recommendations PRHEI's in terms of the management approaches or practices to be applied in Mozambique. The research identified challenges and barriers PRHEI's face for their survival in challenging times.

1.8 STRUCTURE OF THE THESIS

The Thesis comprises 6 chapters which contents are described below.

1.8.1 Chapter One (*Introduction*)

This chapter provides comprehensive presentation to the entire thesis. It opens a case for the essence of the study, setting the tone and scholarly context for the rest of the chapters to follow. This chapter is devoted to background of the study, rationale for the study, statement of the problem, the objectives of the study and the corresponding research questions. Besides, it highlights the statement of hypothesis, scope and limitations of the study, as well as significance and contributions of the study. The chapter concludes with organization or structure of the study.

1.8.2 Chapter Two (*Literature Review*)

In this chapter is presented the theoretical and empirical research on the studied variables. This chapter examines the study's theory, the research that has already been done on study objectives, and the literature currently available on study objectives. It attempts to conceptualize management, education, institution, Mozambique, higher education, private higher education institution, struggle for survival and challenging times.

Higher education sector receives special focus as one of authority entity assuring higher education process in Mozambique. Governance and management within PRHEI's are discussed, with an explanation of how institutions are challenged at institutional, local, national and global environments. The chapter ends by identifying challenges and barriers for PRHEI's with regard to the management of the both internal and external quality assurance in Mozambique identified in literature, and highlights the gaps identified in the existing research.

1.8.3 Chapter Three (*Policy Context and Conceptual Framework*)

This Chapter of research describes the policy context of PRHEIs operation, conceptual framework underpinning quality management in this study and exposes the conclusion and challenges that quality management procedures put on the growth and the development of PRHEIs in Mozambique.

1.8.4 Chapter Four (*Materials and Methods*)

The quaternion chapter provides research materials and the philosophical underpinnings of the study or the study framework justifies the use of qualitative method for this research. It describes research design, methods, instruments and process undertaken to collect and process the data. It, also, provides an overview of ethical considerations of the study.

1.8.5 Chapter Five (*Results and Discussion*)

In this chapter of study, comprises the theoretical discussion of the findings in relation to the research questions of HEI management. Provides the qualitative findings obtained during the study related to the objectives of the research, namely: i) Knowledge and understanding of management of HE in the country; ii) Identification and classification of HEIs operating in the country; iii) Identification of barriers and challenges faced by PRHEIs for their survival in higher education market; and, iv) Exploring the perceptions and understandings of PRHEIs about the process of quality assurance and accreditation programs.

1.8.6 Chapter Six (*Conclusions, Implications, Suggestions, Limitations and Way Further*)

This last chapter but not less important, elucidates the summary of major findings of the current study with respect to the objectives of the study and the corresponding research questions. Besides, it highlights the conclusions distilled from the summaries and recommendations flowing from conclusions. The chapter concludes with areas for further research.

> *An institution of higher education is a partnership among students and alumni, faculty and administrators, donors and trustees, neighborhoods and more, to build a community and a culture.* **Ben Sasse**

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CHAPTER 2

LITERATURE REVIEW

> *Management is a punishment from God! Pilloried in the media for incompetence, badgered by the incessant demands of government bodies and often vilified within their own academic communities, there can be few managers in higher education who cannot have identified with this popular epithet at some stage in their career.*
> ***Peter McCaffery***

This chapter conceptualizes the key-words and related terms and focuses on the theoretical and empirical literature on the management of the Higher Education Institutions and, in particular, the struggle of PRHEI's for their survival in challenging times that are further discussed in the following sections bellow. The main contents of this Chapter are presented below:

2.1 INTRODUCTION

2.1.1 Definition of Key-Concepts and Terms

2.1.1.1 *Mozambique*

2.1.1.2 *Management*

2.1.1.3 *Education*

2.1.1.4 *Higher Education*

2.2 GLOBAL OVERVIEWS OF HIGHER EDUCATION

2.2.1 Current Situation and Dilemmas of HE

2.2.2 Challenges Faced by Higher Education

2.2.3 Management of Higher Education System

2.2.3.1 *Strengthening of management capacity of educational institutions*

2.2.4 HIGHER EDUCATION FRAMEWORK

2.2.4.1 *The purposes and governance of higher education*

2.2.4.2 *Ensuring the long-term sustainability and accessibility of the higher education sector*

2.2.4.3 *Improving the quality, relevance and impact of higher education*

2.1 INTRODUCTION

The present section seeks to revisits a set of concepts and models regarding the higher education, exploring the question of understanding modern systems of higher education, so much larger, more diverse and complex than the previous systems and highlights these themes within the context of recent developments in Mozambique.

Higher education is considered as one of the most essential factors in influencing societal changes, due to its ability to help formulate good decision making in every sphere of modern society, in businesses, education, politics and science[1,2,3,4,5&6].

Societies believe that higher education institutions should educate their students to be great citizens for tomorrow's world, a world which will be characterized by the necessity for more sophisticated skills, by the interaction between research and socio-economic development, and by a continuous cycle of innovation and knowledge transfer from academia to external stakeholders. In this perspective, Higher Education Management deserves specific attention for its key relevance in affecting higher education institutions' performance and efficiency[7,8&9].

Higher education covers a wide range of higher learning institutions encompassing post-secondary and/or tertiary institutions such as universities, colleges of education, and

polytechnics[10&11]. The concept of higher education is defined as education, training and research guidance that takes place after at the postsecondary level or tertiary education and a requirement for preparing professionals, encourage learning, and improve access to knowledge[10].

Higher education across the world is experiencing significant change. Two of the key drivers are increased levels of educational attainment, resulting in an increasing number of students who complete secondary education and wish to enroll in higher education, and at the same time, the demographic dividend in the developing world is delivering a significant youth bulge. Existing public institutions lack the capacity to meet this demand, resulting in a significant increase in private higher education delivery across many countries[11&12].

HEI's mission is to provide knowledge, critical reflection and discourse on the larger and more fundamental questions of society. Beyond this general function, to many higher education institutions are attributed three major, interrelated missions: education, the generation of new knowledge, and engagement with society or the community[13].

In various contexts, government policies have played an important role in the formation of private higher education providers. In many developing countries, private higher education providers are playing an important role in increasing access and participation of students, whereas in others, such institutions are encouraged as a means of increasing competition for public institutions[14,15&16].

2.1.1 Definition of Key-Words and Terms

2.1.1.1 Mozambique

Mozambique is a developing country located in Southeastern Africa bordered by the Indian Ocean to the east, Tanzania to the north, Malawi and Zambia to the northwest, Zimbabwe to the west, and Eswatini and South Africa to the southwest. The sovereign state is separated from the Comoros, Mayotte and Madagascar by the Mozambique Channel to the east. The capital and largest city is Maputo[19&20].

At 309,475,000 m^2 (801,537 km^2), Mozambique is the world's 35th largest country and lies between latitudes 10° and 27°S, and longitudes 30° and 41°E. The country's population is of around 32,514 million, as of 2023 estimates, is composed of overwhelmingly Bantu peoples[18].

Map 1 –Geographical localization of Mozambique in Africa and in the world[17&18]

Official language in Mozambique is Portuguese as product of colonization from Portugal during 500 years. Portuguese is spoken in urban areas as a first or second language by most, and generally between younger Mozambicans with access to formal education. Mozambique is divided into ten provinces and one capital city with provincial status. The provinces are subdivided into 129 districts which are further divided into 405 administrative posts and these into localities, the lowest geographical level of the central state administration. Another autonomy local governance structure are 65 municipalities which are comprising Maputo Capital City, Province capital cities and villages[19&29].

In terms of education in general, the Government offers free universal basic education but student enrollment is very poor especially in northern Mozambique due to the discrepancies in education network. The higher education system operates with a total of 61 HEI's with 22 publics (9 universities, 3 military academies, 4 institutes, 4 polytechnics and 2 schools) and 39 privates (15 universities, 23 institutes, 2 polytechnics, 1 school) unevenly distributed across the country and absorbing 240,000 students in enrollment[5,21&22].

2.1.1.2 Management

Many management experts have tried to define management but, no definition of management has been universally accepted. So, without consensus, this study presents some of the leading definitions of management (adapted Table1 below[23,24&25]) aligned to the organization context not meaning that various definitions of management do not run contrary to one another.

Table 2.1 - Definitions of management according to several experts

ORDER	NAME OF EXPERT	DEFINITION OF MANAGEMENT
1	Peter F. Drucker	"Management is an organ; organs can be described and defined only through their functions".
2	Terry	"Management is not people; it is an activity like walking, reading, swimming or running. People who perform Management can be designated as members, members of Management or executive leaders."
3	Ralph C. Davis	"Management is the function of executive leadership anywhere."
4	Mc Farland	"Management is defined for conceptual, theoretical and analytical purposes as that process by which managers create, direct, maintain and operate purposive organization through systematic, coordinated co-operative human effort."
5	Henry Fayol	"To manage is to forecast and plan, to organize, to compound, to co-ordinate and to control."
6	Harold Koontz	"Management is the art of getting things done through and within formally organized
7	William Spriegal	"Management is that function of an enterprise which concerns itself with direction and control of the various activities to attain business objectives. Management is essentially an executive function; it deals with the active direction of the human effort."
8	Kimball and Kimball	"Management embraces all duties and functions that pertain to the initiation of an enterprise, its financing, the establishment of all major policies, the provision of all necessary equipment, the outlining of the general form of organization under which the enterprise is to operate and the selection of the principal officers."
9	Sir Charles Reynold	"Management is the process of getting things done through the agency of a community. The functions of management are the handling of community with a view of fulfilling the purposes for which it exists."
10	E.F.L. Brech,	"Management is concerned with seeing that the job gets done, its tasks all center on planning and guiding the operations that are going on in the enterprise."
11	Koontz and O'Donnel	"Management is the creation and maintenance of an internal environment in an enterprise where individuals, working in groups, can perform efficiently and effectively toward the attainment of group goals. It is the art of getting the work done through and with people in formally organized groups."
12	James Lundy	"Management is principally a task of planning, coordinating, motivating and controlling the efforts of other towards a specific objective. It involves the combining of the traditional factors of production land, labor, capital in an optimum manner, paying due attention, of course, to the particular goals of the organization."
13	Wheeler	"Management is centered in the administrators or managers of the firm who integrate men, material and money into an effective operating limit."
14	J.N. Schulze,	"Management is the force which leads guides and directs an organization in the accomplishment of a pre-determined object."
15	Oliver Scheldon	"Management proper is the function in industry concerned in the execution of policy, within the limits set up by the administration and the employment of the organization for the particular objectives set before it."
16	Keith and Gubellini	"Management is the force that integrates men and physical plant into an effective operating unit."
17	Newman, Summer and Warren	"The job of Management is to make co-operative endeavor to function properly. A manager is one who gets things done by working with people and other resources in order to reach an objective."
18	G.E. Milward	"Management is the process and the agency through which the execution of policy is planned and supervised."

| 19 | Ordway Tead | "Management is the process and agency which directs and guides the operations of an organization in the realizing of established aims." |
| 20 | Mary Parker Follett | "Management is art of getting things done through people". |

Source: Adapted from [23,24&25]

Among the definitions on Table 1 above, the attention is that there is fundamental difference between manager and other personnel of an organization. A manager is one who contributes to the organization's goals indirectly by directing the efforts of others – not by performing the task himself. On the other hand, a person who is not a manager makes his contribution to the organization's goals directly by performing the task himself.

Management is the sum-total of all those activities that (i) determine objectives, plans, policies and programs; (ii) secure men, material, machinery cheaply (iii) put all these resources into operations through sound organization (iv) direct and motivate the men at work, (v) supervises and control their performance and (iv) provide maximum prosperity and happiness for both employer and employees and public at large[24&25].

Therefore, management can be defined as a process of planning, organizing, direction (leadership, motivation, communication and organization culture) and controlling organization activities to attain specific objectives. The multiplicity of definition is verified in classification of management functions because; there is no consensus among management writers on the classification of managerial functions. However, the adapted Table 2.2 elucidates classifications according to some researchers or writers[24].

Table 2.2- Functions of management from some researchers

WRITER/RESEARCHER	MANAGEMENT FUNCTIONS
1 Newman and Summer	Organization, planning, leading and controlling.
2 Henri Fayol	Planning, organizing, commanding, coordinating and controlling.
3 Luther Gulick	Planning, organizing, staffing, directing, coordinating, reporting and budgeting.
4 Warren Haynes and Joseph Massie	Decision-making, organizing, staffing, planning, controlling, communicating and directing.
5 Koontz and O'Donnel	Planning organizing, staffing, directing and controlling.
7 Pal and Bansel	Planning, organizing, staffing, directing, coordinating and controlling.

Source: Adapted from[24]

In the context of this research, there are 4 (four) core functions of management, namely: Planning, Organizing, Direction and Controlling. To the function of Direction are added other

4 (four) sub functions, namely: Leadership, Motivation, Communication and Organization culture.

The Nature of Management has developed into three dimensions, namely: as body of knowledge and a separate identifiable discipline; as an art; and, as a profession[23&24]: **i)** Management as a Science - Management is a social science like economics or psychology, and has the same limitations which these and other social sciences have. But this does not in any way diminish the value of management as a knowledge and discipline. It has provided powerful tools of analysis, prediction and control to practicing managers and helped them in performing their material tasks more efficiently and effectively; ii) Management as an art - Management as a body of knowledge and a discipline is a science; its application to the solution of organizational problems is an art. Principles of management are used by the practitioner not as rules of thumb but as guides in solving practical problems; and, iii) Management as a Profession - Management is a profession because possess the following characteristics: (a) a body of principles, techniques, skills, and specialized knowledge; (b) formalized methods of acquiring training and experience; (c) the establishment of a representative organization with professionalization as its goal; (d) the formation of ethical codes for the guidance of conduct; and (v) the charging of fees based on the nature of services.

The Levels of Management refer to a line of demarcation between various managerial positions in an organization. The real significance of levels is that they explain authority relationships in an organization. Considering the hierarchy of authority and responsibility, one can identify three levels of management[23]namely: i) Top management (Institutional) - consists of owners/shareholders, Board of Directors, its Chairman, Managing Director, or the Chief Executive, or the General Manager or Executive Committee having key officers; ii) Middle management (Intermediate) - consists of heads of functional departments viz. Purchase Manager, Production Manager, Marketing Manager, Financial controller, etc. and Divisional and Sectional Officers working under these Functional Heads; and iii) Lower level (operational) - consists of superintendents, foremen, supervisors, etc.

2.1.1.3 Education

There is no agreement among teachers, psychologists, politicians, and philosophers as to the purpose of education, nor is there any agreement as to what constitutes education. The term education is gotten from the Latin word educate which intends to teach, to raise, or to draw out the inert forces of the youngster[26].

Education as all influence that the human being receives from the environment during his existence in the sense to adapt himself to the existing and acceptable social norms, principles, rules and values[27].

Therefore, education refers to the process of acquiring knowledge, skills, values, and a sense of reasoning through various forms of learning. While these forms of learning may differ among individuals (such as formal, informal, or non-formal education), education enhances the development of a person's intellectual, and social abilities, encouraging them to think critically and communicate effectively with others in society[28].

The Table 2.3 below summarizes definitions of education from the point of view of some rationalists and philosophers.

Table 2.3 - Definitions of education from different perspectives

ORDER	HILOSOPRHER	EDUCATION CONCEPT
1	Socrates	*"Education implies the bringing out of the thoughts of widespread legitimacy which are idle within the intellect of each man".*
2	Plato	*"Education is the capacity to feel pleasure and torment at the correct minute. It creates within the body and within the soul of the understudy all the excellence and all the flawlessness which he is able of".*
3	Aristotle	*"Education is the creation of a sound intellect in a sound body. It creates man's workforce, particularly his intellect so that he may be able to appreciate the consideration of preeminent truth, goodness, and magnificence of which idealize joy consists".*
4	Rousseau	*"Education of man commences at his birth; sometime recently he can talk, sometime recently he can get it he is as of now teaching. Involvement is the harbinger of the perfect".*
5	Herbert Spencer	*"Education is total living".*

Source: Adapted from [29&30]

The common natures of education as instruction are exceptionally complex[30]: (a) Education may be a life-long handle - instruction is lifelong preparation since each organizes of the life of a person is important from an instructive point;(b) Education may be an orderly preparation - it alludes to execute its exercises through an orderly institution and regulation; (c) Education is the improvement of the person and society - It is called constrain for social advancement, which brings enhancement in each viewpoint of the society; (d) Education is the adjustment of behavior - human behavior is altered and moved forward through instructive preparation; (e) Education is preparing - human faculties, intellect, behavior, exercises; aptitudes are prepared in a useful and socially alluring way; (f) Education is instruction and heading - it coordinates and instruments a person to fulfill his wants and needs for the praise of his entire personality; (g) Education is life- life without instruction is insignificant and just

like the life of a monster. Each viewpoint and occurrence need instruction for its sound development; (h) Education could be a persistent remaking of our encounters - instruction remakes and remodels our experiences in a socially alluring way; (i) Education is control and treasure within the human being through which he is entitled as the incomparable ace on the soil.

There are three primary sorts of schooling[29]: a) Formal Education - happens in the premises of the school, where an individual may learn fundamental, scholastic, or exchange abilities; b) Informal Education - casual instruction which the person is not concentrating in a school and doesn't utilize a specific learning strategy or isn't offered by any fixed plan; and, c) Non-formal Education - incorporates grown-up fundamental training, grown-up proficiency instruction, or school equivalency arrangement conferred intentionally and purposely and efficiently executed.

2.1.1.4 Higher Education

Higher education is education, training and research guidance that takes place after at the postsecondary level. It comprises all post-secondary education, training and research guidance at education institutions such as HEI's that are authorized as institutions of higher education by state authorities. HE includes all the activities a given country deems to be higher education – not only those that take place within ordinary universities and graduate schools, but shorter-term education and training courses (polytechnics, junior colleges, and various forms of technical specialty schools) that are 2-3 years in length, and even correspondence courses that make use of information technology and are targeted at a broad population of students[11].

In the Mozambican context, Higher Education is a Subsystem of National Education that correspond the different types and processes of teaching and training offered by post-secondary institutions of education and authorized to operate as Higher Education Institutions by the competent authorities, where the access is conditioned by fulfillment of specific conditions[31].

Public colleges and universities are higher education institutions that are mainly funded by state governments. In contrast, private colleges and universities rely more heavily on student tuition fees, alumni donations, and endowments to fund their academic programs. Private colleges can be either for-profit or nonprofit. For-profit colleges are run like businesses and are most concerned with generating a profit, while nonprofit private colleges focus on providing students with a quality education. As a result, nonprofit colleges generally boast better reputations than for-profit schools[32].

2.2 GLOBAL OVERVIEWS OF HIGHER EDUCATION

Higher education systems are the structure and organization of higher education institutions within a specific political and geographical setting. Higher education, any of various types of education given in postsecondary institutions of learning and usually affording, at the end of a course of study, a named degree, diploma, or certificate of higher studies[33].Therefore, the concept of education is the art of teaching and training individuals about newer skills and values and helping them develop critical thinking skills.

Four types of horizontal differentiation in higher education systems have been identified and the first three systems tend to have a greater variety than those with a more unified state authority[33]: a) Single public systems with a single sector constitute a double monopoly, one of system and one of institutional type as the whole of higher education is integrated into one unified national system, which contains one type of institution; b) Single public system with multiple sectors refers to a situation where higher education is under the authority of one level of government, but the system is differentiated into two or more types of institutions, usually consisting of universities and profession-oriented higher education institutions; c) Multiple public systems with multiple sectors can especially be found in federal countries where higher education is part of the authority of the sub-national (e.g. state, province, *Land*, or *Canton*) government; and finally, d) Higher education systems that are constituted by both private and public institutions and multiple sectors form the most complex horizontal structure. The existence of private higher education institutions increases the system-level diversity significantly as it introduces a public-private cleavage and matching competition among institutions.

The world is changing, technology is developing beyond our wildest dreams, and complex issues in business, environment, and politics continue to challenge our society. Higher education prepares students to meet these challenges with grit and determination[11].

Others identify three forms of higher education[11&46]: (i) elite -shaping the mind and character of a ruling class; preparation for elite roles; (ii) mass -transmission of skills and preparation for a broader range of technical and economic elite roles; and, (iii) universal - adaptation of the whole population to rapid social and technological change.

Recently, contributions to society have increasingly been demanded of higher education institutions. This means the higher education institutions need to have activities to ensure that accumulated knowledge is circulated directly back to society and that they do not become ivory towers and other metaphoric adjectives. All three functions are intimately connected and none can be separated out when considering higher education.

Therefore, higher education is considered the last step in formal education. It follows the achievement of a high school diploma and generally involves the completion of a degree. Most recognized definitions explain higher education within the confines of a college or university that awards degrees, and in some cases, certifications.

2.2.1 Current situation and dilemmas of higher education system

For various reasons, there is currently an extensive debate on the actual situation and the future perspective of higher education systems based on the fallowing believes[34]: i) difficulties of preserving the university project in the presence of other agencies apparently more effective and profitable in producing knowledge; ii) proliferation of establishments and institutions with capacities of professional instruction tend to reduce importance to the classic university, pointing out the limits of the historical model; iii) difficulties with which the public university is faced, forced to work with a new generation of public policy in higher education; and, finally, iv) capacity of the institution to advance to the rate of the innovations and, still more, to generate the dowry of knowledge required to drive economic and cultural systems of innovation and creativity.

The environment surrounding HE is characterized by[11] i) The rise of a knowledge society in which the creation of new knowledge and its application are the key to economic growth ii) Globalization of people, goods, money and information iii) Rising demand for higher education: a) The necessary of mastering new knowledge and technology; b) The rise of a society based on educational credentials; iv) Changes in the political and social environment of developing countries: Increasing need for building civil society and cultivating social cohesion.

Added to the need to expand higher education opportunities, with the recent change in the needs for the quality, higher education in developing countries is faced with the following dilemmas[2,3,4,5,7,11,21,35,36,37&38]:a) Enrollment expansion and gaps between groups (Expansion of enrollees) - but persist gaps among regions, between male and female, and among ethnic groups; b) Limited financial resources - higher education institutions face a constant situation of limited budgets and there is a need to diversify financial resources; c) Declining quality- in many developing countries, an expansion of higher education brings about declining quality. d) Diversified needs -as a result of the expansion of higher education and the increasing complexity of society and the economy, higher education has needed to target the diverse backgrounds and needs of its students.

Furthermore, demand has been not just for education for those who have completed secondary education, but to offer places of study for the general citizenry throughout the course of their lives. However, it is impossible to encompass all the functions of higher education at a single higher education institution. Thus, one will have to address the needs from now on by dividing higher education institutions by their specialties. In addition, broadcast HEI's and others that make use of information technology can offer many formats of education to respond to varying needs[39].

2.2.2 Challenges faced by higher education system

The challenges and problems faced by HEIs are numerous; they are coming at the sector fast and furious, and from all angles. HEIs like any other organizations have challenges among them are human resources needed to develop, deliver, assess, administer, and improve the educational processes. Equally important, an uncertain time poses a great challenging test to management responsible for running HEIs. Recently, HEIs have been challenged to look for ways to do more to improve their status, while trying to increase both enrollment and access to higher education[40,41,42,43&44].

The following challenges are always faced by modern HEIs[45]: i) Exceptional labor market dynamism including the emergence of new professions; ii) Transformation of education into one of the key drivers of economic growth and increase in demand for quality education; iii) Rapid emergence and development of new educational technologies that must be quickly adopted in professional education; iv) Stiffer competition for the best academic staff that can also be faced from foreign universities; v) Technological base and educational environment quality are the main factors of universities' competitiveness; vi) Scientific development through global network cooperation; vii) Organizations, companies and countries are competing with each other in terms of the quality of both management models and management teams. The importance and development of universities' management; viii) Student and staff mobility is becoming a factor in the effective development of education; ix) Maintenance of universities' dynamic development and their financial stability.

In every country, higher education faces great challenges and difficulties on many sides that include: financing, access, improving quality and sustainability, employment of graduates, etc. Higher education expanded conspicuously, but gaps in educational opportunities between industrialized and developing countries and among different socio-economic classes within countries widened. Education is a basic pillar for human rights and democracy, sustainable

development and peace; higher education in particular is necessary for solving the various problems in the society[35].

The growth of higher education manifests itself in at least three quite different ways, and these in turn have given rise to different sets of problems. There was: first, the rate of growth: in many countries the numbers of students in higher education doubled within five-year periods during the decade of the sixties and doubled again in seven, eight, or ten years by the middle of the 1970s; second, growth obviously affected the absolute size both of systems and individual institutions; and third, growth was reflected in changes in the proportion of the relevant age group enrolled in institutions of higher education[46].

The transformations can be summarized in three major processes namely[34]: i) increasing importance of higher education as a development factor and competitiveness; ii) increasing demand of higher education from the productive sector and of the population; and, iii) movements of adaptation of higher education systems and institutions to the new challenges of the global context.

Constant changing of the global economy and where everything is technologically driven, new jobs are created requiring highly skilled individuals with multi-talents and the HEI faces the problems in finding qualified individuals to fill these big gaps when hundreds of students graduate yearly. Much research into HEI focuses on the processes of knowledge producing, the trajectories of HEI, the users of this knowledge and the economic factors[47].

Despite the need for managers to re-invent themselves in times of change as advocated in the literature there a possibility that some practices will remain unchanged, even if the know-how that underpin these practices can change[40&43].

The challenges faced by HEI includes[48]: i) The shortage of senior faculty at doctoral level can be attributed to several factors, due to inadequate academic facilities, poor working conditions and low remuneration, as well as low turn-in post-graduate training; ii) Research facilities and equipment as well as technical support staff are also woefully inadequate in most HEIs; iii) Inadequate and deteriorating infrastructure, obsolete laboratory equipment, inadequate library resources, lack of computers, poor access to internet and therefore limited ability to benefit from the global information technology; iv) Inadequate financial resource for the HEI is a major challenge facing all HEI that impacts on the ability to offer adequate remuneration, and also limits HEI ability to invest in infrastructure, facilities and equipment, thereby limiting research capabilities.

2.2.3 Management of higher education system

A business develops in course of time with complexities and challenges. With increasing complexities and challenges, managing the business has become a difficult task. The need of existence of management has increased tremendously[49]. So, management is essential not only for business concerns but also for banks, schools, colleges, universities, hospitals, hotels, religious bodies, charitable trusts, HEIs, etc[23&24].

The demands made upon higher education managers are greater today than they have ever been. Effectiveness as a university leader requires managers to master four essential prerequisites[9]. They must know their environment; know their HEI; know their department; and know themselves as individuals. The study in Management of Higher Education Institutions in Mozambique aims to help the HE leaders to do just that in effective way.

In times of great change, complexity, and uncertainty, HE managers face the challenges to adapt and navigate their ways through the tide of internal and external forces to create the best positive outcome for their institutions. Uncertainty seems to be constant than the way you can deal with it, defines your trajectory towards happiness and success. Uncertain times reveal reality and describe a test of resilience, of will and character, and as a result they are called Survival of the Fittest. Since change is constant, it is responsibility of the manager to create and sustain his own momentum. Opportunities are earned and you should trust yourself enough to earn them[40].

In times of change and uncertainty, managers need to review the way they manage. Despite the need for managers to re-invent themselves in times of change as advocated in the literature[50], there a possibility that some practices will remain unchanged, even if the know-how that underpin these practices can change. Despite the unpredictability ahead, managers should continue to be confident in the resilience and adaptability of the HEIs, provided they get the right support. Changes to government policy and other arrangements have become the biggest concerns for HEIs managers[25].

No matter the challenges, managers should project optimism about the future by being credible, honest, and accessible in communicating the challenges they face including their vision for moving forward. They need to be good listeners by moving out of their comfort zones and opening themselves up to hearing things that may be uncomfortable and challenging[8&25].

There is a growing belief that managers need to find a style which is authentic for them, by adjusting their style in the context of the culture of the institutions where they work, the nature of the tasks to be completed and the characteristics and expectations of their team

members. The Human Resource Office has a critical strategic role to play in identifying new competencies required to work in this highly dynamic environment and in creating new models for recruiting, training and motivating employees.

The higher education sector in Mozambique has gone tremendous change in the last few years. Growing demand and lack of capacity in public sector institutions and withdrawal of government budgetary support has led to exponential growth in the private higher education institutions.

HEI are places where new ideas germinate, strike roots and grow tall and sturdy where established practices are challenged in the pursuit of knowledge. The purpose of HEI is to develop scholarly, scientific outlook, analytical and questioning attitude and continuous exercise of reason[51].

The higher education is facing challenges of reduced support from government, enhanced competition among colleges to attract students, increasing cost of higher education. The hanging environmental forces like rapid changes in the technological developments, globalization of industry, and changing expectations of students, employers, and increased diversity at work place make the role of institutions even more challenging. Diverse needs of the students, limited academic resources in terms of number of good quality faculties are issues which need to be addressed urgently[40].

The increasing trend towards privatization leads to the enhanced competitiveness and the need for better management practices and leadership in academic institutions. The academic leadership is faced with challenges of getting extra effort from faculty to grow the institute in terms of number of students, keeping the faculty satisfied and allowing them opportunities to pursue academic and research interests. Developing and enhancing academic standards of the institutions. Poor employability of the graduates is a cause of concern.

HE institutions cannot survive in isolation. The willingness of the institutions to actively engage with the immediate environment will decide the utility of academic institutions in nation building. The four ambiguities faced by HEI are, namely[39&49]: i) Purpose (ambiguity to identify the goals of the organization); ii) Power (ambiguity to clarify the powers of the institutional stakeholders to implement organization policies); iii) Experience (ambiguity to learning from the tenures of ex leaders or managers; and, iv) Success (ambiguity to identify the resources to achieve organization success.

2.2.3.1 Strengthening management capacity of educational institutions

The different relatively and widely accepted conceptions of the concept of institution that may mean[52]: (i) a special system of norms or rules (ii) the probability of attitudes and interpretational willingnesses, and (iii) monitorable normality of behavior, the regularity of interactions. Furthermore, the institution may mean (iv) some group or organization, and finally, (v) a sphere or subsystem of society.

For the purpose of this research the term institution is aligned with fourth conception used in a sense similar to the concepts of social group and social organization. Institutions are constituted by collectivities of people who associate with each other extensively, through interaction, develop recursive practices and associated meanings.

The missions and functions of Higher Education are, respectively[35] i) Mission to educate, to train and to undertake research; and ii) Ethical role, autonomy, responsibility and anticipatory function. The Framework for Priority Action for Change and Development of Higher Education divides the actions into three levels: national, level of systems and institutions, and international.

The priority actions at the Level of Systems and Institutions correspond the following actions[35]: i) Clarifying the missions of each institution so that they meet society's needs now and in the future; ii) Strengthening cooperation between higher education and industry; iii) Diffusion of uses of new science and technology; iv) Strengthening of management capacity of educational institutions (e.g. interdisciplinary academic approaches, increased access for people with motivation and enthusiasm, strengthening of activities involving the community, building of relations with industry, establishment of transparent organizations that can withstand evaluation, improvement of teachers' educational capability and understanding of learning methods, promotion of research and strengthening of research in the higher education system); v) Expansion of access to higher education for adult learners.

Managing strategy is vital for a university, as it provides the realization of its core activities. Strategic management theories provide a basis for novel approaches to strategy development in higher education institutions. However, they do not address all pressing issues that education managers face today. Modern HEIs are sophisticated multi-level organizations, and the complex pattern of various contributory factors forms the background of educational management. Developing their strategy education managers must also consider specific organizational characteristics of this sector. Therefore, there is a need for a thorough analysis of both traditional approaches and innovative attitudes that can be used by education managers in the context of strategy-making[49&53].

The concept of the public mission of higher education institutions has several dimensions. In the broader and more general sense, it is the institution's public mission to provide knowledge, critical reflection and discourse on the larger and more fundamental questions of society. The second meaning, community engagement, emphasizes the more instrumental dimension: collaboration of various kinds between higher education institutions and their communities[13].

Many HEIs are attributed three major, interrelated missions: education, the generation of new knowledge, and engagement with society or the community. While the processes and structures associated with teaching and research are relatively well defined and analyzed, this is less the case with the public mission.

2.2.3.2 Management of quality assurance in higher education

It is an accepted fact that there are a number of factors responsible for assuring quality in education both internal and external to an institution. Any endeavor to either induce or monitor quality in academic setting hinges on the awareness about the factors responsible in bringing about this desired attribute. Quality is a key concern of academia across the globe and several efforts in multiple directions are made by the administrators and academicians to induce this component into the teaching learning situation[54&55].

HEIs are granting wider access to new target audiences which they would most probably not have addressed just one or two generations ago. Among these are non-traditional students who originate from non-academic family backgrounds or who enter HEIs with a vocational education background and professional experience instead of with a secondary school education certificate. Another group that is rising in numbers are mature students, returning to higher education after a professional career ('life-long learning'). An increasingly heterogeneous student population adds a different dimension to the quality debate[56]. Therefore, quality assurance and quality management are discussed in the literature more as a means to develop a quality culture which promotes the willingness of academic staff to make use of evidence to innovate their teaching and their attitudes towards higher education as a response to changes in the environment and changing target audiences.

An effective and efficient quality higher education system is vital for sustainable economic development in developing countries like Mozambique. Such a system, among others, improves the education and training of future employees, harnesses future leaders, fosters an enabling learning environment, and enriches the academic and intellectual landscape. However, the process of establishing an effective quality higher education system is driven by

a number of forces that demand a balanced approach. There is a need to strike a balance between the provision of equal access for education and the availability of finance needed to manage mass expansion of higher education, and between the pressure for increased institutional autonomy and those for growing public accountability[2].

The specific contributing factors to the level of quality of education include governance, government oversight, students, instructors, funds, budget, and technology[57].

The expansion of HEIs in Mozambique brought about, as expected, a remarkable increase in student population. Between 1997 and 2010, the number of HEIs raised from 5 to 44 and the number of students from 10,000 to 120,000. The student population of the higher education system, including PRHEIs, increased from about 3,750 students enrolled in 1990 to 174,802 in 2015 of which 116,037 in PUHEIs and 58765 in PRHEIs. Furthermore, current data shows that in 2017 were enrolled 200,649 students of which 119,944 and 80,705 in PRHEIs and in 2020 were enrolled 240,000 students in 56 HEIs[5,9&58].

In 2017 the number of lecturers in 52 HEIs were 14,235 between national and foreign, 35,06 % of them working on full time contracts and 64.94% on part-time basis. From 4,992 full time lecturers, 1,967 (39.40%) had graduate diploma, 2321 (46.49%) had master degree and the remaining 704 (14.10%) were (Ph.D.) degree[59].

Some PRHEIs are heavily involved in the undergraduate programs. The rapid expansion in the number of HEIs and student population, with inadequate human and investment capital to implement quality of education, is affecting higher education in Mozambique. The development of higher education in Mozambique, rapid enrollment expansion is inevitably bringing progressively less qualified student into the system. The most fundamental cause for the decline of education is the uncontrolled expansion of the sector in relation to available material resources and job opportunities[4&37].

Public spending on education declined from 19.3% in 1990 to 18.2% in 2003, commenting that the price of African education for its impressive (increased) enrollment has been a loss of educational quality[11&57].

2.2.4 Higher Education Framework
2.2.4.1 The purposes and governance of higher education

The transformations in the purpose and scope of higher education have taken place in recent decades. Public and private officials throughout the country have come to hold ambitious goals for higher education, viewing it both as a means to foster economic growth – through its

capacity to create a highly skilled workforce and research that underpins a knowledge-based economy – and as a principal instrument for the fostering of social cohesion, widely dispersing the benefits of economic growth[34].

Higher education has expanded in Mozambique to encompass half or more of all young adults. And it has simultaneously become much more diverse in its providers, in its learners, in the range of skills and training it provides, and in connections to the commercial life of knowledge-based economies[60].

In response to this expansion of the scope and purposes of higher education, the government has made fundamental changes to the organization of higher education systems, and to the means by which he exercises authority over higher education institutions. Faced with the growing diversity of students and institutional missions, the government has responded by creating newer more vocationally oriented non-university institutions, assigning to them a leading role in the training of a skilled workforce, as with the Polytechnics in provinces of Gaza, Manica and Tete and the Universities of UniZambeze, UniLúrio, UniMaputo, UniPúngue, UniLicungo and UniRovuma[2,4,12,61&62].

Elsewhere higher education systems are highly differentiated and policies have encouraged the development of competition among institutions that vary in mission, reputation, price, and ownership. Faced with expansion, differentiation, and the widening influence of international competition in higher education, policy makers are reassessing how best to align the activities of higher education institutions to national purposes[8&9].

Mozambique has chosen to devise new structures of governance, permitting higher education institutions to exercise wider autonomy over their own finances and management. Furthermore, has opted to make institutions more accountable for the accomplishment of public purposes through the control of their performance or outputs, and the establishment of performance reporting, performance contracts, or similar tools of governance[63].

2.2.4.2 Long-term sustainability and accessibility of the higher education sector

High levels of higher education qualifications are widely acknowledged to be associated with higher levels of productivity, output growth and standards of living. Even so, investment in higher education varies widely within HEI, owing to long-standing differences in political convictions, social traditions, and fiscal capacities[10&64].

All HEI face the challenges of mobilizing more resources and using them effectively in meeting the strategic goals of society with maximum efficiency. Publicly subsidized higher education is heavily reliant on tax revenues at a time when there are growing pressures to

contain public spending. Other priorities such as increasing spending on pensions, medical care, or combating social exclusion, also impose pressure on the public education budget. In addition, within education budgets, the higher education sector competes with primary and secondary education, early childhood education and care, and continuing education[7&48].

The pressure to at least maintain and preferably improve funding and income levels has evoked a debate on alternative sources of revenue, and it has focused attention on individual contributions to educational costs and the capacity of institutions to earn income. Some HEIs have introduced tuition fees, for at least some students. Others have enacted reforms to permit more institutional latitude over income, including investments. This debate, has to be seen in the larger context of discussion of the overall approach to financing the different strands of publicly-subsidized educational systems. Not only is lifelong learning calling for the shifting of financial resources across educational sectors/strands, but it is arguable that inconsistencies in funding policies remain visible in the country (for example the existence of funding for PUHEI but not for PRHEI).

The country also struggles to ensure an equitable provision of higher education. Access to and completion of higher education typically varies widely, most importantly by social background, minority or immigrant status, or disability. Policy responses include financial aid schemes; career guidance and counseling services which aim to alert youth to the benefits of higher education; institutional funding methodologies that provide added financing for the support of students from disadvantaged backgrounds; nondiscrimination policies requiring provision to be physically, pedagogically and socially accessible to students with disabilities; and initiatives to make higher education better adapted to the needs of non-traditional students, such as the recognition of non-formal and informal learning alongside formal qualifications[3&4].

These approaches also stress that higher education needs to be seen as part of an interdependent system of education and training with an effective connection to tertiary education.

2.2.4.3 Improving the quality, relevance and impact of higher education

In many ways, higher education systems appear to be successful in meeting 21st century social needs. Higher education provides new kinds of education and training to numbers of students unimaginable in decades past. Many have greatly increased the intensity of their research activities and made important contributions to public knowledge and innovation[51&66].

In Mozambique, however, higher education research remains only weakly joined to broader public purposes, including the provision of education and training relevant to the

demands of working life, and research activity that yields benefits for the development of a knowledge-based economy. Most conspicuous, perhaps, is the modest contribution of higher education to social cohesion[37].

The expansion of higher education enrolments has failed to narrow wide disparities in the rates at which students from higher and lower income families enter tertiary studies. Given the disproportionate take-up of additional study places by middle-income students, and a simultaneous increase in the returns to higher education, there is evidence that higher education has in some instances widened, rather than narrowed, social disparities[21].

Responsibility for some of these shortcomings may rest outside the higher education system itself, such as wide inequalities that are introduced during primary and secondary schooling, and clearly revealed in the findings of the MCTES. Nonetheless, the inability of higher education to meet other needs must be acknowledged to rest, in some instances, with higher education institutions themselves, or with public officials who bear responsibility for aligning their activities to national policy goals[5].

Though higher education institutions often have much wider scope for autonomous action, many have shown a reluctance or inability to fully embrace its possibilities, particularly in the management of human resources. Elsewhere, authorities responsible for higher education have failed to recognize the needs for wider autonomy on the part of institutions, or how to effectively hold institutions accountable for their performance[8&67].

Institutions may not be sufficiently attentive to the needs of non-traditional students not out of a willful indifference to their needs, but because public authorities have failed to create proper incentives or to limit the risks of working with students whose schooling may be more cost to institutions, or more likely to result in longer study times and lower rates of completion[68]. Hence, reviewing the context of the research, it can be argued that this study is contributing through strengthening that linkage of the critical management studies.

2.5 MANAGEMENT OF HIGHER EDUCATION SYSTEM IN MOZAMBIQUE

The management of Education system in Mozambique is under umbrella of the Government at 3 levels of management: institutional, intermediate and operational levels[21,69&70]. At the institutional level (national level) the education system is managed by the a) Ministry of Education and Human Development – responsible for primary and Secondary

education; b) Ministry of Science, Technology and Higher Education – entity in charge for higher education; and, c) State Secretariat for Vocational Training.

At the intermediate level (provincial level), the education system is managed by two governmental services as result of decentralization process, namely: i) Government of the Province (Provincial Directorate of Education and Human Development-DPEDH) responsible for Primary and Secondary Subsystems; and, ii) Provincial Secretariat (Provincial Services of Social Action - SPAS) in charge for Higher Education and Vocational Training. In the operational level (district level) the education services are under responsibility of District Services for Education, Youth and Technology with specific repartition for higher education and vocational training.

2.5.1 Historical background of higher education in Mozambique

Portuguese educational system was two-tiered-designed to promote rudimentary skills among the majority African population and to provide liberal and technical education for the settler population and a tiny minority of Africans. More than four-fifths of students enrolled in the colonial system were restricted to the rudimentary program. The state, in cooperation with the Roman Catholic Church, provided public education, but private education was also available, mostly through church groups[3].

The National System of Education, implemented in the early 1980s, created programs for people of all ages, part-time as well as full-time students, to improve both literacy and technical education. Private and parochial school facilities were nationalized to facilitate the reorganization and unification of the educational system. Although the number of primary, secondary, adult educational and vocational centers increased rapidly, demand for education quickly outstripped the state's capacity. Primary school attendance in 1973 was 643,000 and rose to about 1,500,000 by 1979. The figure declined in the 1980s, but by the middle1990s attendance was again approaching the 1979 level[2,4,37&64].

2.5.1.1 Phases of development and transformations of higher education

The higher education subsystem it has developed in a way that is deeply rooted in the societies of which it is a part. However, the environment surrounding higher education is changing rapidly. The recent rise of a knowledge-based society; social, economic and information globalization; increased demand for higher education; and changes in the political

and social environment of developing countries are all deeply connected and are having a significant influence on higher education[11].

The historic itinerary of higher education in Mozambique started over 60 years ago with the establishment of University General Studies of Mozambique. From then up to days, higher education experienced fundamental processes of development and transformation that accompanied the structural changes of the country. The phases of development and transformations are summarized into 7 momenta[2,3,4,12&64]presented inTable2.4 below that correspond same number of decennaries, but not necessarily.

Table 2.4 - Development phases and transformations of Higher Education

ORDER	DECENNARIES	PHASE DENOMINATION	MAIN TRANSFORMATIONS AND EVENTS
1	1960	Genesis of Higher Education	a) Creation of University General Studies in 1962 in Lourenco Marques by Portuguese Government.
			b) UGS changed the name to University of Lourenco Marques (ULM) in 1968.
			c) Cooperation with Catholic Church to provide public education.
			d) Private education available through religious groups (Genesis of PRHEI)
2	1970	Nationalization of (*Higher*) Education	a) Nationalization of education services in July 24, 1977 -private and parochial school facilities were nationalized.
			b) Management board of ULM transferred to the Government of Mozambique
			c) Renaming ULM as Eduardo Mondlane University (UEM) in 1977.
3	1980	(*Higher*) Education Massification	a) Number of primary, secondary, adult educational, and vocational centers increased rapidly, demand for education quickly outstripped the state's capacity.
			b) Creation of 3 new public higher education institutions, namely: Higher Pedagogical Institute – HPI or ISP in 1985; Higher Institute of International Relations – HIIR or ISRI in 1986; Mozambique Nautical Higher School – MNHS or ENM in 1989;
			c) Creation of Faculty of Education at UEM for 2 years Teacher Training Program in 1980
			d) Creation of FACOTRAV at UEM for accelerated training of combatants of Liberation Struggle and vanguard workers in 1980.
4	1990	(Higher) Education Liberalization	a) Revision of the Constitution of Mozambique
			b) Introduction of Private Education imposed by IMF and World Bank

			c) Five PRHEIs created: ISPU, ISCTEM, SUTC, UCM, UDM and UMBB and 2 PUHEIs-ENM and ACIPOL.
5	2000	(*Higher*) Education mushrooming *(Academic Darwinism)*	a) PUHEI created: ISAP, ESCN, ESJ, ISArC, UniLúrio, AMMSM, ISPM, ISPG, ISPS, UniZambeze)
			b) created 13 PRHEIs: ISM, ISCAM, ISC-Hefsiba, USTM, ISEG, ISDB, ISMMA, ISGECOF, ISCIM, INSCIG ISFIC, ISET, UniTiva.
			c) Severe competition among HEI for students
6	2010	*Quintet* fragmentation of UP and names Riverization	a) Segregation by Ri*verization* of UP in 5 PUHEIs: UP Maputo, UniSave, UniPúngue, UniLicungo; UniRovuma.
			b) Ten new PRHEIs: UMUM, ISMU, ISGEA, ISGN, ISGE-GM. ISEDEL, UNA, ISED, ISEAD and ESGCS.
7	2020	Discontinuity of HEIs creation	a) Pause of the process of HEIs creation and establishment - Involution in time and space.
8	2023	Resurrection of HEIs Creation	a) Six new PRHEIs: ISUJIA, UNISCTEM, UNIRIS, UNISOM, ISPOBEN and ISPOCET.

Source: Adapted from[2,3,4,12&64].

The Table2.4 above elucidates that, the development history of private higher education in Mozambique started in 1995 with the University and Polytechnic Higher Institute (ISPU) and Catholic University of Mozambique (UCM) as the first private universities in the country. Years later, another four universities emerged namely ISPU, UMBB, ISCTEM, UDM and ISUTC. In 2022, there were 56 HEIs in the country with 42 at south region, 10 in the central region and 4 in the north[2,3,4,21&70].

The terminology of *Academic Darwinism* is used as academic metaphor to refer the environment of severe competition for survival among higher education institutions and the *morphogenesis* of then Pedagogical University (UP) into 5 new regional public universities with names of national rivers (*Riverization):* Maputo, Save, Púnguè, Licungo and Rovuma. From the Table, it is also understandable that the PRHEIs did not fallen from the sky but are originally from Catholic Church and religious groups.

Furthermore, the Table also shows that Mozambican higher education suffered, along the time of its development, several transformations in its functioning and in the extremely competitive internal and international environment based on knowledge-based society that poses significant challenges to HEIs in various aspects: managerial, academic, technological, economic, etc.

Higher education is now at the heart of the Country Strategy and of MICTES' ambition to become a smart, sustainable and inclusive institution; it plays a central role in individual and

societal progress; it influences innovation and research and provides the highly skilled human capital that knowledge-based economies need to generate growth and prosperity. The new generations of learners, technological innovations, budgetary constraints, and economic factors have given rise to the need for re-evaluating strategies employed in higher education[5,21,58,61,63&71].

Besides, increased competition between higher education institutions (*academic Darwinism*) in terms of attracting and keeping students for their survivability in the market also makes Mozambican higher education managers reconsider their strategy aimed at identifying the elements and indicators of competitive advantage.

All transformations occurred from the latter half of the 1990s were imposed by IFM and World Bank (WB) policies to enable the following events[11]: i) Changes in the environment surrounding higher education; ii) Re-evaluation of the role of higher education; and, iii) Search for a new form of assistance.

2.5.2 Current state of higher education in Mozambique

Currently, Mozambique operates the 10-3-4 national education system which denotes that every pupil spends the first 10-years of compulsory and basic education up to the Junior Secondary School level, another 2 years in the Senior Secondary School, and 4-years in the tertiary institution's education system, with private HEIs dominating the country's higher education landscape[19&69].

The HE System in Mozambique is growing considerably in number of new institutions and students' enrollments. Indeed, in Mozambique there are 61HEIs operating (others 5 to be opened and not yet functioning) of which 22 public higher education institutions (PUHEIs) and 39 private higher education institutions (PRHEIs) operating in 139 organic units unevenly distributed across the country[58, 72&73].

Governance issues are viewed as one of the key factors to the unstable structure in Mozambican higher education. They found other factors contributing to the challenges for efficient governance in Mozambican higher education including funding, political interference, law, and leadership[21, 69, 70&74].

Table 2.5 - Number of HEIs by nature of provider

PROVIDER	NATURE OF HIGHER EDUCATION INSTITUTIONS					TOTAL
	Universities	Institutes	Polytechnics	Academies	Schools	
Public	9	4	4	3	2	22
Private	15	21	2	0	1	39
Total	**24**	**25**	**6**	**3**	**3**	**61**

Source: Adapted from[21,69&70]

From the Table2.5, it is clear that high education in Mozambique is driven by the private sector with 39 institutions representing 64.00% against 22 (36.00%) public institutions. Private universities occupy of underline with 15 institutions (63.00%) when compared to 9 public universities (37.00%) and 24 institutes are under private management (65.00%) while only 13 institutes (35.00%) are publicly managed.

Figure 2.1 - Distribution of HEIs by provider
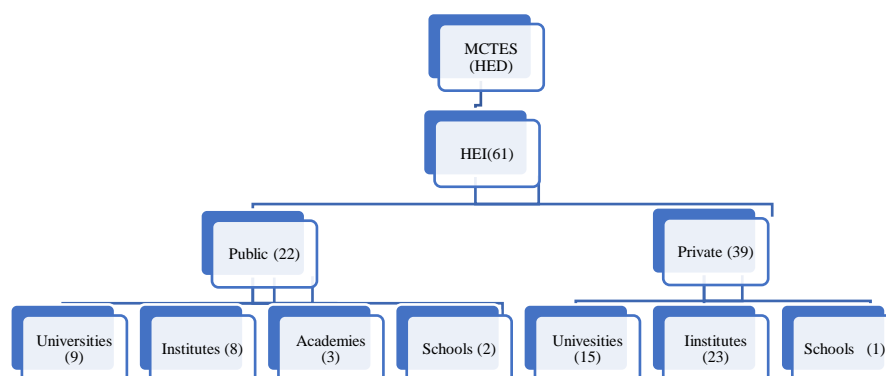
Source: Adapted from [10,21,69&70]

The distribution of HEIs by category and nature shows that Higher Institutes represent half of the total HEIs and 60% of them are operating in private sector as shown in Table 2.6 below.

Table 2.6 - Number of HEIs by category and nature of provider

HEI DENOMINATION	CATEGORY	NATURE			
		PUBLIC	PRIVATE	TOTAL	%
Academies andUniversities	A	8	15	23	38
HigherInstitutes	B	8	22	30	50
Polythecnics Institutes	C	4	2	6	10
Schools	D	2	0	2	4
Total		22	39	61	100
%		36	64	100	

Source: [2, 21, 69&70]

According to the Table above, the PRHEIs represent 64 % global universe and 36 %of the PUHEIs with more emphasis on categories A (38 %) and B (50%). The institutions of category C (10 %) and D (4%) show very low numbers when compared to other categories of HEIs.

Graphic 2.1 - Distribution of HEI's by nature of provider
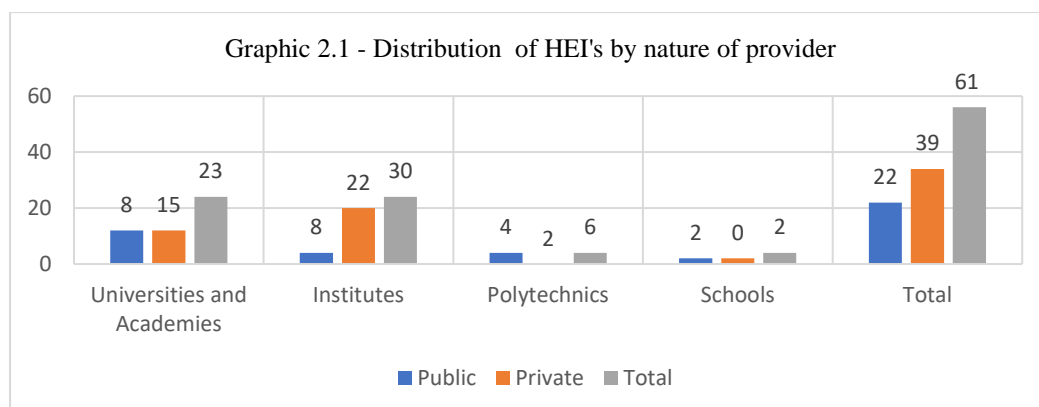
Source [21&70]

The process of development and expansion of HEIs across the country has been uneven and asymmetric due to fact that many HEIs have their headquarters in one region of the country as presented in Table below.

Table 2.7- Headquarters of the HEIs by geographic region

HEI TYPE	LOCALIZATION OF HEADQUARTERS OF HEIS BY REGION						
	SOUTH		CENTRAL		NORTH		TOTAL
	Publics	Privates	Publics	Privates	Publics	Privates	
Academies	2	0	0	0	1	0	3
Universities	4	9	3	6	2	3	23
Institutes	5	17	3	2	0	3	31
Schools	2	0	0	0	0	0	2
Total	13	26	6	8	3	5	61
Global	39		14		8		

Source: [2,21,69&70]

The Table above shows that many of HEIs (39) have their Headquarters fixed in South region representing (64 %) and the Central and North regions have 14 and 8HEIs implanted their headquarters representing 23 % e 14 % respectively.

Graphic 2.2 - Distribution of HEI's headquarters within the three country regions
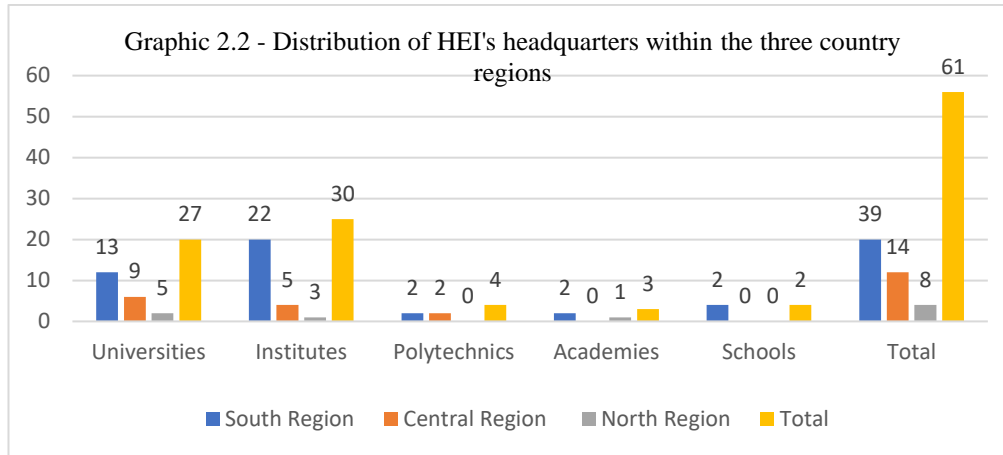
Source: Adapted from[69&70]

The data, from Graphic 2.2 above, denotes big regional asymmetry of HEIs in the country that can affect equitable development in the three regions. The most worming situation is that the Central and North regions have about 80% of the total inhabitants of the country that have no access to higher education services[21&&70].

The concentration of Higher Education Institutions in south region can result in exclusion of people from Central and North regions to access HE Services and put challenges to the government and HE managers to observe issues related to regional equitability and equilibrium in creation of HEIs to ensure integrated and equitable development of the country.

The regional asymmetries in Higher Education in Mozambique are a reality to be strategically managed by the government and He managers. The South region is in a situation of privilege presenting one (01) HEI for 15.000 inhabitants while 1,300,000 people in the Central region demands for one (01) HEI and another 25,000,000 inhabitants of the North region have one (01) HEI. So, the offer of HE services in Central and North regions is 9 and 25 times small than South region. These asymmetries give way to populations exodus from one region to another and over pressing of the education services in the arrival regions, as indicated in Table below[2,3,4,21,37&70].

Table 2.8 - Access to HE by inhabitant

VARIABLE	GEOGRAPHIC REGION					
	SOUTH		CENTRAL		NORTH	
	Quantity	%	Quantity	%	Quantity	%
HEIs	43	71	11	18	7	12
Population(inhabitants)	6.207.277	21	12.686.278	43	10.424.746	36
Access to HE/inhabitant	148,000		1,300,000		2,600,000	
Asymetries (%)	+53.83		-25.42		-29.41	

Source: [21&70]

According to the figures in Table below, the central region has a deficit of 9 HEIs and 18 in North region when compared to the South region. The negative numbers indicate scarcity or there is no correspondence between percentages of population with an HEI in the region.

2.5.2.1 Public higher education in Mozambique

PUHEIs are under the control of the Ministry of Science, Technology and Higher Education -Directorate of Higher Education. Despite lack of funding, PUHEIs receive income from other sources such as donor agencies thereby enabling them to establish a sound internally generated revenue base for funds supplement from the central government.

The first generation of PUHEIs post-independence was established from 1985 to 1990. Since then, more PUHEIs were established by the government across country reaching the number of 22 - 9 universities, 3 academies, 4 institutes, 4 polytechnics and 2 schools[2,3,4,64&69]. The distribution of PUHEIs is shown in the Table below.

Table 2.9 – PUHEIs Operating in the Country[69]

ORD	NAME OF PUHEI	ACRONYM	HEADQUARTER	CREATION
1	Academia de Altos Estudos Estratégicos	AAEE	Maputo Province	2016/DC/63/16 of 26/12
2	Academia de Ciências Policiais	ACIPOL	Maputo Provínce	1999/DC/24/99 of18/05
3	Academia Militar	AM	Nampula City	2003/DC/62/03 of 24/12
4	Escola Superior de Ciências Náuticas	ESCN	Maputo City	2004/DC/28/04 of 20/08
5	Escola Superior de Jornalismo	ESJ	Maputo City	2008/DC/27/08 of 1/07
6	Instituto Superior de Artes e Cultura	ISArC	Maputo Provínce	2008/DC/45/08 of 26/11
7	Instituto Superior de Contabilidade e Auditoria de Moçambique	ISCAM	Maputo City	2016/DC/53/16 of 28/11
8	Instituto Superior de Ciências de Saúde	ISCISA	Maputo City	1996/DC/28/96 of 9/07

9	Instituto Superior de Estudos de Defesa	ISEDEF	Maputo Província	2011/DC/60/11 of 18/11
10	Instituto Superior Politécnico de Gaza	ISPG	Gaza	2005/DC/30/05 of 23/08
11	Instituto Superior Politécnico de Manica	ISPM	Chimoio	2005/DC/31/05 of 23/08
12	Instituto Superior Politécnico de Songo	ISPS	Tete	2008/DC/22/08 of27/07
13	Instituto Superior Politécnico de Tete	ISPT	Tete	2005/DC/32/05 of 23/08
14	Universidade Eduardo Mondlane	UEM	Maputo City	1962/DC/44.530/62 of 21/08
15	Universidade Joaquim Chissano DC1/86 de 5/02 ISRI	UJC	Maputo City	2018/DC/85/18 0f 26/12
16	Universidade Lúcio	UniLúrio	Nampula City	2006/DC/50/06 of 26/12
17	Universidade Zambeze	UniZambeze	Beira City	2007/DC/77/07of 18/12
18	Universidade Pedagógica de Maputo	UP-Maputo	Maputo City	2019/DC/05/19 of 15/02
19	Universidade Púnguè	UniPungue	Chimoio	2019/DC/04/19 of 13/02
20	Universidade Licungo	UniLicungo	Quelimane	2019/DC/03/19 of 14/02
21	Universidade Rovuma	UniRovuma	Nampula City	2019/DC/07/19 of 18/02
22	Universidade Save	UniSave	Xaixai	2019/DC/06/19 of 15/02

Source: Adapted from[69]

The data of the Table above shows that 13 PUHEI operates from Maputo City (10) and Maputo Province (3). Only 9 PUHEIs are operating from other provinces, namely: Gaza (2), Manica (2), Tete (2), Nampula (2) and Zambézia (1). The provinces of Inhambane, Niassa and Cabo-Delgado have no PUHEI headquarters.

Graphic 2.3 - Distribution of Public HEI's within the three country regions
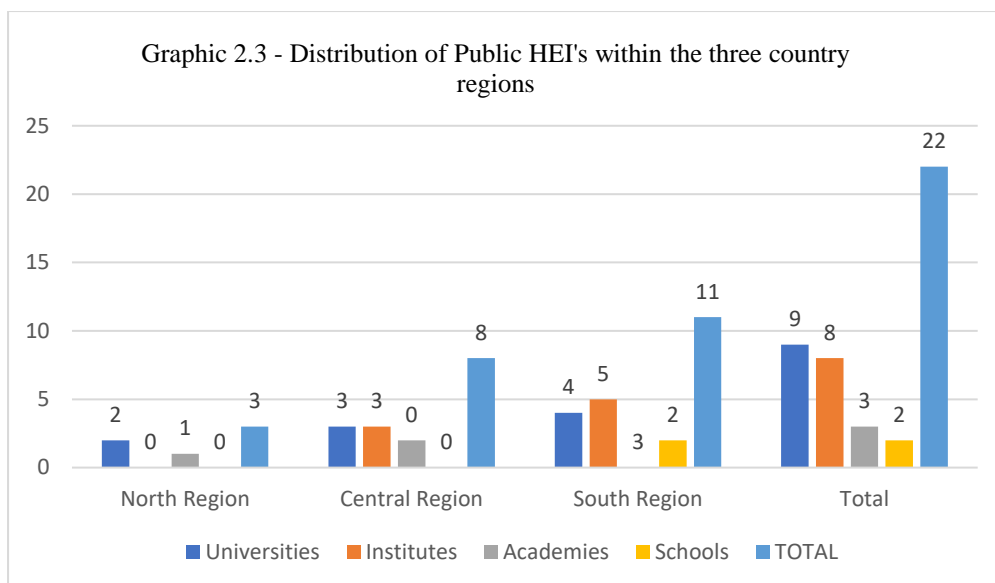
Source: Adapted from[69&70]

The Graphic2.3 above shows that there are 22 PUHEIs in Mozambique which are considered among the most prestigious HEIs in the country. These HEIs were established in strategic locations to facilitate access to education for Mozambicans.

2.5.2.2 Private higher education in Mozambique

The emergence of non-governmental universities has led to passionate debate on the nature of higher education in Mozambique. On the one side, there are those who are highly critical of non-governmental institutions of higher education allegedly because the private institutions are suspect because they are motivated by market forces (and religious ones, in the case of the Catholic and Islamic universities) and are therefore little interested in the wider demands of university education in a secular society. The PRHEI are also accused of weakening the governmental institutions by offering more attractive salaries to their faculty members who, as a consequence, dedicate less of their time to research or to their students at governmental institutions[2,60&75].

The apologists of a diversification of higher education in Mozambique defend the emergence of non-governmental institutions, arguing that they bring healthy competition to the field, lead to a growth in the number of university places without cost to government and society and stimulate greater regional equity by bringing higher education to the provinces[12&30].

Throughout its historical development, the private higher education sector operated on the fringes of the public higher education sector and, as such, was never identified as a factor in the higher education system of Mozambique. It's sudden burst into the mainstream of higher

education in the 1990s, in different forms such as franchises, partners to local public and foreign institutions, with a direct and independent presence of transnational institutions, or simply as local privately-established institutions, was largely thought to be a threat to the well-being of the higher education system of the country. This and other misconceptions about the sector still exist, even though it is gradually beginning to be understood[3&4].

The private higher education sector is dynamic, develops and changes with time. This dynamism suggests that there has to be a continuous study of its developments, its role in human resources, social development and in higher education, and of how the sector can be developed in order to give support to the higher education system of Mozambique, alongside the public higher education sector.

Private higher education dates back to the beginnings of the higher education system in Mozambique, early in the nineteenth century. However, because privately established institutions of the time never remained private institutions, but were taken over to become state-owned, there was no policy or legislation until the mid to late twentieth century, when some post-secondary institutions survived as private institutions[77].

Over the years, the higher education system in Mozambique underwent a considerable amount of growth and diversification to cope with modern centers of learning, influenced by various factors such as globalization, internationalization, and digitization. Moreover, the establishment of private universities in Mozambique was mainly due to the lack of capacity of public universities to accept students seeking admission to higher education institutions and by imposition of International Monetary Fund (IMF) and World Bank for reforms in education sector[2,3,11&64].

The establishment of private HEIs in the country attempt to provide equitable access to higher education institutions in places with limited access. Hence, the idea of private higher education in Mozambique is a process of education deregulation towards aiding higher education institutions to become self-managed through privatization[75]. The Catholic University of Mozambique (CUM) is the first licensed private HEI - University located in central region of the country. Yet, issues on educational imbalance particularly between north and south regions Mozambique are evident[21&70]. The Table below shows PRHEIs currently functioning in the country.

Table 2.10- PRHEIs operating in the country

ORD	NAME OF PUHEI	ACRONYM	HEADQUARTER	DATE OF CREATION
1	Escola Superior de Economia e Gestão	ESEG	Maputo City	2005/DC/34/05 of 23/08
2	Instituto Superior de Formação, Investigação e Ciência	ISFIC	Maputo City	2005/DC/57/05 of 27/12
3	Instituto Superior de Ciência e Gestão	INSCIG	Nampula– Nacala	2009/DC/28/09 of 25/07
4	Instituto Superior Cristão Tete	ISC	Tete – Ulónguè	2004/DC/62/04 of 29/12
5	Instituto Superior de Comunicação e Imagem de Moçambique	ISCIM	Maputo City	2008/DC/63/08 of 30/12
6	Instituto Superior Monitor	ISM	Maputo City	2008/DC/43/08 of 16/09
7	Instituto Superior Politécnico de Comunicação e Tecnologias	ISPOCET	Maputo City	2023/DC/76/23 of 26/12
8	Instituto Superior Dom Bosco	ISDB	Maputo City	2006/DC/51/06of 26/12
9	Instituto Superior de Estudos de Desenvolvimento Local	ISEDEL	Maputo Province	2012/DC/37/12 of 8/11
10	Instituto Superior de Educação e Tecnologia	ISET	Maputo Província	2005/DC/33/05 of 23/08
11	Instituto Superior de Formação, Investigação e Ciência	ISFIC	Maputo City	2005/DC/57/05 of 7/12
12	Instituto Superior de Gestão, Administração e Educação	ISG	Maputo City	2013/DC/28/13 of27/06
13	Instituto Superior de Gestão, Comércio e Finanças	ISGECOF	Maputo City	2009/DC/7/09 of 31/03
14	Instit. Sup. de Gestão e Empreendedorismo Gwaza – Muthine	ISGE – GM	Maputo Província	2014/DC/42/14 of 15/08
15	Instituto Superior de Gestão de Negócios	ISGN	Gaza Província	2011/DC/49/11 of 10/10
16	Instituto Superior Monitor	ISM	Maputo City	2008/DC/43/08 of 16/09
17	Instituto Superior Maria Mãe de África	ISMMA	Maputo City	2008/DC/52/08 of 30/12
18	Instituto Superior Mutassa	ISMU	Manica	2012/DC/38/12 of 8/11
19	Instituto Superior Politécnico e de Tecnologias	ISPOTEC	Maputo Província	2018/DC/65/18 of 9/11
20	Instituto Superior de Ciências Empresariais e Tecnológicas	ISCET	Maputo Província	2016/DC/43/16 of 10/10
21	Instituto Superior José Ibraimo Abudo	ISUJIA	Nampula	2023/DC/81/23 of26/12
22	Instituto Superior Boa Esperança de Nampula	ISPOBEN	Nampula	2023/DC/77/23 of 26/12
23	Universidade Adventista de Moçambique	UAM	Beira	2011/DC/40/11 of 10/10

24	Universidade Metodista Unida de Moçambique	UMUM)	Inhambane-Morrumbene	2014/DC/44/14 of 29/08
25	Universidade Nachingwea	UNA	Maputo Province	2011/DC73/11 of 30/12
26	Universidade Wutive	UNITIVA	Maputo Province	2003/DC/23/03 of 01/07
27	Universidade MussaBin Bique	UMB	Nampula Cidade	1998/DC/13/98 of 17/03
28	Universidade Católica de Moçambique	UCM	Beira	1995/DC/43/95 of 14/09
29	Universidade Técnica de Moçambique	UDM	Maputo City	2002/DC/42/02 of 26/12
30	Universidade São Tomás de Moçambique	USTM	Maputo City	2004/CM/04 of 30/06
31	Universidade Jean Piaget de Moçambique	UJPM	Beira	2004/CM/04 of 10/08
32	Universidade Alberto Chipande	UNIAC	Sofala Province	2009/DC/27/09 of 12/08
33	Universidade Politécnica	APOLITÉCNICA	Maputo City	1995/DC/44/95 of 13/09
34	Universidade Técnica D. E. Guilande	UTDEG	Maputo Province	2016/DC/42/16 of 10/10
35	Universidade Áquila	UNAQ	Maputo KaTembe	2018/DC/76/18 of 26/11
36	Universidade ISCED	UNISCED	Sofala	2014/DC/31/14 of 11/06
37	Universidade Iris	UNIRIS	Nampula	2023/DC/80/23 of 26/12
38	Universidade Sociotécnica de Moçambique	UNISOM	Beira	2023/DC/78/23 of 26/12
39	Universidade de Ciências e Tecnologias de Moçambique	UNISCTEM	MaputoCity	1996/DC/96/96 of 5/11 (convention in 26/12/2023)

Sources:[21,69,69, 70&78].

The Table above shows that 39 PRHEIs are legally operating in the country 24 of which are based in Maputo city (16) and Maputo Province (8). Only 15 PRHEIs are operating from other provinces such as Sofala (6), Nampula (5), Gaza (1), Tete (1), Manica (1) and Inhambane (1). Niassa, Cabo-Delgado and Zambézia provinces are note attractive for providers of PRHE.

The penalizing and discriminatory fact is that the provinces of Niassa and Cabo-Delgado are only ones that are not attractive for public and private investments in higher education institutions. The Graphic above elucidates this situation by region.

Graphic 2.4 - Distribution of Private HEI's within the three country regions
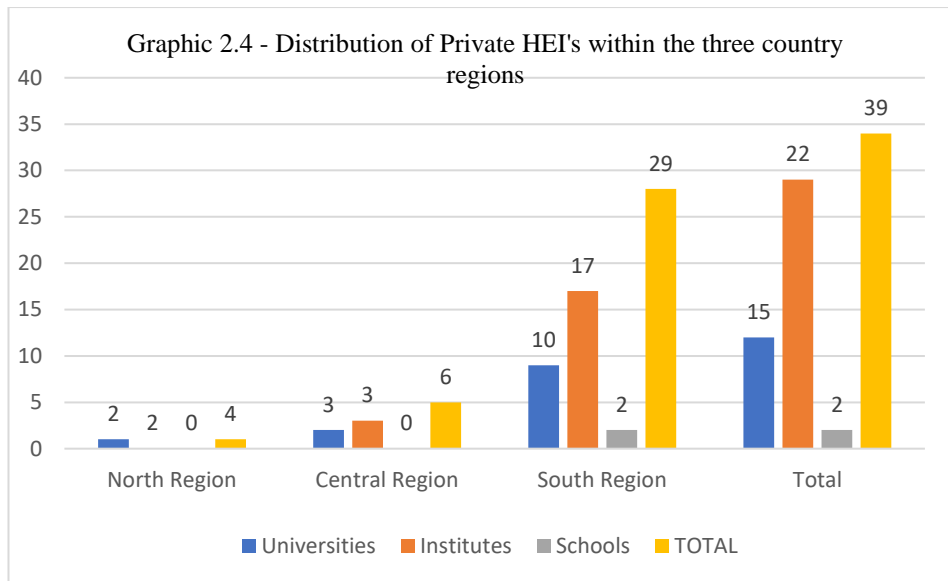
Sources: Adapted from[69&70]

North Region of Mozambique has an estimated population of over 30 million and comprises 3 of 11 provinces in the country. The higher education system in north region is known to be less-endowed financially in addition to scarce development capital for being the most underdeveloped region in the country. As shown in Figure 2.4 there are 4 private higher education institutions (universities) established in north of Mozambique. In general, the distribution of private universities across the three regions of the country shows that 75.0% is in south region, 17.8% in the central region and 7.2% in north region[2,21&&70].

Therefore, are more private higher education institutions in the south of Mozambique, predominantly in the Capital City- Maputo than in the north and central regions[70]. Most PRHEIs prefer more the south region due to the unavailability of a comprehensive education development link between both regions historically[2&3].

The development history of private higher education precisely started 1995 in Central region of Mozambique with the establishment of Catholic University of Mozambique in Beira – Capital City of Sofala Province, followed by then Polytechnic and University Higher Institute (ISPU) now A Polytechnic University in 1996 and Higher Institute of Science and Technologies of Mozambique (ISCTEM) in 196, both in Maputo city[3,4,6,64&69].

In Mozambique are 39 private HEIs of which 15 universities, 22 higher institutes (including 6 polytechnics) and 2 higher schools. The south region has the most private HEIs at 36 (57.1%), followed by central region at 14 (22.2%), compared to 2 private HEI (20.7%) in the entire north region despite been the most populous region in the. Thus, as a result of

establishing more private HEIs in the south, the imbalance among north, central and south regions in Mozambique continues to widen[21&70].

2.5.3 Quality assurance and accreditation of higher education institutions

An effective and efficient quality higher education system is vital for sustainable economic development in developing countries like Mozambique. Such a system, among others, improves the education and training of future employees, harnesses future leaders, fosters an enabling learning environment, and enriches the academic and intellectual landscape. However, the process of establishing an effective quality higher education system is driven by a number of forces that demand a balanced approach. There is a need to strike a balance between the provision of equal access for education and the availability of finance needed to manage mass expansion of higher education, and between the pressure for increased institutional autonomy and those for growing public. The specific contributing factors to the level of quality of education include governance/leadership, government oversight, students, instructors, funds, budget, and technology[57].

The expansion of HEIs in Mozambique brought about, as expected, a remarkable increase in student population. Between 1997 and 2010, the number of HEIs raised from 5 to 44 and the number of students from 10,000 to 120,000. The student population of the higher education system, including PRHEIs, increased from about 3,750 students enrolled in 1990 to 174,802 in 2015 of which 116,037 in PUHEIs and 58765 in PRHEIs. Furthermore, current data shows that in 2017 were enrolled 200,649 students of which 119,944 and 80,705 in PRHEIs and in 2020 were enrolled 240,000 students in 56 HEIs[5,58&64].

In 2017 the number of lecturers in 52 HEIs were 14,235 between national and foreign, 35,06 % of them working on full time contracts and 64.94% on part-time basis. From 4,992 full time lecturers, 1,967 (39.40%) had graduate diploma, 2321 (46.49%) had master degree and the remaining 704 (14.10%) were (Ph.D.) degree[59].

Some PRHEIs are heavily involved in the undergraduate programs. The rapid expansion in the number of HEIs and student population, with inadequate human and investment capital to implement quality of education, is affecting higher education in Mozambique. The development of higher education in Mozambique, rapid enrollment expansion is inevitably bringing progressively less qualified student into the system. The most

fundamental cause for the decline of education is the uncontrolled expansion of the sector in relation to available material resources and job opportunities[4&64].

Public spending on education declined from 19.3% in 1990 to 18.2% in 2003, commenting that the price of African education for its impressive (increased) enrollment has been a loss of educational quality[11&57]. Quality evaluation is intrinsically and indissociable process for higher education. It serves to determine the attainment and the grade of fulfillment of the higher educational. Quality is conformance to mission specification and goal achievement within publicly accepted standards of accountability and integrity[57&77]. The government has an obligation to protect learners from being exploited by unscrupulous private educational institutions, and that therefore it needs systems to indicate which institutions are officially approved[78&79].

The quality evaluation on Higher Education in Mozambique aims to respond the several challenges such as: to control quality declining, access expansion and equity by defining standards and indicators of learning; ensure efficient use of resources (human, financial, material, technological); establishment of mechanisms of accountability and quality control taking into account the autonomy of HEIs on student and lecturers mobility among institutions at national and international levels; and, finally to stimulate the search of excellence[2].

Higher education in Mozambique requires a huge portion of the national budget and a large proportion of taxpayers' money is spent on educational institutions, and so the government must have mechanisms and systems for monitoring higher educational institutions to improve them. The growing of HEIs from 1995 to 2010, were not followed by mechanisms of quality assurance and, consequently, the number of HEI raised from 5 to 44 and the number of students raised from 10.000 to 120.000 individuals[58&64].

The expansion of HEIs was limited to respond the demand in the context of massification where the most important was studying to improve the individual standard of life rather than quality assurance[80].In Mozambique, the term quality assurance is new in higher education context but rapidly, since 2007, becomes very important when the government put in place checks and balances to keep track of quality or standards in higher education institutions and systems, and to try to improve them[2].

In 2009 the Government of Mozambique established mechanisms aiming to ensure QA and relevance of services offered by higher education institutions. Hence in 2007 by decree 63/2007 of 31 December, the government created National System of Evaluation, Accreditation and Quality Assurance (SINAQES) and to operationalize them, created the National Council of Quality Assurance (CNAQ) [21,58,59,70,73&81].

2.5.3.1 Current set-up of quality assurance

Mozambique has one quality assurance organization which operates directly under the Minister of Education, the National Council of Quality Evaluation (CNAQ), which monitors quality in higher education institutions. The Ministry of Science, Technology and Higher Education, through National Directorate of Higher Education, also plays a direct role in monitoring educational quality[2&21]. Therefore, CNAQ is the National Council for Quality Evaluation in Higher Education. It uses both traditional methods of monitoring quality in higher education and more modern quality assurance methods.

CNAQ is a statutory organization whose activities are embodied in: a) Government Program 2020-2024; b) Ministry of Science, Technology and Higher Education; and, c) Strategic objective to ensure HE with national and international quality standards. In other words, it exists because a law was passed by Parliament and it is responsible to the Minister of Science, Technology and Higher Education[58&59].

Furthermore, CNAQ was created to monitor and improve the quality of higher education in Mozambique. CNAQ does this in three main ways: a) External evaluation of courses and/or programs of HEIs for accreditation purposes; b) External Evaluation of HEIs for accreditation; and, c) Implementation of QUANQES by the HEIs. In the process of external evaluation undertaken by CNAQ between 2016 e 2021participated many PUHEIs (19 of 22) rather than PRHEI (17 of 39) representing 86 % and 44%, respectively and the Table below elucidate this fact[21]. The Table below provides some information related to process of external evaluation of HEIs.

Table 2.11- Participation of HEIs in external evaluation

INSTITUTIONS	PARTICIPANTS		NONPARTICIPANTS		TOTAL	
	QUANTITY	%	QUANTITY	%	QUANTITY	%
Publics	19	86	3	14	22	100
Privates	17	44	22	66	39	100
	36		25		61	100

Sources:[21&70]

2.5.3.2 Quality assurance remarks

In Mozambique, the organizational reality in higher education is changing and shows that higher education policy reform has not been without problems and difficulties. CNAQ, as quality assurance organization must always be very careful that it is not adding unnecessary bureaucratic burdens to the HEIs it is monitoring, and that it can justify its requirements through some kind of evidence[64&82]. It must also be alert to the various problems that can exist with different approaches to monitoring and improving educational quality, and should never assume that it is easy or straightforward to make educational judgements[5].

Despite all these problems, however, it has to monitor and attempt to improve quality, even within imperfect systems; it has to make judgments about the quality of education. This means that CNAQ must always be self-critical, and open to criticism from outside. It also means that CNAQ has to make unpopular decisions at times, such as disaccrediting institutions, if it believes that the public will be short-changed by the educational programs offered by particular institutions.

The primary objective of the state, in and amongst the many other ancillary policy objectives it might have for higher education, and as it is in other spheres of government, is to construct a higher education system that is fundamentally focused on the project of modernization[78].

2.5.4 Summary of higher education development

Higher education is considered as one of the major developments in Mozambique, due to the belief of its capability to produce highly educated individuals who can play important roles in promoting economic development. Despite facing challenges such as inadequate funding and lack of professional workforce, an increase in average regional growth concerning student enrollment and the number of HEIs are witnessed across Mozambique. The emergence of PRHEIs in the country contributes to addressing the existing challenges of access among the Mozambican higher education system thereby promoting education to continuously be a driving factor to the country's growth and development[64,81&83].

The distribution of all 61HEIs across the three geographical regions of Mozambique indicates that 43 (13 publics and 30 private) are established in South Region, 11 (6 publics and 5 private) are fixed in the Central Region and only 7 PUHEIs are operating in North Region comparatively, with 12 universities in the south region with 10 in central region and 6in north region. Apart from universities, there are also 27 approved institutes, 3 academies and 3 schools[21,69&70].

2.5.4.1 Private and public HEIs across the country

In 1980's, public universities have dominated the higher education landscape in Mozambique but failed to cope with admission pressure evidently since the 1990s[3,4&64]. Furthermore, PUHEIs in Mozambique are poorly funded and lacking adequate resources. The managers or administrators are not happy with the lack of funding which contributes to the downfall of Mozambican PUHEIs. This means that poor governance is one of the factors that influence the underperformance of the public higher education sector in Mozambique.

In Mozambique, there are 61 HEIs of which 22PUHEIsand 39 PRHEIs unevenly distributed across the country what shows that there is no balance in the distribution and number of public and private institutions in Mozambique. Neither all provinces in Mozambique have PUHEI and PRHEI except the provinces of South Region – Maputo, Gaza and Inhambane[70].

2.5.4.2 The Need for private higher education in Mozambique

Globalization has influenced the educational trends causing higher education to move forward and cope with changes in global development. In Mozambique, the need for private higher education stems from several major issues including the inability to meet access demands in higher education and the degrading quality of university graduates in the country[5,21&70].

Furthermore, demographic changes and transitions contributed to the need for private higher education in the country just like the scenario of many south-east Asian countries. The continuous high population growth (or increasing population) is the current demographic issue threatening equal access to higher education. Also, gender discrimination is considered as one of the major hindrances in access to higher education[2,11&84]. Education needs in Mozambique are essential particularly to address lack of access to higher education, lack of staffing needs, and lack of funding and resources, thereby creating more demands for private higher education in the country. Thus, the requirement for private higher education in Mozambique stems from the necessity to pursue global competitiveness and addressing education issues in the country.

2.5.4.3 Challenges of private higher education in Mozambique

Higher education system is currently struggling with adaptations of its organizational and curricular arrangements to the requirements of mass higher education. But, behind and beyond the problems posed by the curricular, lies the chronic underfunding of almost all the

public and private education systems, rooted partly in their deep reluctance or refusal to charge realistic fees to students. Similar to other developments in different fields, the development of private higher education in Mozambique also faces certain challenges.

The challenges confronted by private higher education in Mozambique are more complex due to a combination of limited access to grants, increased cost, decreasing quality, and inflexibility in course selection. These challenges can be summarized as funding, staffing, and lack of infrastructural development. Suggested PRHEIs must consider certain challenges ahead including courses offered by public HEIs, limited academic and other staff, the affordability of tuition fees, and the quality of education. Furthermore, another major challenges in the development of private higher education in Mozambique include lack of awareness and orientation, inadequate human resources, and cost of operation[2,4&37].

2.5 CONCLUSIONS

Higher education is one of the key drivers of economic development and sustainability worldwide. Various strategies focusing on improving the education quality and systems become an important part of national goals in several countries across the globe. In particular, improving access and quality of higher education become a necessity in different countries. Higher education institutions are considered as producers of knowledge and the need for higher education learning is growing. Furthermore, higher education also contributes to social equality and promotes economic security[5]. Thus, higher education is a significant contributor to long term economic growth and development.

Currently, there are more private HEIs than public in Mozambique. However, most of the PRHEI are in the south region while only a few in the central and north region. Therefore, Mozambican government and policymakers must focus on developing policies, programs and launching initiatives such as emphasizing on improving its infrastructural facilities that will lead to the emergence of more private universities in the central and north regions. Policymakers should also consider increasing funding for HEIs as well as re-evaluating and improving higher education programs. The government could also encourage and support private HEIs to explore various alternatives to generate funds besides tuition fees[21&70].

Looking to the future, higher education institutions will have to become or remain active to move with the political, economic and technological winds. With increased globalization, many institutions will have to reimaging themselves in the light of global citizenship. Many institutions will rely increasingly upon online delivery education. Public

mission will need to be well-defined, well-planned and well-supported. The means of assessment will need to be clear, relevant and effective[13].

Some guesses, based on the foregoing analysis of trends in the higher education systems of modern societies, are as follows[46]: a) In higher education in 2030, there will be more of everything: more institutions, more kinds of institutions, more students and teachers, and more diversity among both institutions and participants; b) The development of the economy in all societies will continue to increase the demand for a labor force with more than a secondary school education, and reduce the size and numbers of the occupations that do not; c) The technical upgrading of jobs, and the link between the success of a business and the training and skill of its labor force will accelerate the interest of industry in supporting and continuing the education of their employees; and, d) Private business and industry, as well as individuals, will increasingly pay for what they want and need by way of further and adult education.

Governments at every level will be contributing a smaller proportion of the total costs of higher education; there are too many other demands on public money to support the continually growing demands of 'education' of all kinds. As a result, colleges and universities will become even more successful at selling their services, and the knowledge their research generates, to individuals and business interests. But governments will continue to be significant, even where inadequate, to the support of certain kinds of higher education particularly that which continues to be provided in universities insulated from market forces[84].

> *Education will allow you to achieve anything you put your mind to. If you are educated, you can go wherever and accomplish anything with confidence and precision. It provides stability in life, which no one can ever take away from you. Being well-educated and holding a college degree increases your chances of landing a better job and opening new doors for yourself.* ***George Washington Carver***

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CHAPTER 3

POLICY CONTEXT AND CONCEPTUAL FRAMEWOK

> *It is, I suppose, obvious enough that some higher education students learn better when there is a smile on the face of the lecturers.* **Hamlyn**

This Chapter of research describes the Policy Context of PRHEIs operation, conceptual framework underpinning quality management in this study and exposes the conclusion and challenges that quality management procedures put on the growth and the development of PRHEIs in Mozambique.

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3.1 INTRODUCTION

This Chapter of research describes the Policy Context of PRHEIs Operation and Conceptual Framework. The section two analyzes the issues of Policy Context of PRHEIs Operation in the Mozambican education system, namely: Overview of Regulatory Environment, Programme of Quality Assurance and Accreditation, The role of CNAQ, Process of Accreditation, *Stepsonism* and Dystopian Future of the PRHEIs, Potential straights of PRHEIs and the Strategies for PRHEIs Survival.

The third section discusses the theoretical framework underpinning quality management in this study. The conceptual framework is presented in order to understand the key challenging parameters for an effective management of HEI according to the internal and external environment based on framework of quality focused in the 8 key components that impact the quality management of an academic institution or Octet of Quality on Higher Education postulated by several researchers [1,2,3&4].

The fourth and last section, but not less important, of this chapter exposes the conclusion and challenges that quality management procedures put on the growth and the development of PRHEIs in Mozambique. Quality management in Higher Education is an established notion which is described vividly in terms of desirable characteristics of the activities undertaken, individuals involved, and infrastructure needed.

Therefore, this chapter supports a more collaborative approach. The public and private institutions are not competing and they are rather complementary. It is submitted that the regulations and regulatory bodies are more in favor of the public sector. This gap needs to be filled by revising the laws that regulate the industry. This is envisaged to help provide an opportunity for PRHEIs which meet the required higher education criteria or standard.

3.2 POLICY CONTEXT OF PRHEIs OPERATION

This section analyzes the issues of Policy Context of PRHEIs Operation in the Mozambican education system, namely: Overview of Regulatory Environment, Programme of Quality Assurance and Accreditation, The role of NCQA, Process of Accreditation, Stepsonism and Dystopian Future of the PRHEIs, Potential straights of PRHEIs and the Strategies for PRHEIs Survival.

3.2.1 Overview of the regulatory environment for PRHEIs operation

The construction of higher education in Mozambique is mainly established from 1962 with the creation of University General Studies of Mozambique (UGSM). From that time and the first years of independence of the country, the higher education was regulated by general laws on education[5,6&7], namely: Law 4/83 of 1983 and Law 6/92 of 1992.

First specific law on HE was the Law 1/93 designed to establish and regulate public and private HE in Mozambique. Law 1/93 was revised successively[6&8] in 2003 resulting in Law 5/2003, in 2009 giving origin the Law 27/2009. In March of 2023 the Parliament approved the Law 1/2023 currently in force regulating the judicial regime of the higher education subsystem.

Approval of Law 1/93, which established, for the first time, a legal regime in which space was opened for the entry of private operators into the establishment of higher education institutions in Mozambique, constituted the main premise that created a new dynamic in the higher education sector in the country. This Law established clear criteria to, in a first phase, authorize the creation and, in a second phase, allow the entry into operation of higher education institutions.

In February 1995, the Government created the "Comiche Commission" whose mission was to reflect, study, design and propose to the government a coherent policy on the expansion of higher education in Mozambique. However, the strategic plan, of the then Ministry of Higher Education, Science and Technology (MESCT), completely sidelined the criteria recommended by the Commission[6].

Although MESCT introduced a network of higher polytechnic institutes instead of expanding or creating alternative universities to Eduardo Mondlane, in the Center and North of the country, it was found that the strategy was not accompanied by a policy of developing adequate conditions for this higher education subsystem doing. This is how the State began to

license private higher education institutions and the opening of public higher education delegations occurs, in an injudicious way, even violating the legislation itself.

Therefore, from 1997 onwards, the State allowed public vocational institutions to expand the range of their activities, in order to intervene in other areas of knowledge and training without criteria of expansion up to 2010 when the number of students increased from 10 thousand to around 120 thousand; and, from 5 higher education institutions (3 public and 2 private) to 44 higher education institutions returning the responsibility of Higher Education to the Ministry of Education[6].

In 2023, the Parliament, under a proposal from the Ministry that oversees higher education (MCTES), approved Law 1/2023 of March 17, to regulate the Higher Education Subsystem and, in August 2 of the same year, approved the respective Decree 43/2023 which establishes the Licensing and Operation Regulations for Higher Education Institutions[9&10].

The Law 1/2023 and its regulation 43/2023 provide the legal framework in which PRHI's may operate. The Section 5 of the Higher Education Law states that: *"No higher education institution can begin its operation before authorization is communicated by the licensing entity, through prior accreditation and issuance of the permit"*. Therefore*, a*ll legally operating PRHEIs in Mozambique require registration as PRHEI and registration of all programs by the NDHE. Furthermore, all PRHEIs need to accredit all their higher education learning programs (qualifications) need to be recorded on the NQF with the SINAQES.

What stands out from the above provision is that there are procedures that PRHEIs need to follow what enable them to function appropriately. These processes have been clearly stated in the regulations for the Registration of Higher Education Institutions Decree 43 of 2023. This legislation controls the application process, requirements for registration, registration, as well as registration certificate of all private higher learning institutions in Mozambique.

Therefore, the Mozambican HE Subsystem is governed by specific regulations passed by the Parliament in form of decrees that regulated the operations of the Public and Private HEIs as summarized in table below[7,11&12]:

Table 3.1 – Summary of regulations governing the HE Subsystem

ORDER	LAW/DECREE	CONTENT OF THE SUBJECT	PUBLICATION
1	44.530/1962	Decree-Law of Higher Education in Mozambique (General University Studies of Mozambique)	August 21, 1962
2	6/1992	Law of National Education System	May 6, 1992
3	1/1993	Law of Higher Education	June 24, 1993
4	1/2000	Law of Ministry of Higher Education, Science and Technology (MHEST)	2000
5	5/2003	Law of Higher Education	January 21, 2003
6	63/2007	Decree of National System for Assessment, Accreditation and Quality Assurance of Higher Education (SINAQES)	December 31, 2007
7	27/2009	Law of Higher Education	September 29, 2009
8	23/2009	Resolution of Professional Qualifiers for specific functions of the National Higher Education Quality Assessment Council (QPFE-CNAQ)	December 10, 2009
9	30/2010	Decree of Regulation of the National Qualifications Framework (QNQ)	August 13, 2010
10	32/2010	Decree of National System for Accumulation and Transfer of Academic Credits (SNATCA)	August 30, 2010
11	48/2010	Decree of Regulation and Licensing and Operation of Higher Education Institutions	November 11, 2010
12	29/2010	Decree of Regulation of the National Council for Higher Education	August 13, 2010
13	27/2011	Decree of Inspection Regulations for Higher Education Institutions	2011
14	1/2023	Law of Higher Education Subsystem	March 17, 2023
15	43/2023	Decree of Licensing and Operating Regulations of Higher Education Institutions	August 2, 2023
16	24/2023	Resolution delegating to the Minister who oversees the Higher Education Subsystem the competence to approve and amend the statutes of private Higher Education Institutions	August 2, 2023

Source: Adapted from[7,11&12]

A common feature of both general laws and decrees on higher education is that they have been designed to regulate both public and private HEIs and that no specific laws have been approved exclusively for private higher education, differently to what happens in other countries where PRHEI are governed by specific laws and regulations[12].

This feature supposing integrated nature or equality of the Mozambican HE system, in which private HE is not viewed as a separate sector but as an integral component of the national HE system as a whole, can be seen as symptomatic and discriminatory, deliberately conceived for victimization of PRHEIs and favoritism of PUHEIs instead of developing equitable laws for the two different types of organizations (PRHEIs and PUHEIs) that assume different characteristics, sizes, climate and types.

Besides the regulations for HEIs as alluded to above, it is also worth noting that previously there were a number of instruments that regulated the operations of the HEIs. It is

clear that the Mozambican Ministry of Science, Technology and Higher Education regulates all these provisions to ensure that the PUHEIs and PRHEIs offer quality education. It seeks to guarantee that students, as well as the community are protected against dishonest providers. However, despite all these arrangements, there is difference between private and public institutions of higher learning in respect of the social agenda.

The new Higher Education Law and the respective regulations present weaknesses, inconsistencies and instabilities resulting from governmental imprints over the 30 years of its existence. During this period, the first Higher Education basic Law, 1/93 of June 24, was revised successively in 2003, 2009 and 2023 with different periodicity of 10, 7 and 14 years, respectively.

3.2.2 The Governance of the PRHEIs

The governance comprises a complex web including the legislative framework, characteristics of the institutions and how are they related to the whole system. It includes funding structures and their accountability, and defines fewer formal structures and relationships that steer and influence behavior. Governance can be executed national (meso) level, referred as external governance, as well as institutional (micro) level, also known as internal governance[13].

The growing complexity of national systems of higher education – its volume, accelerated growing of private sector, characteristic variability – as the key for nations development and the limitations to keep themselves in front of society of information and knowledge lead the governments to abandon their positions of *laissez-faire*, typical of 1990s when privatization was considered as palliative for quantitative expansion without control of quality, to adopt a new attitude with respect policies formulation aiming quality control through evaluation and certification. The objective was to conciliate the expansion with quality without interrupting the process of PRHEIs, creating appropriate policies and instruments for their control[14].

In Mozambique, since 1975, the governance and operational mechanism of the higher education basically involved the Ministry of Education and Culture as the highest body, designed the governance mechanism for the sector[5]. The Ministry as the core body defined the practices and formulated and approved the policy and operational norms of managing the higher education.

The Ministry had first been established as the Ministry of Higher Education, Science and Technology (MHEST) in 2000. In 1915, it was resurrected as Ministry of Science, Technology, Higher Education and Technical Professional (MCTESTP)[6] and then, in 2020, as Ministry of Science, Technology and Higher Education (MSTHE).

In the last 10 years, the governance and operational mechanism of the HE is basically ensured by the Ministry that superintends the Higher Education through National Directorate of Higher Education (NDHE). The National System for Quality in Higher Education (SINAQES) was the founding document for establishment of National Qualification Framework (NQF). One of the functions of NQF was to develop a National Qualification Framework of Higher Education (QUANQES) and SNATCA. Overall monitoring, supervision, management and marketing are the responsibility of NDHE. The Ministry, also, supervises NDHE and National Council for Quality Assurance (NCQA).

The Higher Education Law of 2023 determines governance. The implementation and management of quality assurance of higher education is mainly under responsibility of the Ministry of Science, Technology and Higher Education (MSTHE) through National Directorate of Higher Education (NDHE) and National Council for Quality Evaluation (NCQA).

The major governance events, actors and enacted policy that have impacted on the performance of the HE in Mozambique, along with the corresponding dominant political discourse in place at the time are presented in chronological order on adapted Table 3.2 below[15].

Table 3.2 - Governance events, actors and enacted policy

PERIOD	EVENT	ACTORS	DISCOURSE	IMPLICATIONS
1960– 1973	Creation of University General Studies	Portuguese Government (PGov)	Partnership PGov & Religious Institutions	Promotion of Private Education
09/1974 – 25/1975	Transition Government	PGov & Moz Gov of Transition	Power Transmission	Independence at 25 June 1975
1976 – 1994	Centralized Education	Gov of Mozambique	Nationalization of Education	Massification of Education
1995 – Up to date	Market Economy	Gov of Mozambique	Education Liberalization	Emergence of PRHEIs

Source: [15]

3.2.2.1 The Internal management structure of the PRHEIs

The governance at institutional level it is focused on autonomy or self-governance. According to the Law of Higher Education and its Regulation, HEIs enjoy administrative, financial, patrimonial and scientific-pedagogical autonomy. However, autonomy does not prevent HEIs from being subject to adapting their actions to strategies and plans for national development, regional and global integration, as well as the dimensions, indicators and quality criteria defined by SINAQES.

The government intention is to see that both public and private HEIs are able to govern themselves, including the implementation of efficient and effective internal quality assurance processes and strategies.

3.2.2.2 Classification of private higher education institutions

There are diverse PRHEIs as there are various public higher institutions of learning. PRHEIs can be distinguished by their size, focus, ownership, prestige and specialization. The 7 types of PRHEIs are identified[16] and presented in Table 3.3 below:

Table 3.3 - Types of private higher education institutions

ORDER	PRHEI TYPE	CHARACTERIZATION
1	Financial dimension	Revenue as well as the expenditure side of the budget. Tuition fees and their proportion of total revenue are sensitive. Operate for financial gain.
2	Ownership dimension	Owner might be non-profit organization, private companies or foundations, churches or associations.
3	Similar to public institutions	Offering programs similar to public universities. However, they are restricted by legal framework of a specific country.
4	Level of programs	Institutions offering undergraduate programs. Other private institutions specialize only in the domain of master's programs, emphasizing on professional and executive mastery of skills and knowledge
5	Focusing on orientation and scope of activities	Institutions target the international market. They direct themselves to the international market, therefore their learning outcomes should align with the international needs.
6	Focusing on specific type of students	Private sector wants to attract specific students. As a result, some institutions only focus on enrolling foreign students. These institutions could have several motives such as "financial-economic, socio-cultural or – very simple – noble opinions on "solidarity" or "humanity"
7	Size and width of the Programs offered.	Institutions strive for a larger program. Others limit themselves to one program.

Source: Adapted from[16]

Against this backdrop, it is argued that there are several types of PRHEIs. This should be one of the reasons that there is a challenge in respect of quality assurance. That is to say, one institutional goal differs from one another.

In Mozambique, higher education institutions are further classified ownership and size dimensions. Based in ownership the HEIs are classified in two types which the owner might be state or government, non-profit organization, private companies or foundations, churches or associations, namely[9&10]: a) Private higher education institutions – are those belonging to private or mixed legal entities, whose main sources of revenue are private, which can be classified as profitable and non-profitable and take the form of an association, foundation, commercial society or cooperative; and, b) Public higher education institutions – are those supervised by the State, whose main source of revenue is the State Budget and are supervised by it.

Regarding size dimension, HEIs are made up of 4 classes striving for a larger program or limiting themselves to one program[9&10], such as: a) Universities, Military and Paramilitary Academies – institutions that have human and material capacity for teaching, scientific research and extension in various fields of knowledge, providing theoretical and academic training, being authorized to award academic degrees and diplomas; b) Higher Polytechnic Institutes – higher education institutions, whether or not affiliated with a university, authorized to award academic degrees and diplomas. Their mission is to carry out teaching in up to two domains of knowledge, with this teaching being, in addition to the theoretical, very practical with a broader vision and connection to the job market. Its focus is on directing its curriculum plans towards the practice of professions; c) Higher Institutes – specialized institutions affiliated or not with a university, whose main mission is to provide higher education, in one of the areas of knowledge, theoretical, applied and professional, authorized to award academic degrees and diplomas; d) Higher Schools – higher education institutions affiliated or not with a university, a higher institute or an academy, which are dedicated to teaching a certain branch of knowledge and extension and which are authorized to award academic degrees and diplomas.

The size dimension classification raises up the problem of paternalism and *Stepsonism* between public and private higher education institutions. The generic higher education institutions (Private Higher Institutes) are classified in third position (*Stepsonism*) with one domain while the specific higher education institutions (Public Polytechnic Institutes) are placed in second position with two domains (*Paternalism*).

3.2.2.3 Management bodies of HEIs in Mozambique

The Law 1/2023 and regulation 43/2023 determine that Universities, Military and Paramilitary Academies are led by a Rector, who is assisted by Vice-Rector. Higher Polytechnic Institutes, Higher Institutes and Higher Schools are led by a General Director, who is assisted by Deputy General Director. The Rectors, Vice-Rectors, General Directors and Deputy General Directors of HEIs must be citizens with an academic qualification of doctor. The leaders of the Academic and Scientific Organic Units of the HEIs must be citizens with an academic qualification of doctor. In the process of nominating candidates for HEI management bodies, it is incumbent upon: a) Collegiate bodies present proposals for candidates for Rector and Vice-Rector of public Universities, Military and Paramilitary Academies to the President of the Republic in accordance with the law; b) The collegiate bodies present proposals for candidates for General Director and Deputy General Director of Higher Polytechnic Institutes, Higher Institutes and public Higher Schools to the Prime Minister in accordance with the law; c) The founding entities, upon proposal from the respective competent collegial bodies, appoint, dismiss and dismiss the Rectors and Vice-Rectors of private Universities, in accordance with the respective Statutes; d) The founding entities, upon proposal from the respective competent collegial bodies, appoint, dismiss and dismiss the General Directors and Deputy General Directors of the Higher Polytechnic Institutes, Higher Institutes and Private Higher Education Schools, in accordance with the respective Statutes.

As can be noted above, the Law imposes that the managers of HEIs at institutional level must hold an academic qualification of Doctor with (Ph.D.) degree. It must be observed that academic qualification of "Doctor" is a specific technical competence that is not a sufficient and necessary condition to manage HEIs efficiently because the management process of HEIs requires management competences.

Therefore, the legal imposition of doctoring people in management positions results that the HEIs are managed by people with specific higher technical qualifications but with no management competences and this inversion of papers leads to chaos in management of HE system in general and of HEIs in particular.

3.2.3 Program of quality assurance and accreditation

Higher education institutions have been undergoing a series of transformations, ranging from expansion to diversification and internationalization. And a considerable part of these actions is associated with State intervention both at national and international level. Associated with this, in the 1990s, states began to worry about expanding and evaluating productivity and performance indices in their education systems, which would result in the improvement of cultural capital and a source of international competition[8].

The perception of evaluation within the evaluation process is based on different methodological foundations of evaluation, which considers the evaluation of learning, curriculum, and teachers within the higher education system[17]. Types of assessment can be classified according to various criteria, as indicated below[8]: a) External evaluation – carried out by experts exogenous to the institution responsible for the program, with experience in the activity; b) Internal assessment - carried out by people within the responsible institution; It is, c) Mixed evaluation, which combines the two types of evaluations, but allows external evaluators to have a connection with the participants of the program being evaluated: and, d) Participatory evaluation – used in small projects and allows the participation of beneficiaries of actions in their planning, programming, execution and evaluation.

Two types of assessment instruments can be identified: quantitative and qualitative. Quantitative instruments basically deal with the construction of statistical indicators (standardized census or sample tests), such as: number of students, teachers, and relationship between incoming and outgoing students, qualifications, dedication, teacher qualifications and infrastructure: library, laboratories, which makes it possible to construct numbers for analysis and comparison.

Qualitative instruments include self-assessment elements, such as: interviews, questionnaires, community involvement, management practice, curriculum analysis, course plans and others, and which involve subjective aspects. Two dichotomies arise to discuss the quality of higher education: the qualitative dimension and the quantitative dimension[18].

The notion of complexity of the reality to be evaluated, such as the higher education course or institution, allows the use of information or techniques of a specific nature - quantitative - and can represent a loss of key subjective information - qualitative. The excessive use of quantitative information, as "the basis for evaluating higher education", in addition to pressuring individuals to achieve certain quantitative indicators, is not capable of guaranteeing that the quality of the work performed is assessed.

Information of a qualitative and quantitative nature can be used in combination, but it is important to consider other aspects such as the actors' subjective perception of the process of which they are part, the organizational and institutional climate, motivation, commitment of the actors involved, and other dimensions. However, national assessment systems from different quarters of the world have had difficulties in identifying quality indicators and the concept of quality, and the operationalization process has proven to be complex[19].

Considering the difficulty and diversity of defining the quality of higher education three basic trends are suggested[20]: a) Economist, which is linked to economic growth, employability and efficiency; b) Pluralistic, focused on economic, cultural, social and democratic development, considering differentiation, relevance and participation; and c) Equity, aimed at promoting equal opportunities and social cohesion.

The Government of Mozambique and the Parliament establish a set of political and normative mechanisms to promote the quality of higher education that indicate the main legal instruments that regulate the functioning of public or private higher education, and, on the other hand, the procedures and quality indicators of higher education.

The assessment of the quality of higher education in Mozambique aims to respond to the various challenges[18,21,22&23] namely: a) Control the decline in quality and the expansion of access and equity, through the definition of teaching quality standards and indicators; b) Ensure the efficient use of financial resources, considering the increase in the number of students, teachers and technical and administrative staff; c) Establish mechanisms for accountability and control of the quality of teaching, given the autonomy that HEIs have, ensuring the mobility of students and teachers between institutions, both nationally and internationally; and, finally, d) Encourage the search for excellence.

The Mozambican accreditation framework is based in program accreditation that requires all programs of PUHEIs and PRHEIs to comply with 9 indicators and 355 criteria for institutional and courses evaluations[8]. But PRHEIs that are required to submit their programs for reaccreditation are requested to provide evidence that they are comply with all indicators and criteria containing minimum standard combined.

3.2.3.1 The role of National Council of Quality Assurance (NCQA)

From 1990s, in terms of re-adjustment to the capitalism system, the new order is the knowledge as product. The Higher Education is compelled to adequate to the market logic and takes its institutional mission in marketing dimension, in an education environment where quantity is preferred rather than quality. The number of enrolments in Higher Education raised,

there was developments in terms of quantities, demonstrating that, until then, very few students had access to academic benches. This progress was influenced by different factors such as major indexes of basic schooling, major offer of higher education courses, creation and expansion of private and public higher education institutions, distance learning education, as well as PRHEIs marketing, what transformed the higher education as profitable sector of selling and buying higher education formations degrees[17&24].

Historically and traditionally, quality assurance (QA) organizations have had two functions: the enhancement of the quality of institutions and programs the accountability of the results of teaching and learning. The enhancement function has been executed primarily in systems of high trust, whereas the accountability function has been developed to prevent bad quality of institutions and programs, and thus to protect the beneficiaries i.e., students and society[25].

In Mozambique, legal provisions regulate the creation, operation and dynamics of higher education and aim to ensure the smooth running of higher education and thus increase quality. In order to guarantee quality assessment in higher education institutions, the Government of Mozambique established the National System of Assessment, Accreditation and Quality Assurance in Higher Education (SINAQUES), through Decree 63/2007, of 31 December[8]. The responsibilities of SINAQES include[26], but not limited to: a) Develop and promote the principle of constant culture in the search for quality in the services provided by higher education institutions; b) Identify, develop and apply quality standards and indicators; c) Inform society about the quality of teaching in higher education institutions; and, d) Contribute to the integration of Mozambican higher education in the region and the world.

Therefore, SINAQES was created considering the expansion of HEIs in Mozambique, associated with national, regional and international requirements and needs, concomitantly, harmonizing the needs and adequacy of higher education to internal requirements and global, regional and global quality standards[26]. SINAQES presents three dimensions of which[27&28]: a) Self-assessment - set of standards, mechanisms and procedures that are operated by the HEIs themselves to evaluate their performance; b) External Evaluation - set of standards, mechanisms and procedures that are operated by entities external to higher education institutions to evaluate their performance; and, c) Accreditation - is the culmination of the external evaluation process that consists of certification by the implementing and supervisory body of SINAQES, of the quality of a higher education institution or its courses and programs. The three dimensions present different principles[8] shown in the Table 3.4 below:

Table 3.4 - Dimensions and principles of SINAQES

DIMENSIONS	PRINCIPLES
1 Self-Evaluation	Participation
	Transparence
	Regularity
	Incrementality
	Obligatority
	Divulgation
2 External Evaluation	Objectivity
	Equality
	Transparence
	Participation
	Regularity
	Periodicity
	Confidenciality
3 Accreditation	Objectivity
	Equality
	Transparence
	Regularity
	Periodicity
	Independence

Source: [8]

To operationalize SINAQES, the Government of Mozambique created, through the same Decree 63/2007, the National Council on Quality Assurance (NCQA) as the implementing body of SINAQES, with the following objectives: a) Improve the quality of higher education; b) Provide society with well-documented information on the performance of HEIs; c) Develop an institutional culture of Quality Assurance; and, d) Ensure compliance with the requirements for official recognition of HEIs and their study programs.

In the context of SINAQES, accreditation is seen as a procedure through which the NCQA formally verifies and recognizes the conditions and quality standards required for accreditation of certain study cycles or higher education institutions. Two accreditation processes are distinguished: i) Subsequent evaluation of courses, programs and HEIs in operation; and, ii) Prior evaluation of courses, programs and HEIs to open.

3.2.3.2 The Process of accreditation

Accreditation is defined as an evaluation of whether an institution and/or program meet the threshold standard and qualifies for a certain status. It is worth noting that obtaining the accreditation may have an impact on the PRHEI as well as the registered students[29].

In fact, the Mozambican higher education system compels all HE institutions to have their programs accredited with the National Council on Quality Assurance (NCQA). Thereafter, they may register each qualification with Mozambican Qualification System for

Higher Education Authority (SINAQES). SINAQES registers and records the qualification in the National System for Transference of Academic Grades (SNATCA/NSTAG). It is submitted that a PRHEI, before enrolling its students, must first register with the NDHE. It must register every single program that it plans to enroll students' in[28].

In essence, NCQA controls the quality in higher education. It therefore follows that NCQA comprises of a subcommittee that is responsible for programs accreditation[27&28]. The said committee is named Higher Education Quality Committee (HEQC). During the process of accreditation, high education programs are evaluated against NCQA's 9 quality indicators and 355 criteria of accreditation[27].

The procedure followed by PRHEIs is described below[27]. PRHEIs submit their application for program accreditation to the NCQA, where it goes through a lengthy process. This is mainly because of the NCQA's peer-review model, in terms of which each program is subject to various checks before it is sent to a subject evaluator for assessment. A detailed report is subsequently tabled with the Accreditation Committee and then submitted for approval at the NCQA meeting. A program may accordingly receive any one of the following four outcomes from the NCQA: a) *Not satisfactory with a score of 0-59%*; b) *Satisfactory – level C with a score of 60-79%accreditation is made with reservations for a period of 2 years*; c) *Good - level B with a scale between 80 and 89%* and accreditation is done conditionally for a period of 3 years; and, d) *Excellent – level A that provides full accreditation for a period of 5 years. with a score of 90 to 100%.*

The programs submitted for accreditation are evaluated against the 9 quality indicators and 355 program accreditation criteria. However, PRHEIs are required to re-accredit their programs every two to five years (a cycle), where upon the PRHEI are required to re-accredit their programs to meet the minimum standard requirements for the accreditation criteria. The process for program accreditation (and re-accreditation) requires PRHEIs to develop and submit over thirty different policies linked to the various criteria for the program accreditation process in Mozambique.

The accreditation process in Mozambique is at an embryonic stage and depends on participation and actions to be carried out by higher education institutions themselves[30]. However, between 2016 and 2022, of the universe of 56 existing HEIs, only 13 HEIs (23%) were evaluated and accredited, of which 9 were public (16%) and 4 were private (7%), benefiting a total of 57,170 students. The results of external evaluation of courses and accreditation indicate that, in 2022, 148 courses were evaluated, 132 of which were accredited, comprising 91 public institutions (69%) and 41 private institutions (31%). However, from 2016

to 2021, 464 courses and programs were evaluated in various higher education institutions, of which 394 were accredited[27].

Table 3.5 – Courses Evaluated and Accredited in 2016

TYPES OF HEI	COURSES EVALUATED	COURSES ACCREDITED	INDEX OF QUALITY
Publics	280	253	90
Privates	184	141	77
Total	**464**	**394**	**85**

Source:[27]

According to the table above, 280 courses evaluated in public education institutions, 253 were accredited corresponding to 90%. For 184 courses of private institutions, 141 courses were accredited representing 77%. Public institutions have a greater number of accredited courses and a higher performance rate compared to private institutions. The level of submission of courses or programs for the purposes of accreditation by the NCQA has been very low on the part of private HEIs (17) in relation to public institutions (19).

The obvious reasons for this low level of submission of courses and/or programs for accreditation purposes lie in the fact that the accreditation process of PRHEIs is a lengthy process, it is payable and the misalignment of regulations clearly favor the public institutions of higher education.

3.2.4 The Role and challenges of the PRHEIs

The higher education sector has gone tremendous change in the last few years. Growing demand and lack of capacity in public sector institutions and withdrawal of government's budgetary support has led to exponential growth in the private higher education institutions. The higher education is facing challenges of reduced support from government, enhanced competition among colleges to attract students, increasing cost of higher education[31].

The hanging environmental forces like rapid changes in the technological developments, globalization of industry, and changing expectations of students, employers, and increased diversity at work place make the role of institutions even more challenging. Diverse needs of the students, limited academic resources in terms of number of good quality faculties are issues which need to be addressed urgently.

The historical factors, pressure of globalization, regional imbalances, need for trained human resources at all levels, high rates of illiteracy, low ratio of the university population,

deficit in terms of infrastructure, enormous potential in agriculture and tourism, promising and threatening population growth, windows created by the recent discovery of natural resources such as gas and oil combined with coal are imposing great challenges on higher education in the world[32].

It is true that, globally, it is a time of great opportunities and high levels of socioeconomic and technological growth, but at the same time of sociopolitical, financial and cultural crises are more or less prolonged and impactful. Furthermore, the world is going through profound and accelerated transformations, aggravating scenarios of individual and collective tension and uncertainty and that, particularly in Africa, due to all the accumulation of historical circumstances, not only are asymmetrical situations deepening and multiplying deep, at various levels, but they have also been worsening a state of crisis that tends to worsen and multiply[33].

3.2.4.1 The role of PRHEIs

There are different views and opinions about the advantages and disadvantages of public and private higher education. Supporters of each sector provide their arguments and support them with evidence. Public monopolies are fast disappearing around the world and the process has accelerated over the last two decades to such an extent that public monopolies, especially in higher education, are now confined to just ten countries out of a total of 179 in the world[34].

The most prominent driver of the recent growth in private higher education is absorbed demand that PUHEIs have been unable to meet. A widespread belief, which has partly fueled the expanding demand for and supply of higher education in many countries, is that greater access to higher education would allow formerly marginalized groups to participate. Despite this, many PUHEIs are still far from achieving open and fair access. Private HEIs serve these marginalized groups in society that are often excluded from public higher education[16].

The PRHEIs play a significant role in the world in general, and in Mozambique in particular. Annually, Mozambique public institutions receive countless first year applicants into higher education. However, the 22 public higher education institutions do not have the capacity to accommodate all the applicants. The lack of space in many public institutions has led many parents to opt for private institutions[6&7].

Over and above the shortage of space, another challenge is the criteria of exams of admission to these institutions caused non-appetence for PUHEIs by students which see on PRHEIs as last (residual) alternative to pursuit their studies at higher level. Furthermore, the

PRHEIs experience an increase in respect of their enrolment compared to the public sector. These challenges created a gap for private institutions to fill in the higher education sector. However, there are conditions for private institutions to be eligible to operate in Mozambique[7&8].

The private higher education sector cannot survive in a poor country where there is no one to pay. The cost of a student in public education is three times greater than the cost of a student in private education and from the point of view of the strategic development of higher education, the private sector is undercapitalized and cannot truly develop academic activities of knowledge production, solid training and teacher training programs and scientific research[6,7&8].

Mozambique is facing the triple challenges of poverty, inequality and unemployment that affect the socio-economic and the political conditions in the country. The private higher education sector cannot survive in a poor country where there is no one to pay. The cost of a student in public education is three times greater than the cost of a student in private education and, from the point of view of the strategic development of higher education; the private sector is undercapitalized and cannot develop academic activities to produce knowledge, solid training and teacher training programs and scientific research. Furthermore, the higher education sector is transformed in a competition arena between private and public institutions when they could work together[6].

The quintet of challenges facing higher education in Mozambique, to fully fulfill its historical role of promoting socioeconomic development, progress and the well-being of the entire society, is presented below[7]:

Figure 3.2- Quintet of the PRHEI's challenges
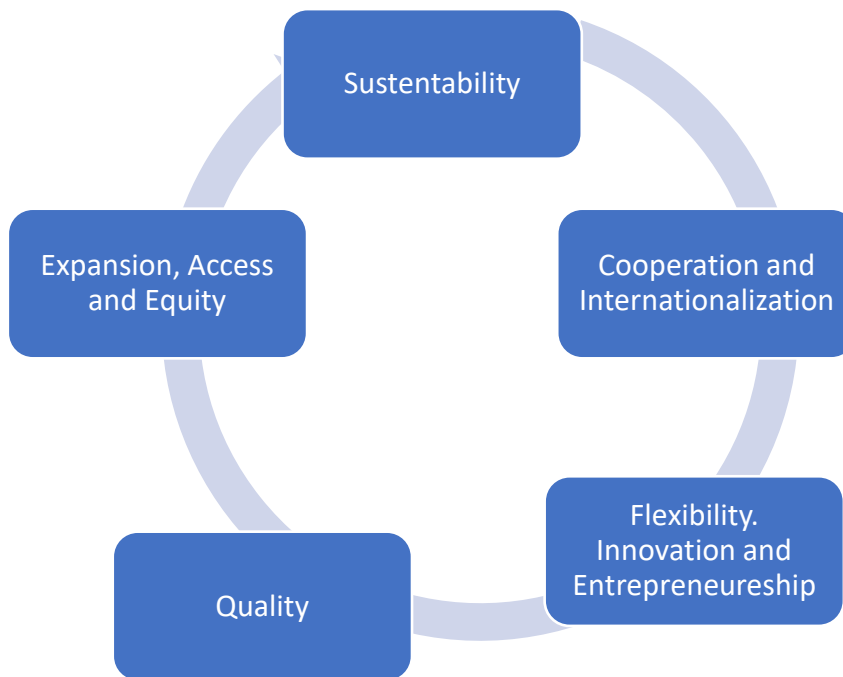
Source: Adapted from[7]

a) Sustainability - Private HEIs ensure their functioning fundamentally through fees paid by students. Government funds, through the National Research Fund (FNI) and the Institutional Development Fund (FDI), are accessed through public competitions in which public HEIs are favored. The economic and financial crisis affects the sustainability of PRHEIs, in all aspects, which must have a clear vision and a well-defined strategy regarding sources of financing to ensure the full functioning and quality of PRHEIs, given that without money there is no PRHEIs. PRHEIs must include in its terms of reference an entrepreneurial attitude that creates objective conditions to survive, maintain, grow or develop in the higher education market;

b) Expansion, Access and Equity - the almost exponential growth of PRHEIs, which went from 3 PRHEIs in 1995 to 39 in 2023, the ratio of the university population in the country, in comparative terms, is very low. On the other hand, notable differences in access between the different regions of the country continue, despite practically all provinces having HE. Another unacceptable gap is the relationship between men and women, both at entry and at the end of the courses, remains extremely unequal, at a ratio of 1:3;

c) Quality – PRHEIs are challenged to create a true culture of quality that is transversal and increasingly credible, involving the labor market and society in general in the areas of management, teaching, research, extension and infrastructure and equipment;

d) Flexibility, Innovation and Entrepreneurship – PRHEIs must have the capacity to renew, reinvent and place themselves at the forefront of logics and dynamics that should be explained, predicted, nurtured and monitored by them. PRHEIs leaders, at all levels, must be able to cultivate non-conformity, creativity and a solid and permanent entrepreneurial spirit;

e) Cooperation and Internationalization - it is practically unthinkable for an HEI, in the 21st century, to succeed without solid internal and external partnerships. At the internal level, rather than investing in competition between PRHEIs and/or PUHEIs, HEIs should invest more in cooperation, as some already do, in order to jointly explore the opportunities and threats that exist in the Higher Education market. Being part of international networks is increasingly established as an important indicator of vitality and quality in higher education and, therefore, this must be a strategic and permanent option for PRHEIs. Cooperation, whether bilateral or multilateral, by allowing mechanisms for more or less systematic exchange of resources and knowledge, which in turn contribute to individual and institutional development, is certainly a fundamental factor in the development of institutions themselves and the country.

Despite all the recommendations raised in respect of PRHEIs, the reality is that quality assurance and accreditation remain the weapons that are used by the higher education sector to undermine and restrict the operations of PRHEIs. The quality assurance in PRHEIs impacts negatively on their operations and prospects.

The new Higher Education Law 1/2023 and its Regulation 43/2023 and quality assurance procedures of NCQA are used by the MSTHE – NDHE as a tool to protect the public against what it calls proliferation and illegal activities of the PRHEIs in the higher education sector. The two legal instruments are misaligned and they clearly favor the public institutions of higher education. Arguably, policies in higher education system appear to favor of public providers.

The surge and expansion of PRHEIs in Mozambique is an indication that the private sector education is making significant progress. As a result, the PRHEIs are considered as being in competition with Public Higher Institutions. This situation is envisaged to influence the MSTHE - NDHE to tighten its policies in order to control the PRHEIs. Considering that, the accreditation process of PRHEIs is a lengthy process, it is not without its challenges. The concern raised is the cumulative financial impact during the accreditation process given the fact that it is payable.

3.2.4.2 Stepsonism and dystopianism future of PRHEIs

The Stepsonism and Dystopian realities are characterized by the perspective of a Private Higher Education tenebrous, saturated of uncertainties, Challenges and barriers related to its survival. The dystopias generally bring private higher education controlled by the state or by others extreme means of rigorous control that create unsupportive conditions of life to PRHEIs and people. Generally, they are based in actual situation idealized in extreme future conditions.

In this research, the terms ***Stepsonism*** and ***Dystopianism*** are used analogically to describe the situation in which the state, through the ministry superintending the higher education, use the programs of quality assurance and accreditation as the weapons to undermine and restrict the operations of PRHEIs. In these programs, the MCTHE (NCQA) appears as the visible face of the government business in higher education sector and use the law as restrictive barrier of institutional control, tightening the monitoring measures and addicting conditions of creation and functioning of PRHEIs in the country.

It is raised to the issue of the regulations misalignment and that they clearly favor the public institutions of higher learning. Therefore, PRHEIs are facing several barriers and challenges in respect of their development such as financial instability, overregulation, lengthy approval processes, victimization and distrust frustrate the growth of these PRHEIs. With these measures, the State or Government (MSTHE) expect that many PRHEIs die naturally by not fulfillment of legislative obligations or by academic Darwinism in which, only strong PRHEIs will survive from the struggle. Indeed, the present context of different views and opinions about proliferation or massification of PRHEIs and the advantages and disadvantages of public and private higher education, these legal acts aim solely to restrict the survival of PRHEIs.

The new law and regulation of higher education in Mozambique are unequivocal proves of these restrictions, paternalisms, additions and controversies. The two new legal instruments (Law 1/2023 and Regulation 43/2023) are the consolidation of previous others three higher education laws and respective regulations that produced since the country adopted the policy of liberalization of education and economic sectors[6&8] in 1990 but with clear objective to stop the growing of PRHEIs in the country.

Since the 1990s, economic policies encouraging private ownership (liberalization, privatization and marketization) have allowed PRHEIs to proliferate in most parts of the world. The number of PRHEIs continues to grow in most countries at a remarkable rate, partly reflecting the demand for greater choice and more flexibility, which PRHEIs are able to offer. As result, PRHEIs outnumber public higher education institutions (PUHEIs) or are at least expected to do so within the next decade[6,8,17,18&19].

The expansion of private higher education can be illustrated by the fact that one in three students globally is now enrolled in PRHEIs, and there are very few places in the world where public monopolies continue to prevent the emergence of alternative providers from the private sector.

Private Higher Education in Mozambique is facing unprecedented challenges such as the dramatic rise of for-profit institutions, rapidly increasing expectations about what services PRHEIs should provide, and a complex society that demands graduates with even more skills and capacities[6&7]. It is argued that PRHEIs are exponentially growing like mushrooms and while PRHEIs are emerging, there is a mythic issue of quality assurance. Furthermore, it has been submitted that PRHEIs are more in search of profit escalation than advancing the vision of the MSTHE – NDHE.

The recurring discourse that is heard everywhere on a daily basis, that higher education in Mozambique is not of high quality, does not consider that, despite everything, in Mozambique there is an academic culture. Most of the staff who serve today in all sectors were *in situ* trained. Lack of quality is a myth that finds its foundation in the unruly process of expansion. This myth has a part of truth that supports it: the considerable number of higher education institutions that only worried about the classroom and little else. In the long term, if all regulatory instruments function properly, many institutions will have difficult to survive, as they will not have objective conditions to adjust to the requirements that have been aligned.

Under these conditions, there will be a large number of the generation that in the last fifteen years passed through higher education institutions in Mozambique, who attended institutions that were not very suitable. Therefore, it is obvious that the possession of a diploma obtained in Mozambique can carry with it the virus of suspicion, especially when confronted with foreign graduates who also feed the other myth that abroad is good and better[6].

3.2.4.3 Potential strengths of the PRHEIs for survival

In Mozambique, the new Law 1/2023 and Decree 43/2023 will influence negatively in the issue of accreditation and registration process and the number of private institutions will be reduced. Only few influential PRHEIs will survive and continue still operating[35].

There are 61 PRHEIs that operate regularly and legally in Mozambique [27&36]. However, the public sector has only 22 PUHEIs and 39 PRHEIs institutions. This situation implies that despite the skepticism and arduous regulations, PRHEIs will still attract a large number of

students away from PUHEIs. The following is the adapted sextet of strong characteristics of the PRHEIs[16&37]:

Figure 3.2 - Sextet of strong characteristics of the PRHEIs
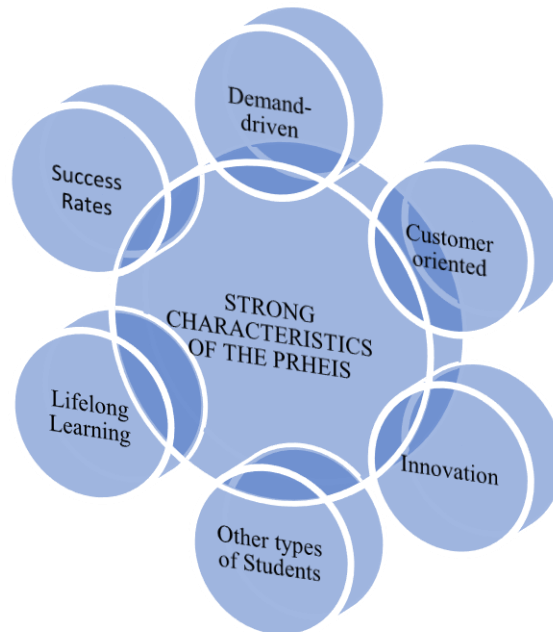
Source: Adapted from[37]

a) Demand-driven - quite a number of PRHEIs are established because of specific demands from the labor market. Employers, corporations and even governments may have specific wishes for education of their staff, especially after they have been working for a couple of years. Private institutions seem to be more apt to react to these wishes;

b) Customer oriented- since the majority of PRHEIs is dependent on all types of private funding and fees, they are more inclined to listen to their students and treat them as customers. The satisfaction of the students with the PRHEIs is in general quite large. Of course, the PRHEIs have to satisfy their "customers", since they might stop their studies or move to another provider. That means a loss of income, which might influence the existence of the PRHEIs;

c) Innovation -PRHEIs seem to have more possibilities to develop innovative ways of teaching and learning. PRHEIs have less trouble with vested interests, which may paralyze innovation. Some experiences suggest that PRHEIs are therefore drivers for innovation, both in pedagogical methods and in the content of the programs;

d) Other types of students - a large number of the PUHEIs still are mainly directed towards their traditional clientele, young students in the age of 18-25 years. Most of these HEIs have trouble organizing themselves to be able to deliver programs for other types of students: those that work that combine jobs and studies, women entering the labor market after their motherhood, etc. PRHEIs seem (better) able to respond to the specific wishes of these types of students;

e) Lifelong learning -in addition to that, PRHEIs seem better inclined to open up to the necessity of lifelong learning. It might be true that students in their initial programs are taught to develop an attitude of "learning to learn" and "continuous development", but in reality, the same HEIs that teach those attitudes are not able to put that in practice. PRHEIs are able to react directly, and quick to new questions and demands by offering courses, programs, trainings, executive courses, modules etc.;

f) Success rates- in some cases, it is striking to see that PRHEIs seem more efficient and effective than public HEIs. In quite a number of cases, both the number of students that get their degrees and the duration of their periods of study appear to be better than those in the public HEIs. Of course, the customer-oriented attitude of the PRHEIs will stimulate these results, but the way PRHEIs have to take care of their finances might have led to more effective teaching methods as well.

3.2.4.4 The Strategies for PRHEIs survival

In order to ensure their survival in higher education market, PRHEIs must adopt strategies establishing ways and action programs to achieve the established objectives and overcome the challenges, barriers they face. Therefore, the strategy must be an intelligent, economic, viable and arduous option. Furthermore, the strategy constitutes the best weapon that a PRHEIs can have to optimize the use of its resources (humans, materials, financials and technological) in order to be highly competitive, overcome concurrence, reduce its problems and to improve the exploitation of the possible opportunities.

According to the situation of each PRHEI and reports of institutional evaluation and accreditation from NCQA, the PRHEIs can adopt the fallowing strategies[37&27]:

i Strategy of Surviving – can be adopted by PRHEIs with institutional Evaluation and accreditation report "Not satisfactory with a score of 0-59%" and when they have no other alternative. Their environment and institution are in inadequate situation with many difficulties and presents worse perspectives or high index of weaknesses and threats. In the Survival strategy the first decision that the PRHEIs must take is to stop investments and reduce deeply the expenditures. In the last case, when none of this basic survival strategy is working, the PRHEI must liquidate the business by closing the institution;

ii) Strategy of Manutention– This strategy can be adopted by PRHEIs which obtained the classification "Satisfactory corresponding level C with a score of 60-79% and the accreditation is made with reservations for a period of 2 years". In this case, the PRHEIs are operating in environment of predominant threats but they have a series of strengths (availability of human, material, financial and technological resources.) accumulated along the several years that enable the PRHEI to continue to survive but also to keep its position conquered until the moment in the market. The PRHEI must use its straights, minimize its weaknesses or maximize the weaknesses and minimize the straights of competitors or concurrent. In this situation, the PRHEI must adopt defensive attitude against threats adopting strategies of stability, specialization and niche;

iii) Strategy of Growing – This strategy is related to the PRHEIs with classification of "Good, level B, with a scale between 80 and 89% and accreditation is done conditionally for a period of 3 years". In this situation, the external environment is offering favorable conditions that can be transformed in opportunities when effectively explored by these PRHEIs. Generally, in this situation, the PRHEIs must launch new projects of teaching, research and extension adopting strategies of innovation, joint venture, internationalization, expansion and fusion; and,

iv) Strategy of Development – The classification of "Excellent or level A is given to PRHEIs and provides full accreditation for a period of 5 years with a score of 90 to 100%". In this case, the predominant situation in the situation of PRHEIs is of strengths and opportunities. From this scenario, the manages look for develop their institutions in two directions: through looking new markets and clients or by developing new technologies of teaching, researching and extension different from which the institution actually dominate. The combination of these enables the managers to build new businesses in Higher Education market by developing the strategies of product/service, financial, capacity, stability and diversity. The market

development occurs when the PRHEIs look for big sales, taking their products to new markets of higher education.

3.3 CONCEPTUAL FRAMEWORK

Valuable insights are offered that enable understandings and draw comparative analyses of the development of private higher education across Africa, but they did not address the Mozambican case. Other cross-national studies of African higher education have examined Mozambican HE, but they did not focus particularly or exclusively on the private sector[19.38.39&40].

At the national level, several scholarly and policy-oriented studies have examined the transformation of Mozambican higher education over the last 20 years, but few placed particular attentions on the development of the private higher education sector[5,41&42].

The underlying conceptual framework of the research considers the patterns of the Mozambican private higher education sector subsystem. Combining the systematic theory and previous analysis on African private higher education sector[43], four elements have been selected to describe the Mozambican Private Higher Education sector: (i) legislation and regulation, (ii) number and types of institutions, (iii) student enrolments and (iv) types of academic programs offered. Using the Octet quality theory, developed by Zaki and Rashidi and the documentary content analysis as research method, this study analyses ways in which quality assurance is used to curtail the growth of PRHEIs in Mozambique.

As previously mentioned, the expansion of PRHEIs has been influenced by the demands that could not be met by the public higher education sector[44]. Unavoidable situation is described as "massification both public and private sector experience an increase in the number of admissions without a supplementary flow in the different types of resources[45]. Massification does not only entails the rise in enrolment, but also a number of issues associated with the "*make-up of students, curricula and qualifications, the broad range of qualifications offered, the launch of several entry and exit points within the higher education system and shifts with the vision and the mission of these institution[46]*.

It is submitted that despite the doubt that people might have about PRHEIs, these institutions serve as a canal to fill the gaps pertaining to skills at the work place. PRHEIs play a significant role in Mozambique as they offer quality, universal learning programs[46]. Based on their suppleness and footprint in international arena, PRHEIs can significantly contribute to internationalization of higher Education[47]. Therefore, PRHEIs can positively contribute to both

growth as well as expansion of access to higher education in Mozambique based on an inclusive education.

3.3.1 The Octet of quality theory

All over the world, the concept "quality education" has become of great significance for the higher education system in general and academics in particular. Arguably, numerous aspects should come into play when dealing with quality assurance in education, both internally and externally to a specific institution[2]. So, quality assurance remains the basic component in policies and practices of the institutions that assume roles in the society.

The concept quality assurance can be understood as a "s*ystematic, structural and continuous attention to quality in terms of quality maintenance and improvement*." Moreover, it is submitted that quality encompasses a customer driven approach with a continuous improvement of the product and services as well as the processes resulting from the planning, implementing, evaluating and decision-making methods [2&48].

The researchers are of the opinion that quality in education is uphurled when the educational output aligns with the institutional planned goals, qualifications and requirements. In reality, when graduates are struggling in the workplace, it is a poor reflection on the quality of education received. The essence of the above discussion is that quality assurance is a relevant tool that is of great concern in a number of institutions, regulatory bodies and MSTHE precisely.

This research relies on the theoretical framework developed to highlight contributors' factors that enhance quality in higher education. These factors drastically contribute to the quality assurance in academia. This theoretical framework is named the Octet of Quality[2].

According to the Octet quality framework, there are eight key components that impact the quality assurance of an academic institution. These components are: *policies and practices, resources, learner's profile, curriculum, faculty knowledge, skills and abilities (KSA), institutional design and strategy, institutional leadership, open system thinking and change.* It is argued that despite the PRHEIs significant role in the Mozambican higher education system, they still face several challenges. Below is a discussion on the issue of quality management in the 8 key components that impact the quality assurance of an academic institution.

3.3.1.1 Policies and practices

Higher Education through its policies must provide an umbrella to nurture all other quality factors and the policies should be such as to push forward the existing baseline of current quality standards and not to merely dictate a futuristic intimidating goal.

The higher education policies and practices should be undertaken simultaneously in three areas: i) Physical, policies focusing on the infrastructure; ii) Human Capital, policies towards faculty, administration and staff development; and, iii) Intellectual, policies for improving research, curriculum etc.

HEIs should be viewed as a dynamic body and distinctively unique with various interconnected and interdependent components including infrastructure, personnel, instructional resources, programs, activities etc. Therefore, policies and practices should be aligned with the national and international standards and must be considered as a "framework and benchmark" to all institutions.

3.3.1.2 Availability of resources

Adequate, continuous and timely availability and utilization of material, financial, human and technological resources assure the proper implementation of various policies that are essential to achieve quality objectively.

Availability of resources today is a key factor in proper functioning, future growth and development and quality assurance of an academic unit, and is also catalytic in greater motivation and satisfaction of the key stakeholders.

Financial resources may be in the form of subsidy received from government for the betterment of the institution. This mostly happens in public institutions and remains a challenge in PRHEIs.

Arguably, in respect of quality, institutions need to plan to have new resources, and put policies in place to protect and audit existing resources[2&16].

3.3.1.3 Reflection on the learner's profile

The learners' profile interacts with all the components and factors of the education process, and influences the overall effectiveness and quality of education. Therefore, the academic programs which learners take up at Higher Education level should introduce admission profiles, and an adequate system of consultation and orientation based on true and fair treatment of learners' abilities and dispositions; and more importantly the needs of the employment world are incorporated.

Higher Education should empower students with professional and competence skills in order to take part in growing the national economy. Higher education systems need to organize methods, modalities and means for the acquisition of relevant competence. Institutions should provide equal opportunities and "fair encouragement of excellence"

3.3.1.4 Curriculum

Curriculum is the road map which identifies the direction in which the journey has to be made and also ensures the manner in which it has to be completed. The curriculum plays a significant role in the quality of education. It entails the objectives and outcomes, contents and credits, materials, assessments methods and audio-visual aids that are used to achieve institutional objectives[2&16].

Nevertheless, the current curriculum development practices reflect that the curriculum process is carried out ignoring the technical steps of the activity; furthermore, the curriculum development is undertaken by individuals who do not possess this specialized expertise. This, then, results in the production of a document with a list of topics to be taught without mentioning the instructional objectives or learning outcomes, standards or benchmarks, instructional and assessment plans and procedures, and materials essential and supplemental[49].

3.3.1.5 Faculty knowledge, skills and abilities

Faculty knowledge, skills and abilities (KSA) are vital to bring quality in higher education. The faculty KSA attains even greater significance and to achieve the desired impact on quality faculty should be equipped with latest knowledge in their respective disciplines. It is expected that the teachers are constantly updating themselves with the current knowledge and skills. This implies that teachers need to stay alert to the influence and role that technology brings to their different roles within the institution.

The quality in education relates to students' profile. This implies that academics within each faculty should be empowered with knowledge, skills and abilities. It is argued that "*what students learn is directly related to what and how teachers teach; and what and how teachers teach depend on the knowledge, skills and commitment they bring to their teaching*[50&2].

3.3.1.6 Institutional design and strategy

An education institution provides the underpinning to implement the policies and strategies designed to achieve quality education. The institutions should focus on two broad domains, namely structural domains and contextual domains. The structural dimensions

describe internal characteristics and create the basis of measuring and comparing the institutions; while the contextual dimensions characterize whole organization, including its size, technology, environment, and goals, these dimensions describe the settings that influences and shape the structural dimension.

An effective organizational design enhances the quality and helps in achieving the desired results and to execute the policies swiftly to get desired results, while a bureaucratic structure hampers the efficiency. It also provides the basis of setting up various quality metrics to quantify and measure the 'quality on continuous basis.

3.3.1.7 Institutional leadership

The leadership of an academic institution provides guidance and direction to implement the set policies, to achieve the identified objectives, and to set forth 'quality'. Therefore, the quality in education will be attained, if the leadership of an academic institution provide clear guidance and direction pertaining to policies that are put in place.

A proactive leader may perceive the upcoming challenges and opportunities; hence prepare its institution to confront these challenges and opportunities effectively and efficiently. The challenges and opportunities can be, either changing workplace requirements, upgrading of curriculum, faculty hiring, training, and retaining, or setting the performance benchmarks in every aspect and measuring them effectively. A successful leader not just provides the clear vision and competitive strategies to achieve ambitious goals, but also enhances the institutional image and credibility among faculty and students in particular and society in general. A leader also works to prepare its successor for the survival of the institution and promotion of work environment that is conducive for teaching and learning with open thinking.

3.3.1.8 Open-system thinking and change.

Today, an academia must exhibit the norms of a learning organization which will replace the existing culture of stagnation due to conventional pedagogical approach and long-established systems and procedures. Therefore, in order to achieve quality in higher education, an institution must have open system thinking that will enable them to cope with emergent challenges and changes in educational leadership and management, specific subject domain, and teaching and learning models, educational technologies. This will also bridge the gap among industrial demand, academic policies, social and environmental needs, and students' choice towards a specific career.

Higher Education Institutions require a cohesive vision that must be shared with all stake holders, and must be agreed upon to accomplish the specific goals like high standard research, quality education, and building moral and ethical values among the students. Furthermore, the teams that are working to achieve these goals must possess the attitude and the skills to accommodate the changes affecting the streams of activities within the higher education including teaching, learning, research, and other support activities[51].

Quality in higher education should be of paramount consideration on each institution ensuring that it fulfils all the requirements as *a process of establishing stakeholder confidence that provision (input, processes, and outcomes) fulfils expectations or measures up to threshold minimum requirements[16]*.

The contributory factors of Octet framework are not all directed to all higher institutions of learning. However, they constitute the key management challenges faced by a higher education institution and represent the parameters for their survival[3&16]. Based in this argument, this research argues that, an institution that has a huge role to play in terms of management of quality in higher education must structurally resemble the adapted Figure 2.3 below.

Figure 3.3 - Key management challenges of private higher education institution
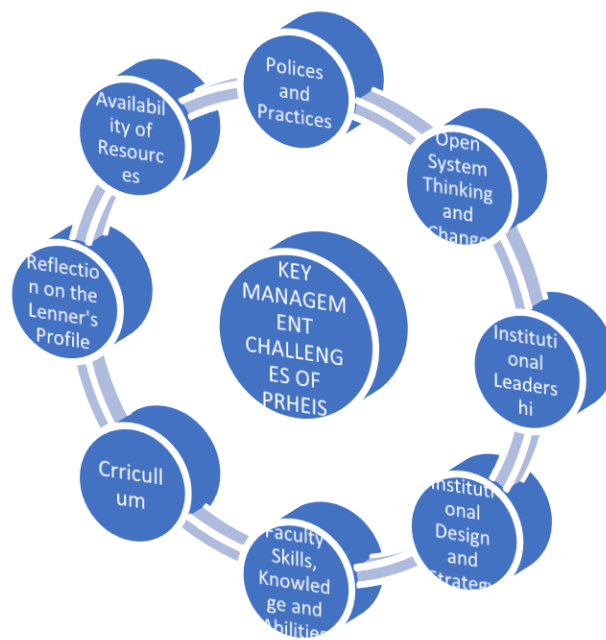
Source: Adapted from[16]

3.4 CONCLUSIONS

This Chapter of research described the Policy Context of PRHEIs Operation and Conceptual Framework in the Mozambican education system (Overview of Regulatory Environment, Programme of Quality Assurance and Accreditation, The role of CNAQ, Process of Accreditation, Dystopian Future and Survival of the PRHEIs and the Strategies for PRHEIs Survival.

The chapter discussed the theoretical framework underpinning quality management in this study. The theory used was the octet quality management focused in the 8 key components that impact the quality management of an academic institution. The chapter exposed the challenges that quality management procedures put on the growth and the development of PRHEIs in Mozambique.

Quality management in Higher Education is an established notion which is described vividly in terms of desirable characteristics of the activities undertaken, individuals involved, and infrastructure needed. Therefore, this chapter supports a more collaborative approach. The public and private institutions are not competing and they are rather complementary. It is submitted that the regulations and regulatory bodies are more in favor of the public sector. This gap needs to be filled by revising the laws that regulate the industry. This is envisaged to help provide an opportunity for PRHEIs which meet the required higher education criteria or standard.

For the higher education scenario in the Mozambican context, quality is achievable if the factors influencing quality are identified and then consciously manipulating these will allow quality to be induced in the education system in our country. The given framework is an attempt to consciously identify factors that are instrumental in the effective functioning of academia and their success in achieving the main objectives of the educational activity.

> *Not all higher education institutions are created equal and not all students are created equal. While society generally pushes the idea that "you can't put a price on education," in the real world, you absolutely can, and some higher education institutions simply don't deliver much value, especially not relative to its cost.* **Ty Doyle**

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CHAPTER 4

MATERIALS AND METHODOLOGY

> *The higher education system has two sides: demand and supply. The supply side is provided by HEIs in terms of graduates who injected into the labor market and the demand side is from employers who demand specific competencies for graduates to be hired. Without balance between demand and supply, the higher education system is of no value. Many HEIs teach students obsolete things, so they are not ready to join labor market after graduation. Employers, mainly private sector, are the essence of the success of any education system.*
> ***Besaiso***

The quaternion chapter provides research materials and the philosophical underpinnings of the study or the study framework justifies the use of qualitative method for this research. It describes research design, methods, instruments and process undertaken to collect and process the data. It, also, provides an overview of ethical considerations of the study.

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4.1 INTRODUCTION

This chapter outlines the research materials and methodology to be employed for this study. It highlights the research paradigm and methodology, research approach, sampling, research instruments, research process, data processing and analysis techniques (comprising framework of analysis and techniques of analysis). The chapter concludes with data description, validity and profile of sampled respondents beyond an overview of ethical consideration and limitation of the study.

The first and most important condition to differentiate the several research strategies is to identify the type of research question which is being presented because, a very good evaluation provide to the researcher subsidies to adopt the best way to conduct his research. In this context, the study of PRHEIs is the strategy chosen by examining the contemporary issues, but when relevant behaviors can be not manipulated[1&2].

Studies of PRHEIs put more emphasis on a complete contextual analysis of few facts or conditions, its inter-relations and, as in the same way as experiments, are generalizable to theoretical propositions and not to populations or universes[3&2]. Considering that, this research aims to analyze the management of Higher Education in Mozambique - the survival of PRHEIs in challenging times, it was opted realize a qualitative study of exploratory-descriptive character by studying this particular case.

The qualitative study is broadly justifiable in researches developed in real context, aiming to facilitate the comprehension of a certain phenomenon. The qualitative framework is not characterized as a rigid and structured proposal, enabling the researcher to explore new perspectives, as well as, to understand the reasons and basic of a certain questioning[4]. This type of framework is ideal for Studies based on small samples, not representative, whose data can be not statistically analyzed, once they are not conclusive but exploratory[5].

In this research, the question of Quality Management is replaced by Intensity, through analysis of different sources that can be crossed, attaining levels of comprehension that could be not obtained through of the quantitative research[6&2].

In relation to the character or nature of research, this study is characterized as exploratory-descriptive. In exploratory research is studied actual phenomenon less examined among communities. The end objective of exploratory research is to understand, develop, elucidate and modify ideas and concepts that can be used to formulate a problem or development of hypothesis for a certain problem[7]. Furthermore, the researches of this nature aim to approximate the researcher to the phenomenon providing major familiarity with the problem, through best understanding of the phenomenon[4&5].

Regarding to descriptive nature, the objective of this research is to describe the characteristics of the certain population, phenomenon or establishment of relations among variables. This type of research is aiming to study certain characteristics of a group, raise up opinions, attitudes and believes of the people involved in the study[8].

In this research, were applied a questionnaire to 18 stakeholders (managers, lecturers, admin officers) of PRHEIs located in central region of Mozambique, chosen by convenience, in period of December 2023 and May 2024. In this period of research, these PRHEIs represented institutions where the researcher exercised or exercises his professional activity as lecturer.

This research focused on carrying out a candid investigation on the Management of Higher Education in Mozambique. In light to this, the research focused on the private higher education institutions survival in challenging times. So, the aim of the research was to explore and identify the challenges and barriers the private high education institutions in Mozambique face in the management of key parameters of survivability as they engage in the process of accreditation program undertaken by the Ministry of Science, Technology and Higher Education (MSTHE) through National Directorate of Higher Education (NDHE) and National Council of Quality Assurance (NCQA).

This chapter outlines the research materials and methodology employed for this study. It highlights the research paradigm and methodology, research approach, sampling, research instruments, research process, data processing and analysis techniques (comprising framework of analysis and techniques of analysis). The chapter concludes with data description, validity and profile of sampled respondents beyond an overview of ethical consideration and limitation of the study.

4.2 RESEARCH PARADIGM AND METHODOLOGY

The theoretical framework of the research was an infusion of critical thoughts that complement each other in inquiry. In line with this, the conceptual framework of the management dimensions, equalizer and parameters approaches to development posits that aspired issues related to the management and survivability must be considered as issues of human rights and aspired perspectives regarding rights must be explored and identified by consulting with the involved[10].

The methodology of the social constructionist and critical perspectives paradigms considers hermeneutic, dialectical and dialogic approaches. Dialectical aspect appears as an

essential mode under the social constructionist and critical perspectives[11.12&13]. If the study had the constructionist point of view application of various approaches in terms of exploration of a phenomenon is required[14].

4.2.1 Research Paradigm

This research used a qualitative exploratory enquiry or interpretive research deemed as most appropriate because of the powerful way in which it captures and analyzes peoples' perceptions, challenges barriers and experiences. It was most appropriating for the current research as it aims to examine the management of higher education and the survival of PRHEIs in challenging times.

Aspired perspectives regarding rights were explored and identified by consulting with the involved actors because the study is located in the domain of critical management studies, and hence the methodology of the research was reflexive. The research approach adopted in this study was mainly based on discussions about paradigms of the study focused on the experiences and perceptions of the participants[15].

4.2.2 Research Methodology

This research focuses on carrying out a candid investigation on the Management of Higher Education in Mozambique. In light to this, the research focused on the Private Higher Education Institutions Survival in Challenging Times. In order to achieve this, data was sourced from the annual reports available in the databases of the Mozambican Higher Education Department or Ministry of Science, Technology and Higher Education with focus on the last five years (2019-2023).

The methodology of the study was reflexive for reasons discussed below. Reflexive methodology is defined as:

The process of critical self-reflection on one's biases, theoretical predispositions, preferences and so forth. Reflexivity, however, also signals inspection of potential sources of bias and their control; it points to the fact that the inquirer is a part of the setting, context, and social phenomenon he or she seeks to understand. Hence, reflexivity can be a means for critically inspecting the entire research process[16.]

This methodology was considered pragmatic, because it connects theory into practice[17]. The methodology of the social constructionist and critical perspectives paradigms considers hermeneutic, dialectical and dialogic approaches. Dialectical aspect appears as an essential mode under the social constructionist and critical perspectives[11,12&13]. If the study has the constructionist point of view application of various approaches in terms of exploration of a phenomenon is required[14].

A technique of interpretation under critical thought considers the historical legacy of a phenomenon: discontinuity and ruptures in its constitutions[18]. Indeed, the phenomenon of survivability of PRHEIs in the context of Mozambique Higher Education Management can be perceived through these lenses as a descendant, not as a manifestation[19&18]. In line with this point of view, critical management scholars ask for critical applications of interpretation in case of conducting research on organizational issues in the context of postcolonial states, in order to reveal the inter-dynamics of power and knowledge, and ideological dominance in constituting subjectivation, and construction of identity[20,21&22].

4.2.2.1 Research methods

Method indicates a process, approaches and implies a set of specific research techniques. In line with this, method does not denote an instrumental aspect of conducting research and it is initiated by observing, inquiring, receiving information and gaining perceptions, these are comprised as method. Hence through the method, evidence is shaped and reproduced as materials[12].

Concrete understanding of the issue closely and collaboratively requires critical observation of the context, actors and location and hence an extensive field visit is required[13].The approach of the study was ethnographic, and the features of the entailed methods were participatory observation, collection of documents, inquiries or interviews, and a participatory learning workshop[12&14].

The data collection was conducted from December 2023 to May 2024 through delivering enquires to PRHEIs managers and relevant stakeholders. The research has a feature of ethnographic study, and focused on exploring involved higher education actors' perspectives about their engagement. The research country Mozambique, the HE was chosen as the field and PRHEIs as a general case of study.

4.3 RESEARCH APPROACH

A qualitative research approach, usually conducted in its natural setting, is chosen for this study because it embraces a comprehensive view, considering making sense of, or interpreting that which is said, including the situation and environment in which the participants find themselves[23].

The practice of qualitative research is more useful as a form of bricolage or putting together a set of research practices and aim to provide possible understanding and solution of a concrete problem. The qualitative research techniques were problem-driven rather than method-driven because it calls for holistic view which includes the environment that the research is entrenched, and the data has to be interpreted and understood in broader educational, social and historical context[15].

4.4 SAMPLING

The research used the purposive method that consist to select strategically an information-rich case to study, cases that by nature and substance will illuminate the inquiry question to be investigated. It makes use of various sources of data and may contain a document analysis.

The criterion for choosing participants for this research was that all persons had to be mainly administrators or managers, senior operational and academic staff, and including an equal spread of males and females. They had to be directly involved in the process of accreditation and quality assurance program within their institutions. Research participants were chosen using three set of documents to determine which institutions will take part of the population, namely: a) Registrar of PRHEIs; b) MSTHE's Reports of last 5 years; and c) The classification of the Subject Matter.

Second criterion was all institutions had to be based in Central Region of Mozambique due to the convenience and feasibility sampling and consultation with experts in the field. Third criterion is to include all types of institutions in terms of size and shape (very small, Small, medium, large and very large). The aim was to conduct 18 semi-structured interviews, with 18 participants at 6PRHEIs representing different size and shape in the Central Region of Mozambique. The interviews were transcribed verbatim, verified with each participant and analyzed using thematic analyzes based in analytical induction.

4.5 RESEARCH INSTRUMENT

The research interview schedule was developed based in literature review and conceptual framework[24,25&26]. The questions were focused on specific parameters (challenges) within the conceptual framework. Questions were asked in sequential order, from objective facts to subjective attitudes and opinions through justification and then to sensitive, personalized data. The first interview was used as a pilot study, in which the research instrument was evaluated and changes were made before the rest of the interviews were conducted.

4.6 RESEARCH PROCESS

The research process focused to explore the management of higher education in Mozambique in connection with the legislative framework. A special focus was given to the survival of PRHEIs in challenging times, as well as, issues regarding accreditation process in Mozambique context. All institutions were contacted telephonically and followed by electronic correspondence with all the necessary documents.

The documents included but not limited to the fallowing: a) The interview schedule; c) The Invitation letter for research; and c) The Consent form – previous to the interview. The interview schedule was sent prior because of the skepticism of some institutions who which need clarifications on what will be asked in the interview and protectionism or confidentiality of the information. The copies of the consent form were signed and obtained prior the interview. The participants, also, ware given verbal consent at the beginning of the interview, which was recorded with their permission.

The interview questions were specific, semi-structured and open-ended aiming to allow the interviewees to explain, in details, their challenges as they engage in the process of higher education management, both internally and externally. Boardrooms and offices, as well as, skypes and WhatsApp, were used for the interview. The interview was recorded and emailed to each participant to compare and ensure that nothing was misunderstood.

4.7 DATA ANALYSIS

The data obtained from the semi-structured interviews was a subject of thematic analysis which were based on analytical induction. The categorization and classification of themes involved three phases: a) Identification of the data –was comprised the use of inductive

coding to identify various themes; b) Examining the data – was focused in manner by identifying subthemes within the broader categories; and c) Categorizing the data – was involved the generation data categories, themes and analyzing the results.

4.8 RESEARCH VALIDITY

Interpretive validity of the research was executed using four approaches[27,28,29&30] and namely: a) Member checking – each participant was provided with a transcript in order to confirm its accuracy and to ensure stability in the study; b) Reflexivity – in order to ensure that the findings were trustworthy and credible; c) Peer debriefing – was used to review the research holistically, and to ensure credibility and trustworthiness of the study ; an, d) Triangulation-multiple sources was used to enhance creditability and trustworthiness.

4.9 RESEARCH ETHICS

Written and verbal consent were obtained from institutions and individuals participating in the research. Full anonymity was ensured to the all institutions and representatives in order to get more accurate and honest responses. Each institution and participant were given a number and should not divulge any information in such a way that anyone can relate it to any institution or person. Each participant understood that he had the right to not participate in the study and can withdraw at any time if he could fill uncomfortable.

> *The hegemonic and univocal thought imprisons the Mozambican academy because it uses the same language, repeats the same things, imitates and runs back of what others think and do. I think that the Mozambican academy must have a critical thinking, more open and dialectic that permit to meet alternatives for a dominant neoliberal and conservative educative discourse.* **Hildizina Dias.**

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CHAPTER 5

RESULTS AND DISCUSSION

Students do not learn much just sitting in classes listening to teachers, memorizing prepackaged assignments, and spitting out answers. They must talk about what they are learning, write reflectively about it, relate it to past experiences, and apply it to their daily lives. They must make what they learn part of themselves. **Arthur W. Chickering and Stephenson C. Ehrmann**.

This chapter of study comprises theoretical discussion of the findings in relation to the research questions of HEI management. Provides the qualitative findings obtained during the study related to the objectives of the research, namely: i) Knowledge and understanding of management of HE in the country; ii) Identification and classification of HEIs operating in the country; iii) Identification of barriers and challenges faced by PRHEIs for their survival in higher education market; and, iv) Exploring the perceptions and understandings of PRHEIs about the process of quality assurance and accreditation programs.

CHAPTER CONTENTS

5.1 INTRODUCTION

This chapter presents the summary of major results of the current research with respect to the objectives, corresponding research questions and management dimensions[1] and management parameters[2&3]. Therefore, the results of this study are summarized and discussed under some parameters and typologies of basic dimensions of the governance. Furthermore, the study also used the Governance Equalizer for a summary description of what has happened in the country and assumed that, a configuration of HE governance in Mozambique is made up of a specific mixture of the above five dimensions at a particular point of time. This empirical configuration is modeled using the analogy of an equalizer, an electronic device that allows attenuation or emphasis of selected frequencies in an audio spectrum. It can be used to alter the relative balance of frequencies to produce desired tonal characteristics in sounds[1]. Thus, in equalizer model each of the five governance dimensions (state regulation, stakeholder guidance, academic self-governance, managerial self-governance, and competition) or management parameters can be turned up or down independently from each other.

5.2 SUMMARY OF STUDY RESULTS

This research was set out to analyze the process of HE management and PRHEIs survival in challenging times in order to produce new knowledge for improving higher education growth in Mozambique. To achieve this, the study accomplished four objectives and answered the same number of research questions.

The broader objective is to analyze how the subsystem of Higher Education is being managed in Mozambique since 1962 when the University General Studies of Mozambique (**UGSM**) was created by the Portuguese regime[4]. Under this objective the research identified the number of higher education institutions comprising the higher education subsystem among privates, publics, universities, academies, polytechnics, higher institutes and higher schools. Specific attention was given to the barriers and challenges faced by private higher education institutions for their survival in challenging times. Ultimately the study listed the perceptions of private higher education institutions related to the quality assurance and accreditation processes in private higher education institutions under responsibility of National Council of Quality Assurance (NCQA).

5.2.1 Governance and Management of HE System in Mozambique

The correspondent research question for his general objective was: *How HES is governed or managed in the country?*

Higher education is all types of studies, training or training for research at the post-secondary level, provided by universities or other educational establishments that are approved as institutions of higher education by the competent state authorities[5]. It must be noted that the World Bank, UNDP and others use this same basic definition. However, the importance placed on each of these functions varies greatly depending on the type of higher education institution.

Higher education comprises all post-secondary education, training and research guidance at education institutions such as universities that are authorized as institutions of higher education by state authorities. It includes all the activities a given country deems to be higher education – not only those that take place within ordinary universities and graduate schools, but shorter-term education and training courses (polytechnics, junior colleges, and various forms of technical specialty schools) that are 2-3 years in length, and even correspondence courses that make use of information technology and are targeted at a broad population of students[6].

In Mozambique, the higher education is a subsystem of National System of Education comprising different types and teaching and learning processes offered by post-secondary teaching institutions and authorized to constitute as HIEs by competent authorities whose access depends on filling specific requisites. The subsystem of HE is structured in three cycles of formation 1st, 2nd and 3rd corresponding to graduate, master and doctor degrees that are 3&4, 1,5&2 and more than 3 years in length, and corresponding credits, respectively[7&8].**Participant**

3takes a general picture of the law and regulation and observes: *Although there is coherence in some definition in the concept related to HE between UNESCO Declaration and the legislation of the Mozambique, the Law 1/2023 and Regulation 43/2023 have serious gaps, additions, mistakes, imprecisions and incoherence that must be urgently corrected.*

5.2.1.1 State regulation

i) Portuguese state regulation

The research findings indicate that Higher Education was introduced in Mozambique (then Portuguese colony) only in 1962, by creation of the General University Studies of Mozambique (GUSM) which in 1968 were transformed in University of Lourenço Marques[4]. **Participant 3** judges the system with the following words: *In colonial time, the access to higher education was destined to the Portuguese people. I can say that the local of birth and residence, skin color and social position were determinants to access to this level of education, reproducing social stratification of Mozambique colonial.*

The Portuguese state centralized control model (old Max Weberian public administration) was been present in Mozambique since the first higher education institution was created in 1961 - University General Studies of Mozambique (GUSM) up to1975.The first authoritative direction and control of HE was a Law/Decree nº44530 of August 21, 1962 aiming to create, regulate and manage activities of the only one HEI the (GUSM) [4,9,10,11,12,13&14]. **Participant 8** characterizes the education system at colonial time: *"The higher education offered by Portuguese government were segregationist because the UGSM were created to attend exclusively the interests of the white people. Also, it was too expensive for Portuguese people send their sons to Portugal in order to attend higher education".* Therefore, the study evidences conclude that, from 1960's up to mid-1970's the higher education system in Mozambique was governed by regulations imported from Portugal. **Participant 12** thinks about the governance model of Portugal**:** *The Portuguese model was not conceived to solve the problems of higher education in Mozambique even to serve the Mozambicans.* **Participant 5** notes that: *The colonial high education system (GUSM) was introduced to serve solely the white people in Mozambique. Therefore, it was discriminatory education benefiting minority of people.*

After independence, the reorganization of the new state-education relationship was centralized. In the mid-1970s and 1980s Mozambican political decision - makers were rather optimistic about their ability to steer modern welfare states and their macro economies, including national higher education systems[4,9,10,11,12,13&14]. **Participant 1** reminds the creation

of more HEIs to serve the people: *The obvious and evident result of socialism times was that all non-academic and organizational aspects of higher education life, were left to the discretion of the government and two new higher education institutions were created, namely: Pedagogical Higher Institute (PHI, later Pedagogic University – PU) and Higher Institute of International Affairs (HIIA).*

This optimism broke down when political actors realized that their top-down steering efforts were confronted with bottom-up dynamics resulting from the efforts of individual, collective, and corporate actors in the respective policy areas to pursue their own interests. Higher Education stakeholders (rectors, professors, students and administration staff) traditionally enjoyed far-reaching decision-making powers in academic and higher education matters[9,10&11]. **Participant 6** explains the advantages of enjoying the new state welfare: *The creation of these two higher education institutions to complement the only one existing at that time (Eduardo Mondlane University) was opportune and asserted. Otherwise, some of us could not be what we are nowadays.*

During the 1990s, the wind of changes arrived under excuse of economic liberalization imposed by international agencies such as International Monetary Fund (IMF) and the World Bank (WB). The former trend of increasing regulatory state influence on education and other economic sectors were reversed and deregulation or liberalization became the new buzzword for economic or education reforms[11,15&16]. **Participant 10** justifies why he studied late: *The socialism time I didn't study because there was only one university located in Maputo and the selection process to get entered was very rigorous. With the liberalization of the education sector, I faced another challenge, the inaccessibility of education services on private higher institution because they are payable.*

In Mozambique, citizens, academics, and governments feared the potential negative effects of privatization and deregulation on the quality and equitability of higher education. Although a free market for higher education would mean increased innovation and greater capacity to react rapidly to new demands, on the other hand it would also imply greater complexity, heterogeneity, competition, and segmentation, all of which carried the danger of introducing undesired effects[11&12]. **Participant 11** characterized higher education in free market as being: *In a free-market system, higher education would become more complex, because institutions with similar names (universities, colleges, schools) can be very different from one another; heterogeneous, because of variations among HEIs and academics in terms of academic standards; competitive, because all institutions seek increased enrollment and greater access to research funds from the public and private sectors; and, segmented and hierarchical, because some institutions become rich and attract students and funds, while others become poorer.* **Participant 9** fear is that**:** *In the worst cases, the free-market approach can lead to a situation in which some universities are very good*

and attract rich students while other universities are very poor and students coming from the poorer part of the population are relegated to these lower-standard institutions. In such cases, deregulation and privatization of higher education would mean less equity and a widening gap between the rich and the poor.

These shared beliefs explain why free-market solutions to higher education problems were not seriously considered. The new paradigm for the Higher Education was developed instead within the framework of a general discussion on the *modernization of State structures* in which it was posited that hierarchical, bureaucratic State action should be replaced by clear institutional separation from the old paradigm of the State's political *steering* and the HEI's administrative *rowing*[17&18]. **Participant 9** concludes that: *The governing processes of HE in Mozambique are not known and are based on experimental knowledge. There are no researches in process of production of public polices in general and of higher education system in particular*.

ii) Mozambican state regulation – public management

In 1975 Mozambique became independent from the Portugal and the new government of Mozambican National Liberation Front (FRELIMO) adopted the socialism state model to govern the country. By then, the HE system and other economic sectors was been characterized by a strong authority of state bureaucracy on the one hand and a relatively strong position of the academic oligarchy within HEIs on the other hand[4,9,10,11,12,13,14&19]. **Participant 9 remembers** about nationalization process: *On July 24, 1977 the Government of Frelimo announced the nationalization of all socio-economic activities including the only one higher education institution – University of Lourenco Marques.* **Participant 6** reminds the process of nationalization**:** *At that time, the nationalization process revealed as big historical momentum of liberation and to immortalize this a big avenue was given a name of "24 July".*

In the state model were find a combination of a state interfering above all in order to regulate the access conditions, the curriculum, the degree requirements, the examination systems, the appointment and remuneration of academic staff while the academic community maintains a considerable authority in the regulation of internal university affairs, especially concerning the contents of education and research[1,9,10&11]. **Participant 7** agrees with this point of view: *Just have a look and it will not difficult to conclude that the first rectors of the only university we have were politicians forced during the liberation struggle of Mozambique.*

More often than not, then, state was combining the two dimensions of state and academic oligarchy instead of separating them. The level which is typically the weakest in this model is the institutional level of the HEIs management and, therefore, the administration

responsible for managing the internal affairs of the HEIs. This governance system was driven by the double authority of scientists and state bureaucrats/politicians. However, the higher education system registered substantial improvements proposing universal and broad standards at higher educationlevel[4,9,10,11,12,13&19]. **Participant 12** confirms these points of views by saying: *After independence, although with only one University, the high education was opened to all citizens but access was a big challenge due to the limited number of HEIs.* **Participant 4** reminds euphorically how was education in that time: *The government of Samora Machel made tremendous efforts to create new HEIs and send sons of peasant to abroad (socialist countries) to get higher education. I. myself, am a live example of this this way to manage higher education: my parents are farmers but I studied at Eduardo Mondlane University benefiting bursary of the government. Otherwise, I could be a peasant by eternity as residual alternative as my parents but not an optional farmer as an agronomist. (Laughing!).*

At the end of 1980'sthe Government was forced to introduce the Program of Economic Rehabilitation in the context of economic liberalization imposed by international development agencies (World Bank and International Monetary Fund - IMF) based in New Public Management approach. Higher education was liberalized and opened the doors for private investment and operators. Legal instruments were formulated in alignment of the moving down tendency aiming retribution of authorities to higher education sector and consequently, a legally independent status of HEIs[20&21]. However, this redistribution of authorities did not imply that the government was stepping out, rolling back or hollowing out. The government by steering from distance continued to play a pivotal role in the *network of governance* by establishing frameworks, objectives, and priorities in and for the higher education system as provider, facilitator and promoter. **Participant 11** reminds the course of actions taken by the government in the context of higher education liberalization process: *I do remember that the first legal education act was the Higher Education Law 1/93 and, then, the elected Government in 1994 created de Ministry of Higher Education, Science and Technology (MHEST).* The **Participant 7** observes and regrets that: *The MHEST was a sun of few lasting because it survived in only five years and the Higher Education sector was reintegrated back to the Ministry of Education with three Vice- Ministers including for Higher Education. This situation created enormous embarrassment in management of Higher Education Sector.*

In steering higher education systems, government (facing market as well as government failures) found itself in a position to develop hybrid steering models, blending characteristics of central steering and *spontaneous ordering* through marketization. In these hybrid situations, government still shaped the rules of the game to a large degree, but in a different way and by

using new devices, which fit general tendencies in public sector management that stress the demand for performance, including obligations to publicly demonstrate performance[20]. **Participant 10** regrets the governmental nomadic behavior of HE Sector: *Unfortunately, during all this process the government didn't define yet where to position the higher education sector in terms of government structure. That's why we see from government to government the HE subsystem going up and down from Ministry to Ministry drawing a sinusoidal curve interminable.* **Participant 3** suggests the creation of specific Ministry for HE: *It is time to give the Cesar what is of the Cesar by creating a Ministry of Higher Education in permanent basis because the new dynamics of development in this sector impose that structure.*

The state supervising model now found in the country though Law 1/203 and Regulation 43/2023 is characterized by a weaker authority of the state bureaucracy. The authority is divided between a strong academic community and the internal administration of HEIs. The state influence remains remote, as the new managerialism demands, *steering at a distance*. The state's task is to supervise the higher education system, in terms of assuring academic quality and maintaining a certain level of accountability. Government does not intrude into the higher education system by means of detailed regulation and strict control[1].This new model is not well understood by **Participant 4** who claims that: We *have a Ministry of Science, Technology and Higher Education less interventive in issues of HE that's why the new Law of HE subsector is as it is*.

The state has powers to incorporate, regulate and wind-up higher education system as a subject under the State regulation. The Ministry of Science, Technology and Higher Education (MSTHE/MCTES) formulates policies, and implements laws and schemes related to higher education in the country. Under the Ministry, the National Directorate of Higher Education (NDHE) is responsible for the higher education sector[7,8]. Institutions offering specialized professional disciplines in sectors such as health, agriculture, etc., are regulated by their respective ministries. In 2022 were discussed the revision of the new Law 1/2023 and the Regulation 43/2023 whose proponent was the MSTHE and the main stakeholders in debate were members of the Council of Higher Education, National Council of Higher Education. The debate was extensive to the Council of Rectors an organ of civil society. **Participant 6** elucidates based on new Law and Regulation: *The revision of the new Law and Regulation were not made theoretical and conceptual studies about certain matters and issues contained in these two legal instruments.* **Participant 3** observes that: *In the formulation of public polices for higher education all debate has legitimated legal authority, the background of proponents (experimental managers or consultants), entities eventually consulted and experimental or participative knowledge of the proponents.*

Study results identified symptoms of arrogancy and authoritarian behavior of the MSTHE and NDHE demonstrated during the discussion's meetings of the New Law of Higher Education and its regulation characterized by lack of consensus as participants denounced: **Participant5** reiterates the lack of agreement about the law: *The new HE Law has no agreement among higher education stakeholders mainly from private sector.* **Participant 10** clarified the debate environment as such: *Because the discussion didn't produce consensus, we had decided to return the proposal of the law to proponent for amendments. But surprisingly we head trough media that a new proposal of Law for higher education were submitted and approved by the Parliament. The current Law 1/2023 it was an imposition from the MSTHE, its institutional bodies (NDHE, NCQA) and experimental education managers (consultants).* **Participant 9** visibly nervous defended herself by using a political slogan: *The term "people to the power" implicitly tell us the idea that the people could assume the power but never happens. This happens also in HE system when education issues are discussed in international forums the academic community is not there but it is represented by people without background in issues of higher education only because they are in power the country, its people and the institutions.*

The new Regulation 43/2023 of Higher Education System identifies the main regulators for higher education the following: Council of Higher Education (CHE/CES) – body of consultation and assessment to the manager in charge of higher education subsystem; ii) National Council of Higher Education (NCHE/CNES) - reference structure of the government operating from Department in charge of HE Subsystem; iii) National Council for Quality Assurance (CCQA/CNAQ) on Higher Education - organ responsible for promoting and ensuring quality assurance and external accreditation programs. Two operational instruments are equally identifiable in the Regulation: i) National Board of Higher Education Qualification (NBHEQ/QUANQES); and, ii) National System of Accumulation and Transfer of Academic Credits (NSATAC/SNATCA).

Observations on the contribution of governing bodies (MSTHE and NDHE) to the governance of higher education showed, as supported by all respondents, a positive contribution of NCQA to promote quality of higher education through accreditation, reaccreditation, monitoring, auditing, and other support activities. Similar observation was reported, for instance, by Coats (2010). However, the integration of CNAQ in governmental structure raised debates related to transparency, responsiveness and credibility of the QA and Accreditation programs. Many participants defend that CNAQ could be an independent entity in order to fulfil its activities with due transparence, exclusivity and impartiality in the process of quality assurance and external accreditation of HEIs. **Participant 1** believes that: *The dark*

scenario in HE subsystem is due to the inertia and absence of an effective and independent legal authority with scientific competence to promote quality in HE in the country. **Participant 10** qualifies CNAQ as a government's trailer: *For me, NCQAHE once created and trailered to the government it serves as instrument used to attain certain and non-declared governmental objectives. NCQA is transformed in a vigilant bureaucratic entity more than scientific.*

Based on studies on higher education governance in the last two decades, an overarching picture can be painted or at least some general tendencies can be observed. Obviously, the role of the state towards higher education has changed, often referred to as the shift from government to governance. Governance has become more complex and dynamic and involves more participants from different levels. Governance as exercise of authority increasingly concerns interconnected policy levels with multiple actors influencing different parts of the decision-making process and shaping its outcomes and the traditional state authority over higher education has been redistributed across various policy levels[1].

In fact, the research findings prove that during about sixty years, the higher education system in Mozambique shifted in four different directions[9,10,11,12,13&22]: **i) Moving upward**-moving state authority to the supra-national level through Bologna Process as **Participant 1** justifies: *When we adopted and introduced this program, Mozambique had no way to escape the processes and dynamisms of higher education happening at global level and it had suffering from influence of curricula reforms from other places of the world such as regional integration of southern Africa and Bologna Process;* **Participant 5** observes that: *Globalization and internationalization forced government and managers of public higher education institutions to reconsider their position and action potential. Games without frontiers required new rules and posed actors such as state for new governance questions;* **ii) Moving out** - a tendency to transfer from state to market (marketization, privatization, contracting through rising of private higher education sector and the participants reminded the main reasons. **Participant 7** mentions economic and fiscal pressures: *Economic recessions, combined with a growing demand for higher education, confronted government with fiscal pressures. There was a general belief that the emerging welfare state model, in which the state plays a key role in the protection of the socio-economic well-being of its citizens, was becoming unaffordable.* **Participant 9** indicates international development agencies as responsible of outside agendas: *As you can imagine, the introduction of market economy was not a national agenda of Mozambique Peoples Republic. It was imposed by international agencies such as World Bank and International Monetary Fund in 1987. The wind of liberalization also affected HE system resulting in privatization of the sector and consequently, the creation of PRHEIs under umbrella of Program of Economic Rehabilitation (PER/PRE). But unfortunately, the access to HE continued to be a big challenge;* **iii) Moving sideways**- a tendency to transfer state authority to national bodies

at arm's length from the state (*agencification*) by creation of government bodies and introduction of funding, quality assurance and accreditation programs. **Participant 3**elucidates that: *The first structured of higher education management and governance happened in 2000 with creation of the Ministry of Higher Education, Science and Technology (MHEST) which created the mains instruments and organs of management and governing the higher education: National Council of Higher Education (NCHE), Council of Higher Education (CHE) and the National Council of Quality Assurance of Higher Education (NCQA);* **Participant 7** clarifies further the changes happened: *The change in attitudes has not only resulted in a revision of government instruments of intervention (Act 1/1993 and creation of Ministry of Higher Education Science and Technology -MHECT) but also in a new look on the role of administrative agencies and quasi-public institutions like welfare organizations, funding agencies or higher education institutions;* **iv) Moving down**- a tendency of devolution of authority towards higher education institutions, as part of political deregulation and liberalization agendas, through enhancing organizational autonomy and encouraging institutional strategic actor hood. **Participant 11**exemplifies based on the Law 1/2023 and Regulation 43/2o23 in the following terms: *The new Law and its regulations are welcome because they represent weapons and azimuths to govern and manage higher education sector to right direction (New Public Management-NPM) approach although they present gaps, additions, errors and issues that doesn't get consensus.* **Participant 12** reveals the consequences of the process: *The disappointed achievements of (national) government created a growing disillusion and distrust in the potential of government to solve societal problems centrally. One of the consequences of this was an ideological shift towards the market as the superior mode of coordination. Government failures paved the way for neo-liberal values, including market preference for the allocation of goods and services and the restructuring of public sectors known as New Public Management (NPM).*

5.2.1.2 Stakeholder guidance

Stakeholder guidance is defined as the degree to which external stakeholders set and guide directions for institutional behavior. Service organisations, including higher education providers, increasingly recognise that today's customers have many alternatives to choose from, that they may more readily change providers if they are not content, and that satisfaction largely depends on the quality-of-service provided[23].

Faculty members, administrative staff, HEI leadership, students and external parties are among the major stakeholders in HEIs who play their role in institutional development[24]. In the similar line, research findings identified four main stake holders in the course of interviews i.e., administrative staff, faculty, students and managers. Loyalty, commitment and support from the faculty and the combined collaboration and cooperation by all the stakeholders are

needed to develop sustainable HEIs. The participants recognize the indispensability of each stakeholder in HES. **Participant 5** believes that: *Faculty is playing its role very well, while administrative staff is supporting the faculty in promotion of sustainability of the institution. Students are also wanting to play their role and faculty is supporting them in this regard.* **Participant 9** also think that: *Every stakeholder like faculty member, administrative and students have had a role to play in promotion of the institution. If the faculty is very highly qualified then we will produce good students and they will reflect their ability in the future world so we have to work hard for this world.*

It clear obvious that all stakeholders provide guidance, cooperation and help regarding the promotion of institutional sustainability. The study results indicate that in case the stakeholders are not committed and they have low devotion, nothing can be attained. This finding is commented by **Participant 11**: *In most of the private sector higher education institutions the faculty members and the administrative staff they keep on changing from one institution to another institution because they have not loyalty and commitment with their organization due to owing the job at stake and hire and fire system then you cannot show your devotion with the organization.*

5.2.1.3 Higher education management

A very important aspect of higher education management is autonomy that's HEIs themselves decide on their governing bodies. However, though the study confirms that it is more a formality because according to the Article 41 of the New Law 1/203 and Article 9 of Regulation 43/2023 the Rectors, Vice-Rector for PUHEIs (universities and academia) are nominated, exonerated and demitted by the President based in a list proposed by collegial organs according to the law. General Directors and Deputy Directors for PUHEIs (Higher Institutes, Polytechnics and Higher Schools) are nominated by the Prime Minister from a list proposed by the collegial organs. For PRHEIs the Rectors, Vice-Rectors, General Director and Deputy General directors are nominated, exonerated and demitted by the creation entity according to the statutes and proposed by competent collegial organs. **Participant 1** observes that: *The Law and Regulation contain omission because they are not clarifying the process through which the list of nominees or appointees is produced based on elections results or individual candidatures. So, there is a legal gape in the law and its regulation that is necessary to be filled.*

It's also important that both rectors and deans may be in the office for no more than two terms each of which lasts up to five years. Another autonomy indicator is the fact that rectors are elected on direct elections by a secret ballot allowing all full-time faculty members, elected students' representatives and elected staff representatives to vote. The fact that students do not

always show a high level of interest in the election process is not surprising, as it needs time and expertise in order to get actively involved in the HEI governance processes.

The research noted high degree of HEIs institutional autonomy provided by the new legislation and some limitations of academic and financial autonomy. Academic council has enough decision-making powers, though it is not fully independent from the rector's influence. Experience is needed in order to get used to the new governance practices and at the present moment the crucial aspect is the legal basis, which is a necessary precondition for these practices' development and implementation.

The collegial body is also a significant step towards greater Higher Education autonomy. Though it doesn't exercise much of decision-making powers, it is assigned an important function such as monitoring the internal governance processes. It's an undoubtedly positive fact that students are involved. No less important is the fact that some external stakeholders can also be represented in the supreme collegial body. It is reported that the Board of Trustees and different advisory body's role in terms of governance is often pretty nominal. Usually, Board of Trustees has limited possibilities to conduct effective monitoring and supervision. However, such bodies play another significant role - they provide opportunities for establishing and maintaining contacts with different public interest groups and partner institutions[23].

The HEI faculty members' trade unions have a legitimate right to exist though usually faculty tend to solve their emerging problems with the help of their representatives in the HEIs self-governing bodies like the academic council and the supreme collegial body. **Participant 5** observes that: *The Law and Regulation do not specify the mechanisms of involving the students' parents in the HEIs management structures. The number of their representatives in the Senate or other institutions' self-governance is not indicated in the Law and Regulation. The legal documents also do not reflect the mechanisms of involving employers and do not define the board of trustees' role.*

On the other hand, the institutions, defined in the Law and Regulation, seem to be sufficient for optimal distribution of power and provide good opportunities for public participation in the governance structures. The study also reviewed the statutes of selected HEIs in order to illustrate how the principles declared by the Law and Regulation on Higher Education found their reflection in higher education institutions internal rules and regulations. **Participant 7** concludes in the following terms: *The general conclusion of this section is that the Statutes tend to meet the requirements defined in the Law and Regulation on Higher Education.*

In reality, the study findings reveal that, public participation in higher education management is missing in Mozambique. Those legal instruments, which citizen or public

associations can use to affect somehow higher education management are suggestions, complains, petitions and are exercised in accordance with the law on citizens' petitions, on consumer rights protection, on prosecutor's office, on professional unions and mass events. **Participant 12** regrets this unopened scenario with these words: *The stakeholders have right to request, to protest, to demand but in no way to manage. Only state officials make managerial decisions.*

In the case of higher education institutions in Mozambique, the study results identified three occasions in which the choose of alternatives take place: a) Admission application time - when prospective students apply to several HEIs to get admitted; b) Break time between semesters - when students transfer from one college to another; and, c) End of the Program - when graduate students can choose whether or not to continue their postgraduate education within the same HEI. **Participant 8** observes that: *My dream was to study advocacy but at admission time we were only 6 candidates and the course could not proceed because it was considered unsustainable for the institution. So, I decided to redirect myself to study management in order do not loose time pursuing ideal course of life as many people do.* **Participant 3** justifies in the following terms: *We had colleagues who left the institution arguing that if they course management they will be not get promoted and progression in their specific carriers.*

The study results raise the confusing issue of miss understanding of technical and management capacities. It is an acquired data that public services, including higher education, are managed by people whose authority is based on experimental and participation in higher education [9,10&11]. **Participant 10** recommends that: *The management of HE sector can be not left in the hands of people with technical competence acquired along the time in academia.* The findings, also, indicate fragmentation of communication channels among stakeholders mainly with governmental stakeholders, namely Ministry of Science, Technology and Higher Education (MSTHE), National Directorate of Higher Education (NDHE), National Council of Quality Assurance (NCQA). The focus of concerns is related to ambiguity and uncertainty of polices, processes, terminology, vicious and additions of new education act (1/2023) and regulation (decree 43/2023) of HE System, which result in confusing and conflicting message among different stakeholders. **Participant 1** explains difficulties related to communicate with MSTHE: *The communication with the MSTHE and its subordinated institutions is really a chaos and a headache. If you submit an information that you need answer it takes long time to be provided or, eventually, you have no answer. Then, there is a need to submit the dossier for second, third, fourth, …., times.* **Participant 3** claims in the following terms: *In 2023 we submitted a contradictory report on findings from Commission of External Evaluation of NCQA but, now we are in June 2024, there is*

no answer. **Participant 6** sadly ensures that: *If you don't have father(s)-in-low at MSTHE and subordinated departments your issues, unfortunately, will be not get the right treatment.*

The new Act and Regulation of governing the Higher Education System were introduced as state's punitive and very bureaucratic approach aiming to remove PRHEIs in higher education market. Also, concerns are regarded to the manner in which the NCQA govern the higher education. **Participant 9** laments this situation saying that: *The new Act and Regulation demonstrate clearly that the Government created National Council of Quality Assurance as its direct arm in higher education business. Check that the destiny of finds (60%) collected from PRHEIs is directed to Quality Council as HE monitoring entity. There is an urgent need to des-structure the NCQA from MSTHE organigram on behalf of transparence on governance of HE Sector.* **Participant 12** denounces the awkward faith of the new Law and Regulation: *Infractions and finds were added from "a" up to "dd" and "a" up to "r" that is HE is unescapable landmine. This trap is simply unbelievable and unacceptable for PRHEIs.*

5.2.1.4 Higher education challenges

The challenges on governing HE in Mozambique are being the formulation of public policies based in intuition supported by experimental management and asymmetric studies (consultancy) and rethinking the governance and management of the HE system from different levels. The integration of HE in the Ministry of Education or another creates ambiguity of hierarchy of powers and relations of tutorial between these ministries with autonomy entities of HE. Also, create a duplication of organs or shadow entities and situation of governance insubordination and disarticulation between HE and different levels of management of HE[9,10&11]. The study findings confirm that disarticulation resulted in expansion populist, disorganized and fragmented of higher education sector in ten years (2005 up to 2014) and this is the period where more HEIs were created. **Participant 5** remembers this situation in the following terms: *The gapes on governance instruments through processes of licensing and approbation of new HEIs, with intragovernmental and disarticulation from the national to district level were more visible.*

Increasing of the public participation in the HE's governance is the one of the key elements of the transformations of the higher education in Mozambique. Effective public control could bring together academic practices and societal demands for the better quality of higher education at the national level. **Participant 11** observes that: *The current situation could be characterized as of almost insufficient public participation in the HE's governance.*

After collapsing the state control model, Mozambique is involved in process of modernization of its higher education system in accordance with the principles and standards

of international education agency (UNESCO - ISCED). However, the study results highlight that the higher education sector democratization and social partnerships expansion in the HE's governance remains the cornerstone issue for the country. The study results verified that higher educational reforms in Mozambique, which started in 1990's, were not very effective and mainly resulted in numerous amendments to national legislation that did not bring many changes in practice. **Participant 1** justified why: *Many reforms that have had been introduced in HES are results of external dynamics which impose ourselves to import and copy HE models not applicable in our context.*

Higher Education system in Mozambique result from two sources of authority and legitimation[9,10&11]: a) Participation in processes of higher education (teaching, researching and extension); and, b) Governance of HE system. **Participant 7** believes that: *Higher education in Mozambique since its constitution is trailed in experimental normative and regulative basis rather than academic and scientific knowledge of higher education as social institution.* In this context it obvious to concludes that the most important challenge of higher education in Mozambique is the study of social conditions in which it is inserted and operating. Specifically, the following challenges are identified by the study as influencing negatively the performance of higher education sector in the country: a) Knowledge of higher education; b) Nominal and functional differentiation; c) Fragmentary expansion; d) Quality of higher education; e) Higher education funding; f) Industry; g) Governance of higher education; h) Higher education studies.

The new Law and Regulation on Higher Education System, which came into force on March17, 2023 and August 2, 2023 respectively contain a number of changes in the regulatory field but it seems that a system of higher education is still in the process of transition. The adoption of these legal instruments aims at substantial governance modernization in higher education and provide better opportunities for public participation that is still incipient. But there are still many issues that remain without proper legislative support. In particular, the independent National Agency of Quality Assurance, which is supposed to represent stakeholders' interests in providing study programs expert assessment, is not yet established.

5.2.1.5 Conclusions

Based on the results of this section an overarching picture can be painted or, at least, some general tendencies can be observed. Obviously, the role of the state towards higher education has changed, often referred to as the shift from government to governance. Governance has become more complex and dynamic and involves more participants from different levels. Governance as exercise of authority increasingly concerns interconnected

policy levels with multiple actors influencing different parts of the decision-making process and shaping its outcomes. Traditional state authority over higher education in Mozambique has been redistributed across various policy levels[1].

In fact, there have been shifts in four different directions[9,10,11,12,13&22]. i) There has been an upward shift, moving state authority to the supra-national level. The Bologna process and its consequences may serve here as a clear example; ii) A tendency of 'moving out'- a transfer from state to market (marketization, privatization, contracting). The rise of private higher education serves an example of this. iii) A tendency to transfer state authority to national bodies at arm's length from the state ('*agencyfication*'), in other words 'moving sideways. For example, the introduction of new accreditation bodies or greater responsibilities for funding agencies in system coordination. iv) And finally, the devolution of authority towards higher education institutions ('moving down'), as part of political deregulation and liberalization agendas, enhancing organizational autonomy and encouraging institutional strategic actor hood. There have been numerous reforms in Mozambique which aim to enhance organizational autonomy with different objectives. In the country, HEIs have achieved a legally independent status.

This redistribution of authorities does not imply that the government is stepping out, rolling back or hollowing out. In Mozambique, the government still play a pivotal role in this 'network of governance' by establishing frameworks, objectives, and priorities in and for the system. In steering higher education systems, government facing market as well as government failures found itself in a position to develop hybrid steering models, blending characteristics of central steering and 'spontaneous ordering' through marketization[25]. In these hybrid situations, government still shapes the rules of the game to a large degree, but in a different way and by using new devices, which fit general tendencies in public sector management that stress the demand for performance, including obligations to publicly demonstrate performance[26]. New funding schemes (output- and/or competition-based), mandatory quality assurance and accreditation systems, and explicit contractual obligations serve to maintain or improve system performance, seen as the primary task of the state. They embody both a changed government role and a continued one.

The empowerment of higher education institutions through the devolution of authorities and decision-making capacities from the state to the institutions assumes that power balances are tilted towards the institutions at the expense of the state. Such a conclusion, however, would be both premature and too simplistic. Enhanced formal autonomy does not automatically correspond with the actual space that an institution has to make its own decisions[1].

Organizational autonomy is a relational concept, which implies that external influences (state policies, for example) affect the decision-making space that institutions have.

Based on the data from this study, can be concluded that most HEIs experience strong to medium levels of influence from the government and its agencies on their internal decision making, regardless of the degree of formal autonomy they possess. While the role of the state has changed, HEIs continue to operate in the shadow of hierarchy. As a result of funding, regulation, audit, and normative pressures, in reality institutions cannot escape from government interference and the government remains a key regulator in governing the system. Moreover, it is important to note that government, apart from fine-tuning their governance architectures over time, do (once in a while) significantly shake *up on*its higher education system.

Using different conceptual models to address change in higher education governance in Mozambique, results have illustrated the shift from government to governance. At first glance, this development appears to represent a change from a combination of government control and academic oligarchy in coordinating higher education, towards a network- and market-based governance approach, characterized by a dynamic, interdependent mixture of multiple levels, actors and domains of governance or management[1&2].

In the new governance configuration that is witnessed in Mozambique, the relationship between state and HE Sector has changed, amongst other things by empowering HEIs, and by giving a more visible role in system coordination to other stakeholders, including agencies which operate at arm's length from the government, institutional leaders, and students. However, there are three important qualifications to be made: **First -** more organizational autonomy (for more details see Law 1/2023 and Regulation 43/2023) does not mean that the state is actually stepping back. Governments retain ultimate authority, despite higher education institutions having more organizational autonomy. Market forces may offer institutions opportunities for self-directed strategic action, but with governments still deciding on the rules of the game, real autonomy will be limited. **Second -** like other reforms in public sectors, change comes in different shapes. Research analysis confirmed this for higher education, showing important differences across systems and time. **Third -** the many attempts to *map* governance are often snapshots, largely overlooking the extent to which different governance instruments overlap and impact on each other, and also ignoring the fact that, besides their regular governance mode, government often intervene by embarking upon large reform projects. The research deems these qualifications to be important for those analyzing future governance change in higher education.

5.2.2 Higher Education Institutions Operating in Mozambique

The first specific objective of this study was to identify the universe of HEIs operating in the country. Hence, the corresponding research question was as follows: What is the universe of HEIs operating in the country?

HEIs are defined as public or private collective entities, with a juridical personality, characterized by a scientific, pedagogical, administrative, disciplinary, financial and patrimonial autonomy, and classified in accordance to their mission or type of property and their funding mechanism. Public HEIs are those belonging to state and its foundations created based on legislation. Private HEIs are defined as those institutions belonging to private or mix entities whose main sources of resources are private; Private HEIs can be for-profit and not-for-profit, and they can also take the form of association, foundation or commercial/corporative organizations[7&8](For more details see item 4, Article 30 Law 1/2023).

5.2.2.1 Classification of HEIs

Higher Education Institutions (HEIs) are classified as either public or private. An HEI is classified as public if it is controlled and managed by a public education authority or government agency directly or by a governing body appointed by a public authority or elected by a public franchise. On the other hand, an HEI is classified as private if it is controlled and managed by a non-governmental organization. Its governing board consists mainly of members not selected by a public agency. In general, the ultimate management controls over an institution rest with who can determine its general activity and appoint the managing officers[5&6]. **Participant 4** criticizes the importation of external academic agendas: *The alignment of the Mozambican laws and regulations with the classification of UNESCO is unequivocal proof that African HEIs have no their own academic agender. They are academizing HEIs to follow external agendas not our natives' ones.*

According to the New Law and Regulation, HEIs in Mozambique are classified in 4classes (A, B, C and D) and corresponding typologies, namely: a) Universities and academies, *b) Polytechnics higher institutes, c) Higher Institutes, d) higher schools*. Emphasis given to professional training and/or research, and the type of degrees each HEI can award are the two main criteria distinguishing these typologies. Although this classification is applicable to both private and public HEIs, as far as private institutions are concerned, the reference to the nature of their entity's owners (associations, foundations or business corporations) can provide insights for another significant classification[9,10&11]. **Participant 8** observes that: *The previous laws and decrees governing HE System introduced a classification of HEIs into universities, higher*

institutes, higher schools, polytechnic higher institutes and academies. The current law 1/2023 and Regulation 43/2023 present an inverted typological classification of HEIs: Universities, Military and paramilitary Academies; Polytechnic Higher Institutes, Higher Institutes and Higher Schools. **Participant 12** supports saying that: *Beyond the incoherence in classification, the new Law 1/2023 and its Regulation 43/2023 present discrepancy in denomination of domains, mixing areas of activities and products (domain h): Agriculture (area), Forest Resources (product), Fishing Resources (product) and Veterinary (area) instead of presenting only areas or really domains - Agriculture, Forestry, Fishing and Veterinary.*

Indeed, when compared the classification of UNESCO (ISCED) with the Mozambican Regulation the gaps and discrepancies are obviously clear denoting that the proponents or experimental consultants of the Regulation didn't know at list to copy and paste what others had done (for evidences compare the two classifications).

The instability in classification of HEIs supports findings of some studies indicating that the proposals of laws and regulations are made by specialists of experimental and participative basis on different spheres of decision on high education issues. Thus, they recommend that HE system as social agent of change can be not left in hand of experimental *managers* with specifics technical competences obtained from different academic institutions[27].This situation does not only concern issues of definition and classification, but also the problem of finding steering mechanisms that are appropriate for the different HEIs.

Furthermore, the results from the research indicate that there is no consistence and coherence in classification of HEIs in the country. The position of certain institutions migrates from the low to tow. For instance, the current classification, only universities maintain their previous position one and the rest were changed: Polytechnic Higher Institutes jumped from third position in previous classification to second position and the military academies, from last position to first and Higher Institutes fell down for third position while Polytechnic Higher institutes were promoted to the second position, without using any acceptable criterion of classification. **Participant 7** sadly observes that: *This classification is a result of arrogance and authoritism of the government and proponents of the law and regulation.* **Participant 1** elucidates describing the tense environment stablished when the proposals of the new law and regulation were discussed during the national meeting of the Council of Higher Education: *The discussion of the present Law 1/2023 and Regulation 43/2023 of Higher Education Sector was very tense and not conclusive because there was no consensus. The PUHEIs managers and the staff working for the government decided unilaterally to place Polytechnic Higher Institutes in the second place in order to benefit the change to operate in two domains. Without consensus, the meeting participants suggested that the proposal should be returned back to the Commission of Revision for further analysis on non-*

consensual matters. Later, what happened was that the Commission (of experimental and participative managers) imposed its force of incompetence ignoring the concerns and suggestions of PRHEIs and submitted the proposals of the Law and Regulation to the Government and Parliament for approbation.

The Table below was designed to summarizes the controversial classification of the HEIs based in the new law and regulation and their respect missions.

Table 5.1 Summary of HEIs classification, typology, missions and knowledge domains

CLASSES	HIGHER EDUCATION CLASSIFICATION		MISSION	DOMAINS
	Previous Law and Regulation	**Current Law and Regulation**		
A	*Universities*	*Universities*	Teaching, Research, Extension and Innovation in all universality knowledge domains.	**10**
		Academia	Teaching, Research, Extension and Innovation in all universal military and paramilitary domains.	**10**
B	*Higher Institutes*	*Higher Institutes Polythecnics*	Professional teaching, Research, Extension and innovation in two specific knowledge domains.	**2**
C	*Higher Institutes Polythecnics*	*Higher Institutes*	Specialized Teaching, Research, Extension and Innovation in one specific theoretical, applied or professional knowledge domain,	**1**
D	*Higher Schools*	*Higher Schools*	Teaching, Research, Extension and innovation in one particular domain of knowledge.	**1**
E	*Academies*			

Source: Adapted from the Regulation 43/2023

The Table 5.1 above, presents clear evidences of how deeply the classification of HEIs was deliberately altered. Even for non-expert on education issues it is very elucidative in the table that, for instance, the previous classification of HEIs there was five classes of HEIs against four in the current sequence in which Universities and Academies are equally classified sharing the first position. These changes represent an authentic mix in jocker games. **Participant 8** claims asking for salvation of Mozambican academia: *Oh, my God! Our experimental academician lost their soul and they need to regain it in salvation of entire academy.*

It is quite obvious that the absence of consensus among stakeholders, when the Law 1/2023 and Regulation were discussed in 2022, was deliberate to accommodate the interests of some managers of HEIs. **Participant 6** indicates that: *The changes were introduced to satisfy and accommodate egos, non-confessable and non-revealed interests of the PUHEIs.* **Participant 11** supports this affirmation observing that: *The changes on the classification of HEIs were "incompetently and "inopportunely" made to satisfy interests of the proponents some of them are*

managers of public polytechnics. I do remember that there was no consensus about this classification and the approbation by the Republic Assembly represents act of arrogance, prepotency and autocratic of the MCTES, CNES and DNES in order to benefit Polytechnics Higher Education Institutes to operate in two specific knowledge domains. **Participant 3** explains the changes as unacceptable: *The Classification is affected of malicious faith and inversion of values. Using the Mathematic Theory of Combinations, can be easily concluded that Higher Institutes represent the big combination and Polytechnics Higher Institutes are subcounty of the Higher Institutes. Thus, must be classified under Higher Education Institutes.* **Participant 7** uses botanical classification to explain the situation: *There is myopia in classification of HEIs in the current regulation. The proponents could use the binominal classification of Linnea to separate genus (Higher Institute) from the specie (Higher Institute Polytechnic). Therefore, the specific name Polytechnic must be contained inside the generic name Higher Institute.*

The miss classification of HEIs results from another situation not clear contained in the law: knowledge domains for intervention of the HEIs that was explored further.

5.2.2.2 Governance of higher education institutions

i) State governance

The new Law 1/2023 e Regulation 43/2023 state that the Government has competence to create a authorize the creation of PUHEIs and PRHEIs under appreciation or recommendation of the National Council of Higher Education. The proposals of creation of the PUHEIs must be presented by the central institutions of the State, but not implying that they will be under their management. While proposals of creation of the PRHEIs can be presented by all collective people legally constituted in terms of the law.

The governance PUHEIs and PRHEIs is under responsibility of the Ministry responsible for Higher Education Subsystem and all HEIs must fulfil will with the norms applicable to them. (For more details see Chapter 2, Section I, art. ° 17 e 18 of Law 1/2023). The new Law and Regulation are plenty of additions, omissions and errors of several typologies revealing that the proponents (experimental and participative managers or consultants) have no enough management maturity and competence to deal with the delicate issues of the higher education. **Participant 4** observes substantive errors of coherence and coordination in some articles of the Regulation and suggests corrective actions: *The articles 17 and 18 refer to support and management of Higher Education Subsystem. However, their redactions refer to the PUHEIs and PRHEIs, respectively. Maybe it could be aligned to PUHEIs and PRHEIs or PUHE and PRHE.* **Participant 12** criticized the use of differentiate terminology: *The use of terminology of* **support** *for PUHEIs and* **direction** *for PRHEIs is itself discriminatory and paternalist. Deliberately, the Law*

1/2023 and Regulation 43/2023 want to leave the message that between the Minister and PUHEIs there are relationship similar of the father and son. For the Minister among PUHEIs and PRHEIs the most important a PUHEIs that must be protected and supported in any circumstance. **Participant 10** observed that: *PUHEIs and PRHEIs are being managed by two different entities of the government in the same country – the Minister (a single organ may be!) and the State entity responsible for the higher education subsystem.*

Public and private HEIs are regulated by general laws and decrees on HE what means that no specific laws have been approved exclusively for private HE. This legal nondiscrimination policy between public and private institution elucidates the integrated nature of the Mozambican HE system, in which private HE is not viewed as a separate sector but as an integral component of the national HE system as a whole[9,10&11]. **Participant 12** notes that: *The nondiscrimination character observed in the new law and its regulation is apparent because in practice the Government use the Law and Regulation to complicate the life of PRHEIs.*

Indeed, although general picture of the low is pointing police of non-separation between PR and PU HIS, the practical evidences indicate, a serious symptom of discrimination, humiliation and inequalities on treatment of PRHEIs and an evident favoritism of the present laws and regulations governing HE System for PUHEIs. The obvious examples can be extracted from the New Act 1/2023 and its Regulation 43/2023 characterized by several barriers and traps deliberately imposed to "*hanger*" the PRHEIs and put aside of action HEIs from the business of HE system: a) Unattainable, unmanageable and numerous requisites for lecturing and creation and operating PRHEIs (for details see articles 32 up to 35 of Act 1/2023 and chapters II, III and IV of Regulation 43/2023), b) Taxes unaffordable based on minimum wage (see chapters VI and VII); c) Extensive infractions and heavy sanctions{for details see chapter IX – articles 57: Infractions from "**a**" to "**dd**" and finds from "**a**" to "**r**"); d) NCQA is direct beneficiary of taxes and finds as the state arms or partner on HE business, with 60% of the global *cake* in both cases. **Participant 12** laments these deliberate measures and exigences and suggests urgent revision to soften the life of PRHEIs: *The exigences of new Law and Regulation are unfair and were introduced deliberately to make cheat the PRHIs. Therefore, they must be revised and softened otherwise; the PRHEIs will not survive for long term.* **Participant 1** accuses Government to be paternalist with PUHEIs elucidating that: *In all processes directly promoted by the government (funding, accreditation, quality assurance, aid from development agencies) the PUHEIs are prioritized placing them in first position and PRHEIs are awkwardly neglected.*

The new Act 1/223 and its Regulation 43/2023 governing HE system presents conceptualization weaknesses, weakness data and uncertain, sometimes incorrect, theoretical

and political terminology conceptually non-rigorous, represent bases with strong convictions about designs of HE in Mozambique. The knowledge domains applicable in Higher Education in the country are the following[7&8]: *a) Education; b) Arts and Humanities; c) Social Sciences, Journalism and Information; d) Business, Administration and Law; e) Natural Sciences, Mathematics and Statistics; f) Communication and Information Technologies; g) Engineering, Production and Construction; h) Agriculture, Forest Resources, Fishing Resources and Veterinary; i) Health and Well Being; and, j) Services.*

The study results reveal that the survival and performance of the (PR)HEIs depends on number of domains that each institution can operate. Universities and Academies the law allows them to operate in totality of ten domains depending on their management capacity. The Polytechnic Higher Institutes have the prerogative to operate in two domains while the remaining HEIs (*Higher Institutes and Schools*) can only operate in one domains of knowledge. So, the *knowledge denomination* of HEIs resulted in the war for surviving of (PR)HEIs many of them searching strategies to ensure their survival.

The misclassification of HEIs reflected in deliberate promotion (of academies and Polytechnic Higher Institutes) and *dis*promotion (*of Higher Institutes*) of certain HEIs and the conversion of some Higher Institutes can be analyzed in this context of surviving strategy. **Participant 2** elucidates that: *Before the introduction of the new Law and Regulation we were operating in for domains and now in force of the law we have to operate in one domain. As you see, it is unsustainable for our institutional surviving because we depending on students' fees and from the Government, we don't receive funding although we pay taxes. Operating within one knowledge domain is a pure suicide for us!* **Participant 5** conforms to the surviving strategy: *The law put ourselves between the spade and the wall. We have to survive by reducing the costs and disinvest by operating in such one domain of knowledge. If none of these surviving strategies will produce good results, we have no other alternative if not to liquidate the business.* **Participant 9** suggests strategies to avoid the trap imposed by the Government: *I think that the (PR)HEIs could engage themselves by adopting conversion to universities or Polytechnics, merging among HEIs and joint ventures*.

The research results identified from the list of knowledge domains certain confusion characterized in non-alignment in the denomination of some knowledge areas. For instance, the Domain *c*) - the current denomination is: "**Social Sciences, Journalism and information***"*. **Participant 11** suggests and justifies that: *The right denomination could be **Social Sciences and Media** because media includes both Journalism and Information;* Domain *d*) "**Business, Administration and Law"**, is suggested by **Participant 7**, to be: ***Business, Management and Law** based in the argument that, Administration is a specific area of top or institutional Management.*

The domain h) **"Agriculture, Forest Resources, Fishing Resources and Veterinary"** there is a mixture of areas of activities (agriculture and veterinary) and resources (forest resources and fishing resources). The suggestion here is that to get coherence and alignment in classification according the areas of activities, in the view of **Participant 2**: *Agriculture, Forestry, Fishery and Veterinary*. **Participant 4** notes concluding that: *The miss classification of institutions and denomination of knowledge domains are reinforcing the prevailing idea of that the higher education sector is managed by experimental and practical participants with no domain of the management and higher education sector as social entity.*

The analysis of the development process of these laws shows that their introduction and the changes they brought were related to the aspect associated to the challenge of steering an increasingly expanding and diversified HE system[9,10&11]. This challenge is finding the right definition and configuration of governing boards to steer the system. By the way, **Participant 5** ironically compares this "*goes" up and "downs"* of higher education as *ping pong*'s game: *HE Sector is being "ping-ponged" according with the will of governments of the day assessed by the experimental specialists in HE.*

Indeed, the historical evolution of HE Sector confirms point of the view. The study results indicate that, from 1962 to 1975, HE was governed by Portuguese state (**first wave of HE devaluation**); from 1975 up to date, Mozambique took over the governance of HE sector integrating it in Ministry of Education (1975/94), Ministry of Higher Education, Science and Technology for 5 years only (2000/2004) - **first wave of HE valorization**), Ministry of Education (2005/2014 -**second wave of HE devaluation**) and lastly, Ministry of Science Technology, Higher Education and Technical Professional   and later Ministry of Science, Technology and Higher Education (2015/2024 - **second wave of HE valorization**). **Participant 10** doubts, therefore, the next scenario of waves after general election with the elected government: *I can't imagine what will be the curve of scenario tomorrow after elections of October 2023 if the new elected government will valorize or devaluate the higher education sector, as a coin of change, creating Ministry of Higher Education or integrating the sector on another ministry. Only the future can give us the answer!*

ii) Institutional self - governance

The HEIs assume a great variability and complexity in shape, dimensions and number of participants or stakeholders in the processes of teaching, research and extension. In this context, their management cannot be left on the hands of individuals whose authority is based in specific technical competences of scientific disciplines obtained in different academia[27].

Participant 5 calls attention exemplifying that management competences differ from technical competences: *One thing is to study several disciplines of specialty offered by the higher education and another, different, is to study the higher education itself as a social institution, area of knowledge and investigation.*

In public and private higher education institutions not only, there is a culture of to promote the very competent technicians (professor, engineers, medical doctors, lawyers, soldiers, politicians, etc.) to management positions of their institutions and when it happens, they are not explained about their new functions that are quite different of the technical competences they were exercising[28]. The results of this study, unfortunately, identified the proponents of the new Law /2023 and Regulation 43/2003 as being the ones who are promoting this myopic management culture by proposing and counselling the Government and the Parliament to approve and pass the two legal instruments. **Participant 11** observes that: *The proponents of the Law 1/2023 and Regulation 43/2023 due to their ignorance and incompetence in management issues, betrayed the government and the Parliament. By doing so, they really revealed to experimental and participation character in higher education issues.*

The evidences a quite clear in the law and Regulation illustrate the existing confusion between technical and management orientations. The Regulation 43/2023 imposes erroneously that HEIs must be managed by Rectors, Vice-Rectors, General Directors and Deputy General Directors, *"citizens with academic qualification of Philosophy Doctor (Ph.D.)"*. The exigency of Doctors or Professors is extensive to the managers of intermediate and operational levels of academic and scientific units of HEIs (More details see Article 8). **Participant 7** observes and recommends that: *The citizens with Degree of Ph.D. has experimental knowledge obtained from their practical participation on Higher education that can be reflexive. But it doesn't mean that only people with management competences can manage the higher education sector. The managers of HE sector could have a good solid basis for their activity if they could have management knowledge of HE Sector beyond of their participative experience.*

The law imposition of citizens with Doctors Degree (Ph.D.) to assume management positions in HEIs denotes a myopia and severe incompetence of the proponents - MSTHE, NDHE, NCHE and experimental specialists contracted as consultants. They have no notion that, a good Surgeon (Ph.D.) is not necessarily a good hospital manager. A good technician or researcher (Ph.D.) with academic reputation don't acquire necessary and automatically management competence to be promoted as director of department, faculty or eventually to the rector of a HEI to manage critic issues of management on higher education[9,10&11]. **Participant 1** believes that: *The citizens holding a degree of Ph.D. have specific technical knowledge about their*

area of activity domain: agriculture, medicine, mechanics, electronic, advocacy, education, industry, commerce, tourism, etc. In management issues they have experimental and participation knowledge derived from their practice that can be reflexive. **Participant 7**implicitly suggests that: *The managers of Higher Education at different levels could have a solid base for their activity if they could have management competence of higher education beyond their participative experience.* **Participant 12** concludes saying that: *The problem of management of the HEIs in Mozambique derivates exactly from the fact that the experimental and participative managers have no scientific and professional's capacities about management of higher education.*

Therefore, based on popular approach *the error is Human* (not tested and validate because animals also make mistakes) and admitting that the proponent recognize assume to carry the *cross* of the guilt of additions, omissions and errors prevailing in the law and regulation it is reasonable to recommend the revision of the all aspects representing deviation identified by the research.

The process of nomination of the higher education managers for PUHEIs and PRHEIs is the matter of state regulation based on the new Law 1/2023 and Regulation 43/2023. The rectors, vice-rectors of public universities, military and paramilitary academies are appointed by the President of the Republic under proposal of collegial organs of the candidates. While the general directors and deputy general directors of public Polytechnics, Higher Institutes and Higher Schools are appointed by the Prime- Minister whose list of candidates is presented by the collegial organ. PRHEIs managers (Rectors, Vice-Rectors, General Directors and Deputy General Directors) are appointed and dismissed by the board of trustees under proposal of the respective collegial organs (See article 9 for more details). **Participant 5** observes that: *The Regulation 43/2023 is not clear about this process. Doubts are still prevailing about the transparence, production of the list of the candidates, elections and mandates of nominees, etc.*

iii) Academic Governance

One of the Objectives of the present reform of Higher Education system in Mozambique is to adapt the curricula to the exigencies of the work market. The obvious discussion about this issue is that, its integrally fulfillment, the HEIs run the risk to be mischaracterized. **Participant 8** suggests that: *The HEIs must be keep open to the world and have a compromise between them and the Society but this compromise must not mean a decentralization of HEIs because if such phenomenon could happen, the HEIs can put at risk their autonomy.*

One of the characteristics of the of New Law 1/2023 and Regulation 43/2023, is to confer HEIs their administrative, financial, patrimonial and scientific and pedagogical

autonomies (For more detail see Article 5). **Participant 3** observes that: *Without academic autonomy, HEIs uncharacterized due to the urgencies of state and multiple and contradictory pressures of the society. Without autonomy to critic and produce knowledge and practices, HEIs cannot build an image reasonable unitary of themselves and of the society and therefore, only can offer fragmented and immediate responses. It is autonomy and its competent, creative exercise that confer to HEIs the possibility to build themselves as institutions of characteristics and forms of own organization, different from others.*

The regulation call for attention that the referred autonomy doesn't implicate that the HEI will be not a subject of adequations of its actions to the strategies and plans of national, regional and global development as well as to the indicators and criterion of quality defined by National System for Quality Assurance in Higher Education (SINAQUES). **Participant 6** argues that about adequation of institutional plans to regional and global agendas: *Today, it is unsusceptible to continue importing educational models on behave of integration in globalized world and regional. During the colonial domination there was a symbolic violence exercised by the colonial State to adopt Europe curricula, today we are ourselves in voluntary basis defending Bologna process and regional integration. We don't look for ourselves and create an African model which is genuine and authentic different from European and regional.*

The reduction of Higher Education autonomy is due to the loose of priority of the public higher education value in public polices and consequent financial drying and decapitalization of PUHEIs[29]. In Mozambique PUHEIs suffered a financial reduction from the State and this was the main reasons of why they entered to the market and adopt forms of entrepreneurship management by opening post-laboral courses to increment their revenues, abandoning to be at the exclusive of public good[22]. **Participant 7** observes that: *The introduction of post-laboral courses in PUHEIs forced them to work to their marketization competing with PRHEIs, Some PUHEIs entered the market in form of deregulated assuming functions of which they were not prepared.* **Participant 11** exemplifies that: *Some PUHEIs changed their initial mission to open courses of others areas of knowledge with priority courses of management plus anything. In few times later, they raised the number of course, students, lecturers and they installed a market logic in which higher education knowledge became a merchant highly lucrative.*

Therefore, according to the respondents views such logic was followed by reduction of autonomy of PUHEIs in the sense that they were forced to enter and compete in the Higher Education national market by opening courses in competitive areas which could have clients (students) such as Psychology, Management, Law, Economics, Communication and Media, environmental management and education. **Participant 9 explains that:** *The opening of those courses has low costs because they are courses of chalk and saliva and increase the institutional budget.*

The new Regulation 43/2023 imposes general conditions of lecturing in HEIs that must be *realized with lecturers highly scientific and pedagogically qualified with the minimum degree of Master of Science (MSc.) for graduation courses (first cycle) and Philosophy Doctor (Ph.D.) for post graduate courses (second - MSc. and thirty - Ph.D. cycles)*. Another condition imposed by the regulation is that the *lecturers of HEIs must have cumulatively Psych Pedagogic training and competences in educative innovation*.

The lecturers of distance learning courses they must have specific competences in teaching methodologies on distance learning. Therefore, the *HEIs must have general and sectorial training plan of their lecturers and administrative staff from which annual reports of implementation must be presented to the competent governmental institutions or organs*. **Participant 10** counter argues the regulation saying that: *The government has the courage to impose these procedures knowing that HEIs student, lectures and administrative staff have difficulties and challenges related to the books, access to the new technologies and communication. Neither all lecturers have adequate psych pedagogic training, the didactic resources are scarce (laboratories, reagents, computers, bursaries, etc.). Sometimes we don't use capable educative technology to enable effective learning in short time in the contact with the lecturers.*

The PRHEIs must have a minimum of 50% of lecturers contracted on permanent basis observing that at least 15% of the lecturers and researchers must hold PhD degree with permanent contract and others 35% must have master's degree[7&8]. The challenge from this exigence is clearly defining and regulating the academic degrees and qualifications to be delivered by the different HEIs. The challenges of steering the rapid expansion and diversification of the Mozambican HE system led to the introduction, alongside with the laws examined above, of other kinds of legislation, particularly decrees. **Participant 6** observes that: *The integrated nature of HE system it is only observed in the papers for "English to see" because the laws a made to punish, victimize and liquidate PRHEIs*. **Participant 12** proposes that: *General laws governing PUHEIS and PRHEIs are not reasonable. There is an urgent need to formulate specific law and regulation to govern PRHE sector.*

A wide spread belief, which has partly fueled the expanding demand for and supply of higher education in many countries, is that greater access to higher education would allow formerly marginalized groups to participate. Despite this, many public HEIs are still far from achieving open and fair access. Private HEIs serve these marginalized groups in society that are often excluded from public higher education[30].

In Mozambique, fair access is must be considered as a high priority: **Participant 2** underlines the vital importance of HEIs: *HEIs are a vital gateway to opportunity and fulfilment for young people, so it is crucial that they continue to make real and sustained improvements in access.*

Participant 3 concludes that: *The social class gap among those entering higher education is unacceptably wide. Those from the top three social classes are almost three times as likely to enter higher education as those from the bottom three. ...Young people from professional backgrounds are over.*

5.2.2.3 Conclusions

In the last 30 years, the HE system grew up considerably, differentiated and became diverse. In December 2023 Higher Education system was composed by a universe of 61 HEIs of which 22 publics (9 universities, 3 academies, 4 institutes, 4 polytechnics and 2 schools) and 39 privates (15 universities, 21 Higher Institutes, 2 Polytechnic Higher Institutes and 1 Higher School· Furthermore, 24 PRHEI are servicing from Maputo city (16) and Maputo Province (8). Only 15 PRHEIs are operating from other provinces such as Sofala (6), Nampula (5), Gaza (1), Tete (1), Manica (1) and Inhambane (1). Niassa, Cabo-Delgado and Zambézia provinces are not attractive for providers of PRHE[31,32,33,34&35].

The structures of higher education vary widely, as do the purposes of the institutions. Recognizing this diversity, government has historically taken a management-based approach to the regulation of higher education, unlike numerous other fields where command-and-control regulation has predominated[29].

Although state have sometimes been more prescriptive of the methods and processes by which institutions (particularly public higher education institutions) must operate, in general higher education institutions have been given the flexibility to set their own goals and to determine the methods by which they will achieve them. The Higher Education Act 1/2023 and Regulation 43/2023 do not prescribe how institutions should teach, research, or provide service to the community.

5.2.3 Barriers and Challenges Faced by PRHEIS in Challenging Times

The research question for this specific objective was: *What are the barriers and challenges faced by PRHEIs for their survival in challenging times?*

Challenging times in the context of this research means that professional development and continuing PRHEIs' budgets are slashed. However, in today's information-driven society, staying up to date has never been more important. This section focuses on freely available tools

and techniques that enable all types of PRHEIs' staff members to control their own professional development.

Metaphorically struggle for survival refers to institutional survival of PRHEIs. The competition in HE Sector among HEIs to maintain themselves in a HE market and to survive, grow, develop and diversify using survival strategies such as: a) Cooperative mutualism between institutions in the same group (PHEIs or PUHEIs) as well as between different groups of HEIs (Universities, Academies, Institutes, Polytechnics and schools); 2) Competition between HEIs in the same group (PRHEIs or PUHIs) or between one HEI with another; and, 3) Strategies that enhance fitness or resilience when (PR)HEIs are confronted by harsh challenges and barriers.

Nevertheless, (PR)HEI struggling to retain academic power or excessive wealth or a particular identity cannot be termed as struggle for survival. Such efforts can be seen as ego boosters that should not be supported or justified within (PR)HEIs or (PR)HE Sector.

Private higher education (PRHE) in Mozambique emerged from the state's political and economic reform called Program of Economic Rehabilitation (PER/PRE), which was initiated in 1987. Adaptation to the market economy gradually penetrated into public higher education and indirectly facilitated the emergence of PRHE[36]. Initially, the state's regulations for PRHE were highly interventionist, but generally spontaneous (largely due to the state's inexperience with the sector. Since the mid-2000s, these regulations have been continuously consolidated and institutionalized, and PRHE (with 39 HEIs and over 240,000 students) is now an integral part of the national higher education system[31,32,33,34&35]. However, PRHEIs continue to claim that they are treated unfavorably compared to their public counterparts.

In general, discrepancies between the public and private sectors (intersectoral distinctiveness) are key to understanding debates about Mozambican's PRHE. During the early years of PRHE, intersectoral distinctiveness was remarkable: PHEIs were generally considered the avenue for less academically competent students. To enter PHEIs, students needed to get only the baseline score (which was set by the Ministry of higher Education, Science and Technology (MESCT) for quality assurance purposes) at the nationally administered entrance exam. In contrast, PUHEIs were highly selective: The acceptance ratio was considerably low, and the admission score was generally far above the baseline score. Furthermore, most of the faculty members at PRHEIs were adjunct, while they concurrently held tenured positions at PHEIs[37]. While supporting arguments for PRHE centered around access, the sector was simultaneously vulnerable to criticism regarding quality.

Since the mid-2000s, when intersectoral distinctiveness started to decline, competition between the two sectors has arisen. PUHEIs were established in many provinces, concentrated mainly on low-investment programs, and enrolled less competent students. This expansion policy raised numerous debates. Faced with direct competition from new PUHEIs, PRHEIs managers argued that the state should concentrate their investment on improving the quality of *key* programs that benefit the larger population, such as medical education, engineering, biological technology while leaving other programs to PRHEIs. However, this argument was thwarted by provincial governments who claimed that new PUHEIs would contribute enormously to provincial economy. Eventually, as provincial PUHEIs were established one after the other, most PRHEIs became under enrolled and faced serious financial crises[22].

In general, PRHE is believed to have indirectly forced the public sector to innovate and operate more effectively. There exists now a serious flow of faculty members and staff leaving PUHEIs to work at PRHEIs, because the latter not only pay higher salaries, but also allow more space for new experiments, innovations, and entrepreneurial spirit. Also, in PRHEIs there is no imposition of compulsory retirement for people aged 60 and 65 years old.

PRHEIs in Mozambique emerged as, and remained, demand-absorbing institutions. Occasionally they are criticized for reasons related to quality, but such criticism is easily applicable to many public universities. **Participant 8** says that: *Since private education was originally considered antithetical to the Socialist Ideology, policies relating to the involvement of nonstate actors in the development of education have evolved through tremendous ambiguities and sharp discontinuities but, as a result, private higher education has become part of the system as a legitimate and accepted for-profit industry.* **Participant 5** concludes that: *PRHEIs, once a necessary evil, are increasingly central to the vision of improving quality in higher education and its internationalization.*

PUHEIs and PRHEIs, each with distinct features and functions, form a complete system of higher education to serve the broad and diverse needs of Mozambican society. The private sector, almost exclusively dependent on tuition fees, will face serious challenges of economic crisis. This might result in the closure of many private institutions, in particular at the lower end of quality education. This will increase the pressure on access to public higher education and challenge its quality, but it may also result in a needed clean-up of the private sector and increase its quality.

Globalization has influenced the educational trends causing higher education to move forward and cope with changes in global development[38]. Mozambican PRHEIs are facing a lot of barriers and challenges in their implementation. The need for private higher education stems

from several major issues including the inability to meet access demands in higher education, demographic changes and transitions contributed to the need for private higher education in the country.

Higher education needs in Mozambique are essential particularly to address lack of access to higher education, lack of staffing needs, and lack of funding and resources, thereby creating more demands for private higher education in the country. Thus, the requirement for private higher education in Mozambique stems from the necessity to pursue global competitiveness and addressing education issues in the country[9,10&11].

The PRHEIs like other PUHEIs have challenges that, an uncertain time poses a great challenging test to management responsible for running those institutions to look for ways to do more to improve their status, while trying to increase both enrollment and access to higher education. In times of change and uncertainty, managers need to review the way they manage.

The research findings elucidate that, the development of private higher education in Mozambique faces certain barriers and challenges. When the external environment turns turbulent in times of major societal transformations, the PRHEIs and other important higher education stakeholders lose their soul and they have to go searching to regain it. The language of soul-searching is a signpost of potentially changes of directions in private higher education, most often arising as a result of pressure from outside the sector.

5.2.3.1 Barriers

A barrier is uncontrollable something such as a rule, law, or policy that makes it difficult or impossible for something to happen or be achieved. A number of barriers were identified by the participants that are causing a hurdle in development promotion by private sector of HEIs. These barriers are same in line with[39].

The Higher Education Sector, usually considered as an uncompromising bureaucratic political institution that avoids anything religious, also uses theological-sounding language invoking salvation and redemption as part of its modernization agenda for higher education, an otherwise fully secular policy endeavor. The autonomy (an aspect of governance) and adequate funding (the level of funding as well as funding policies and regulations) are conditions for PRHEIs to be able to regain their souls.

a) Funding -Lack of finance was indicated as one of the main barriers as it causes the PRHEIs to not have the required infrastructure and technologies that can be devoted to institutional development. The crisis of funding can cause non-sustainability in line with several studies[40].

Participant 7 believes that: *PRHEIs must have sufficient funds, own infrastructure, trained qualified teaching faculty, written documents, reward & punishment system (proper examination system) because these things are related to the future youth all these can prevent the private sector institution from engaging in sustainable enterprises.* The **Participant 1** justifies funding as barrier: *The major barrier of private sector higher education institution is financial barrier because income of these institutions is only fee which they collect from students, if fee is less then they cannot work for development and technology is another barrier because most modern technology could not be attained without financial resources.* **Participant 10** supports the argument of funding being a barrier in the fallowing terms: *Financial resources are main barrier for private sector higher education institutions because these institutions are not funded by the Government or from any other agency and they have to raise their funds from the enrolment of the students.*

b) Students Background- The students come from different backgrounds and they are mostly from backward areas and government institutes that are only interested in getting degree. They have no concern toward the research and knowledge creating activities. **Participant 3** elucidates this fact saying that: *The students from low background are the challenges for sustainable development of any private sector higher education institution because they are not ready to accept the challenges in their life and complete tasks like quizzes & assignments. The development is halted and stopped by such kind of students because they just want to get degrees.*

c) Resistance to Change - Most of the management is not ready to change and take the initiatives for sustainable development as **Participant 9** affirms that: *The change in management is the resistance to take sustainable initiatives in the private sector higher education institutions.*

d) Owners Mind Set - Most of the university owners are engaged in cost minimization and they do not like to invest in changing the culture for sustainable development. The facilities provided by the administration of the institution are not up to mark which is required to fulfil needs. The finances are very limited in nature by the private sector higher education institutions which are another barrier which can prevent institutions from engaging sustainable initiatives. **Participant 5** observes that: *One more barrier is the mind set of owners of the institutions which are not ready to change the culture of the organization.*

e) Lack of Commitment - The PRHEI ownership is also mostly concerned to the earning of profit. **Participant 8** says: *With the lack of commitment by the owners of private sector higher education institutions is the barrier to prevent the institution from engaging in sustainable.*

f) Low Salary Packages - PRHEIs do not pay adequately to the faculty members and in turn they are not motivated to engage in any positive extra-role behavior. Low salary packages and non-payment on timely to the faculty of these institutions can prevent from engaging in sustainable initiative. **Participant 6** suggests that: *To overcome this problem the institution must employed trained teaching faculty including PhD faculty members. Due to this trained faculty members moved to other institutions where they get better pay package and facilities for their survival.*

g) Training of Faculty - The PRHEIs are not having enough opportunities to train their faculty members on the issues of institutional development. Hiring of Trained and qualified faculty must be in accordance of criteria of MSCTHE, NDHE and NCQA. Participant identifies the ways to achieve goals for PRHEIs: Infrastructure, finance and achievement of goals which have set by the Private Sector Higher Education Institution can be achieved through trained and qualified faculty. Further, visiting faculty is not the solution for institutional development of Private Sector Higher Education Institutions[41].

In general, all the participants agreed that PRHEIs are the knowledge creating institutions and they can actively promote the sustainable development in Mozambique through faculty training and active involvement of all the stakeholders. This will allow the PRHEIs to generate the innovative solutions for in institutional development. **Participant 10** classifies the vitality of the role of PRHEIs in society and economy: *The role of PRHEI is vital for generation of new knowledge and proving innovative solutions to the various problems of society and economy.*

The resources must be used in an optimal manner and development of effective curriculum that teaches the students regarding sustainability. **Participant 8** reveals the importance of optimal use of resources: *For achieving sustainable there should be optimal use of resources which includes financial, physical and academic resources means, curriculum etc.* Private Higher institutions are considered as mini towns, because mostly institutions have their own health care centers, sports centers, green environment centers, clean water plants, latest transport system, food areas, power plants, etc. **Participant 2** underlines the role of PRHEIs*: PRHEIs educate students; improve the well-being and health of individuals and communities through integrated programs of teaching, research and service. Hence, according to this perspective the institutions can play a major role in achieving the sustainability.*

5.2.3.2 Challenges

Challenge can be defined as a task or problem that involves uncertainty and requires the skills, abilities, motivations, and knowledge of the person performing it. Challenges can arise from various sources, including social development, conflicts, contradictions, and conflicts in society. They can lead to both negative and positive effects and require urgent responses. Therefore, challenges are also important in higher education, where they are seen as a means of stimulating quality. However, it is important to recognize that challenge is not universally positive, as it can lead to liquidation and hinder survival of some HEIs.

The challenges confronted by private higher education in Mozambique are more complex due to a combination of limited access to grants, increased cost, decreasing quality, and inflexibility in course selection[12,13&14]. Similarly, these challenges can be summarized as funding, staffing, and lack of infrastructural development[9,10&11]. suggested PRHEIs must consider certain challenges ahead including courses offered by public universities, limited academic and other staff, the affordability of tuition fees, and the quality of education. Furthermore, another major challenges in the development of private higher education in Mozambique include lack of awareness and orientation, inadequate human resources, and cost of operation.

Economic policies encouraging private ownership (liberalization, privatization and marketisation) have allowed PRHEIs to proliferate in most parts of the country, particularly since the 2000s[19]. The number of PREIs continues to grow in most countries at a remarkable rate, partly reflecting the demand for greater choice and more flexibility, which PRHEIs are able to offer. **Participant 7** observes that*: Financial issues act not only as barrier but also as a challenge for implementing the institutional development program in PRHEIs.* **Participant 5** explains that: *Availability of financial resources can foster the sustainability, but having enough finance to support the initiatives of sustainable development proves to be challenges. Further, focused that sustainability may be driven by external and internal forces, external financing, and commitment of each stakeholder and evaluation of present sustainability.*

Having right infrastructure and supportive environment are among prime challenges of sustainable development[41].mentioned that having right governance and active collaboration and engagement of management in sustainable development is also a challenging task[42].The methods of sustainability can be implemented through involvement of stakeholders. **Participant 12** believes that: *The major challenge for institutional sustainability gaining involvement of all the participants in HEIs. Attaining engagement of leaders (directors, president and*

rectors), students, faculty (professors and researchers) and external stakeholders (regional and local level) proves to be yet another ordeal.

In Mozambique, PRHEIs even outnumber public higher education institutions (PUHEIs) or are at least expected to do so within the next decade. The Government recognizes that PRHEIs, the majority of which award degrees in conjunction with state PUHEIs, typically function more efficiently and work harder to improve the student experience. A legal framework (Law 1/2023 and Regulation 43/2023) has been created that makes it easier for challenger institutions to enter the market and compete with the public higher education sector. A more streamlined, student-focused approach to the regulation of higher education in the country is also designed to stimulate further growth and competition in the HE Sector, ensuring that PRHEIs remain a viable alternative to the public sector.

a) War spectrum in Cabo - Delgado

A significant but neglected recent development crisis outside the education sector, which brings new challenges, including for governance and funding, has to do with increased instability, migratory fluxes and an escalating refugee crisis in north of Mozambique (Cabo-Delgado Province) with huge political, social, and economic implications, beyond innumerable individual and infrastructures tragedies. **Participant 11** previews that: *The war affected negatively higher education resources (human, infrastructures, material, finance, technological, etc.) and many students, lectures and staff escaped to neighboring provinces or cities causing congestion of people in public or private higher institutions.*

Thus, it's time to start taking the measures of these direct and indirect impact on higher education of this phenomenon. **Participant 1** suggests and argues that: *I think that the war spectrum in Cabo-Delgado cannot be neglected. There are HEIs directly affected with the war for example those who had learning units in Mueda, Mocímboa da Praia, Palma and Macomia.* And **Participant 6** appeals for research on the insurgence phenomenon: *Mozambican academicians and researchers a losing uneven opportunity to research the impact of the war in HE Sector in Cabo-Delgado in particular and in the country in general.*

Due to the war in the north region of Mozambique particularly in Cabo-Delgado Province, many PRHEIs lost their soul and they will remain like that until they regain it. The *soul of the PRHEI* explains, if not laments, that PRHEIs have *lost their soul* or to ask that they *regain their soul* and put their work and efforts at the service of new major causes or higher education projects. This language is deliberately used in this moment of vast and purportedly irrevocable destruction that are taking place in Cabo-Delgado Province around the PRHEIs.

Participant 10 describes the situation as desperate: *Many PRHEIs closed the doors and transferred their survived staff permanent contract to other provinces or cities.*

Other than the language itself, there is nothing theological here. The *soul of the PRHEI* is a metaphor used to appeal the *Sirs of the war* to stop it in order to enable PRHEI's managers, to make important points about the mission, role, or purpose of the institution in times after war reconstruction. The phrase is used because it has a strong, dramatic rhetorical resonance, which might, in fact, be quite fit for exceptional historic situations or policy endeavors. **Participant 4** observes that: *Out of speculations, there are no substantial reasons that can justify this war that is responsible for underdevelopment of Cabo-Delgado Province contrasting with its rich potential in natural resources.*

Moreover, the use of this language is, at least in part, more precisely about how PRHEIs need to organize and direct themselves or need to be organized and directed from the outside, in order to answer prodigious changes in the society, if not promote change themselves.

In this time of the war, it is reasonable to talk about the soul of the PRHEIs, about their salvation, renaissance or rebirth, and underneath or next to that a lot of talk about PRHEIs governance and steering tools, such as funding. The current times in the country in general and in Cabo-Delgado in particular are such times. Therefore, the PRHEIs have a lot of responsibility for the success of Cabo-Delgado higher education program and there is a need for them to regain their soul, or otherwise the entire private higher education sector (and with its institutions) is at risk of surviving. **Participant 9** regrets the situation saying that: *Cabo-Delgado was our potential market and we were planning to open our services to the northern region mainly deprivileged in higher education services and infrastructures. It due sorry our dream was abruptly stopped by the war.*

The *soul* of the PRHEIs is understood and defined as the PRHEI's mission, or *soul*, to educate and produce knowledge that would support economically competitive and democratic Mozambican citizens and society. In this context, **Participant 12** suggests that: *I would suggest that the entire country remains at risk until the PRHEIs, in the context of the war spectrum in Cabo-Delgado, regain their soul, become masters of their own renaissance and contribute to another ambitious project of national scope: building a Mozambican knowledge society, which is planned, to be the most socially and economically advanced in Mozambique.*

b) Modern technology

The right technology and infrastructure can allow the universities to play the role in sustainable development. **Participant 1** observes that: *For sustainability our institution is prime*

to support infrastructure like enhancement in building for accommodation of students, class rooms and teacher's offices. We trying to get new technology like mass media, radio, TV and hopefully this institution will be able to launch own radio education channel that will be pure educational channel not entertainment channel. Furthermore, the right class room environment, use of social and mass media, IT, training, use of modern technology, laboratories, and advanced research tools and equipment can also help in this process. **Participant 8** believes that: *Beside routine studies, our institute provides state of the art laboratories to the students for developing semester and final year projects based on latest technology using modern tools and up to date hardware that builds a good environment.* But, lack of finance and management support in this regard was indicated by a few participants. **Participant 10** compare finance with good infrastructures: *This is the problem of finances, if you have finances then you have better laboratories, library and facilities for the teachers, students, institution because this is world of competition and living with this competition there is need to work hard then you can do something.* **Participant5** claims the owners set minding that: *This institution is not providing well infrastructure and technology as the owner of this institution has not academic vision while faculty is forcing him to adopt it. In another campus of this institution, we have good infrastructure and technology in every class room. This institution has up to the mark resources which can fulfil the demand of students.*

Most of the PRHEIs are facing the challenge to acquire modern technology and use it in an efficient way to ensure the institutional development[43]. This point of view is supported by **Participant11:** *Technology adopting is the major issue of this institution. The world is moving rapidly while this institution is lack of using technology advancement and there is difficult to survive in the highly competitive environment.* **Participant 3** clarifies the use of the term technology: *Technology is not only issue of the institutions but also of individuals. We have (Ph.D.) Professors who don't know how to manage and use Data Show even to write in computer because in their student times, they used a type writer machine.* The change in new technology is the main barrier which may cause heavy cost as the world is changing now a days rapidly. **Participant 6** calls attention for the fact that: *If any institution or individual will not adopt the changing technology, then it cannot survive in highly competitive higher education market.*

c) Curriculum

Apart from the modern technology curriculum should also be up to date to facilitate the teaching of sustainability issues. **Participant 2** aligns with this point of view detailing that: *First is technology, if modern technology is attained by the institution, then it will not be able to develop, second is energy because it is backbone of any development in the nation and third is curriculum for better institution you need better curriculum and it come from better development, changes and*

achievements and it is learnt from comparative education from other countries. Curriculum must be adopted from those PRHEIs which suit your political, geographical and social context.

d) Faculty competence

The PRHEI have a smaller number of qualified (Ph.D.) teachers that are a major source of research-based activities. The research must be action oriented, based on local issues, that focuses on the grass root level investigation and in this regard the public and private sector partnership could also be fruitful[44]. **Participant 1** believes that: *Without research there is not possible to have graduate programs, research should focus to deal the local problems on ground realities and graduates must be able to provide solutions to overcome those problems. Further, there must be public private partnerships to promote the research culture and there is need to diverge the attention in other cities to access the higher education.*

Respondents think at present the quality of research is quite low due to less competent faculty and poor culture. As indicated by the participants, at present the research culture is less developed in private sector HEIs in Mozambique that requires more actionable and practical research to tackle the real-world issues such as institutional development. **Participant 3** responds that: *No, because the knowledge generation by the private section higher education institutions is not innovating as per need.* Other **Participant 9** suggests that: *In Mozambique there is need of more actionable research which help the organization to solve the problems at gross root level while private sector higher education institutions are doing repetitive research that does not breed outcomes.* **Participant 5** claims the lack of culture of research in the country: *There should be a practical culture for research but unfortunately private sector institutions concern is with profit earning. These institutions are facing issues as they have no sources of funding from the Government.* **Participant 10** points out requirements: *Further, these institutions must fulfil the minimum requirements of teaching faculty as per laid down criteria of Ministry of Science, Technology and Higher Education while the many of these institutions have not full time Ph.D. faculty members.*

e) Issues

HEIs are still facing certain issues in implementation of sustainable development programs such as issues of culture, infrastructure and link with external industrial parties[44]. It was identified that the students have no culture of research and sustainability and private sector HEIs find it difficult to attain funding form government and culture of students are the major issues for sustainability of private sector higher education institution. **Participant 9** identifies

lack of funding from the Government: *Private Sector Higher Education Institutions have not source of funding from Government to meet the needs in competitive market.*

Funding issues and poor infrastructure development are also causing problem in adopting sustainable practices in private HEIs. As **Participant 11** highlighted the need of having facilities: *This institution is facing problem of proper funding, non-availability of well infrastructure and other facilities which may excel the learning of students in sophisticated environment.* Lastly, it was notified that the PRHEIs should also have links to the industrial zones to develop the practical solutions for sustainability and get them implemented in real industrial settings. **Participant 12** indicates that: *The lack of industrial zones and dependence upon imports increase the unemployment ratio, which result in collapse of the entire cycle of sustainability.* Absence of financial resources and sponsoring has emerged to be another barrier in impeding HEIs to play their part in institutional development[45,46&47]. **Participant 4** explains that: *Due to shortage of finance most of the PRHEIs consider the programs of research development as an extra expense and thereby they do not pay attention toward their formation and.*

People fear the change linked with the New Public Management and implementation of sustainable exercises that proves to be another barrier[48]. Inflexible, traditional, conservative and conventional cultures prevailing in HEIs bars them from the adoptions of new concepts and ideas such as NPM. **Participant 7** observes that: *These cultures are not open to new ways of thinking They have inefficient correspondence and sharing of data across vertical and horizontal levels. They have focus just on immediate profit earning and they consider the programs of NPM as an extra financial burden.*

Absence of specialization and training in Management, most of faculty members, policy makers, leaders and administrative staff knowledge of Management[49]. **Participant 5** adds that: *PRHEIs are also facing same above-mentioned barriers regarding lack of infrastructure and trained staff and shortage of Ph.D. teaching faculty in the PRHEIs.*

The table below was designed to summarize the barriers, challenges, solutions and possible lines of actions to be taken to reduce or eliminate them.

Table 5.2 Summary of barriers, challenges, solutions and action line

ORDER	CHALLENGES/BARRIERS	CHARACTERISTIC	CONSEQUENCES	SOLUTIONS	ACTION LINES
1	**Funding** .	Lack of financial resources to respond the required infrastructure and technologies that can be devoted to institutional activities: education, research and extension. PRHEI are not funded by the Government or from any other agency and they have to raise their funds from the enrolment of the students	Incomes from Fees cannot work for institutional development; Most modern technology could not be attained without financial resources. Quality of education, research, and extension is affected; Staff and statements' welfare declining	Loan schemes funding, infrastructures building, training qualified teaching faculty,	Operationalization of loan scheme for students from poor families, to access higher education and for staff personal Solicitation of grants for facilities and infrastructures as well as teaching, research and Extension.
2	**War in Cabo-Delgado Province**	Enemy attacks to higher education infrastructures and Human resources	Destruction of infrastructures, displacement of human resources and retraction of investments	Stop the war	Conflict resolution through negotiation process
3	Attraction and retention of skilled professionals	Some PRHEIs are currently operating with lack of trained staff and shortage of PhD teaching faculty in the PRHEIs.	Declaiming quality in higher education	Contract trained and qualified professionals.	Staff training; Recruitment and selection of skilled professional; offering of competitive package of salaries
4	**Massification of higher education**	Rapid student expansion and mismatch between student growth and facilities few and limited facilities in terms of rooms and desks used in lecture rooms The students have no concern toward the research and knowledge creating activities.	Overcrowded classrooms and insufficiency in the learning environment. The students are not ready to accept the challenges in their life and complete tasks like quizzes & assignments. The development is halted and stopped	Infrastructure development and student socialization.	Building infrastructures and promotion of research activities
5	**Limited HE institutions**	There has been erosion of tertiary institutions over the years. Several of them have witnessed decline due to under-funding	Parents crashing under the weight of the limited HEIs available	Liberalization of the provision of higher education.	Accreditation of more institutions. Improvement the existing institutions
6	**Rising youth employment**	Of the students who graduated in PRHEIs very few were able to find employment in the formal sector.	Small private sector and the failure to match the skills needed in the economy	Design programs in consultations with the private sector to suit their recruitment.	Revision of HE programs to respond to job market and promotion of alumni associations.
7	**Corruption tendencies**	The resources of some PRHEIs have been deviated for personal gain by some staff; Some staff received money from students and diverted it to their personal accounts	Effectiveness of the PRHIs is negatively affected interns of service provision to students to support their academics The performance of students and the institutions diminish due to the inadequacy of facilities.	Accountability and transparency. Control corruption in PRHEIs	Establishment of anticorruption units composed by internal and external auditors to audit PRHEIs accounts, in order to incur that resources of the institutions are not diverted for self-interest.

8	**Low Salary Packages**	PRHEIs do not pay adequately and non-payment on timely to the faculty members salaries paid to the staff in higher institutions of education in Mozambique are still very low compared to those in other countries	Lectures dodging by lecturers and tutors who have other jobs in big institutions and companies to supplement the meager salaries which cannot cater for their needs; Low coverage of syllabus, absenteeism and demotivation of the lecturers; Trained faculty members move to other institutions where they get better pay package and facilities for their survival.	Revision of remunerations for teaching and other staff so that they can give valuable and friendly services, and held regular seminars on student welfare.	Payment competitive salaries to trained teaching faculty including PhD faculty members in order to improve their services.
9	**Hiring inadequate staff**	Most PRHEIs in Mozambique operate at a deficit staff number and currently operating at law % of their staff establishment Most of the management is not ready to change and take the initiatives for institutional development.	Poor academic performance on the side of academic staff and poor service delivery to all the stakeholders of the PRHEIs including the students.	Change in Management. Attachment with the labor market and practical training in the world of work in order to promote relevance of the higher education.	Introduction of new public management initiatives in the private higher education institutions.
10	**Bureaucracy in PRHEIs**	The admission process is involved in bureaucracy that make difficulty to access the higher education by the students who qualify for higher education.	Students cannot all access admission and become frustrated and demoralized.	Monitored structures and system of student's admission process of examination results and registration.	Hiring more people to handle student databases and enter results since the population is high in addition to timely release of student's results.
11	Relevance of higher education	There is rampant duplication of courses especially by illegitimate and illegal institutions. PRHEIs have failed to review programs, retrain staff, re-equip workshops and laboratories, and procure new books and other learning materials,	Graduates from PRHEIs experience both a high rate of unemployment and underemployment due to programs and courses that are not relevant to the job market.	Outcome-Based-Education (OBE) for all higher education systems.	Introduction of OBE's learner centered approach focuses on what learners actually they are supposed to learn. Emphasis is not what wants to achieve but rather on what the learners should know, understand, demonstrate and become.
12	**Insecurity in and around PRHEIs**	Most of the PRHEIs have attracted large numbers of people who have settled around them. This has resulted in slums due to overcrowding of people in small pieces of land which act as dens of thugs who attack students. Most of the PRHEIs owners are engaged in cost minimization and they do not like to invest in changing the culture for institutional	Many cases of students killed or injured especially those who go home after 10:00p.m lectures. Students' property is stolen at the PRHEIs especially laptops. Often students lose bags with valuables when sitting examinations.	Investment in strengthening the security departments and change the culture of the mind set of owners of the organization.	Introduction of patrols around and within the PRHEIs in addition to strict checking of those entering the HEI premises. To equip security members with PPE and non-lethal weapons.

		development due to the limited resources.			
13	**Congested lecture rooms**	Some courses have large number of students who share some course units because they are emerged together for the lectures	Reduced concentration of the students in class and lowers ability of the students to comprehend whatever is being taught in class; Shortened school practices in most of the PRHEIs	Infrastructure development and equipment to the students.	Construction and expansion of lecture rooms in order to address the challenge of congested and few lecture rooms and theaters in addition to procurement of more laboratory. Creation e more teaching space and recruit more staff so that students are put in small manageable groups.
14	**Strikes and demonstrations**	The problem of strikes at HEIs have dragged on seasonally for long with students protesting against tuition increment or lecturers over unpaid, pension scheme, demand for salary increment among others.	Time wasted is at times not compensated for especially when the strike has taken one to three weeks as the university calendar remains unchanged. Some courses with much content cannot be well covered hence affecting learning and therefore the quality of graduate.	Revision of tuition fees, lecturers pension scheme and salary package.	Application of affordable tuition fees; Regulation of lecturer's pension and salary package based on mutual consensus to safeguard the institutional surviving, growing or development.
15	**Administrative challenges**	Students complain of bureaucratic tendencies where getting one's problem attended to is a long and frustrating process. Overcrowded and slow medical supporting services. Students data base not appropriately managed.	Losing student information, marks among others. Students end up in self-medication to save time. Poor record keeping where some records of results cannot be found in students re-sitting which is very frustrating coupled with lack of confidentiality since results are just pinned on the notice boards for the students.	Overhaul the entire system and have computerized and well-monitored structures and system of student's personal information, fees payments, examination results and registration.	Hiring more people to handle student databases and enter results since the population is high in addition to timely release of student's results. Establishing more medical facilities like ambulance services to cater for the emergencies and improve on the existing ones to ensure effective service delivery. Examination records should be communicated to individuals by internet instead of pinning them on notice boards.
16	**Unreliable water and power supply**	In many higher institutions power blackouts are rampant which tends to affect normal learning and studying process of the students Water shortage especially to the resident students within the halls.	This mostly affects students studying on evening programs and have lectures up to around 10 pm These affect the student's normal learning process thus poor academic performance.	Effective supervision of all institutional services and facilities; teaching process, medical, water and power supply.	Installation of stand by generators to solve power blackouts and handling of results. procurement water reservoirs to store water for the students especially those in the halls of residence.

From the Table 5.2 above was possible to represent the PRHEIs' Tree Survival in higher education market competition. Figure 5.1 Survival Tree of PRHEIs challenges, barriers and solutions.
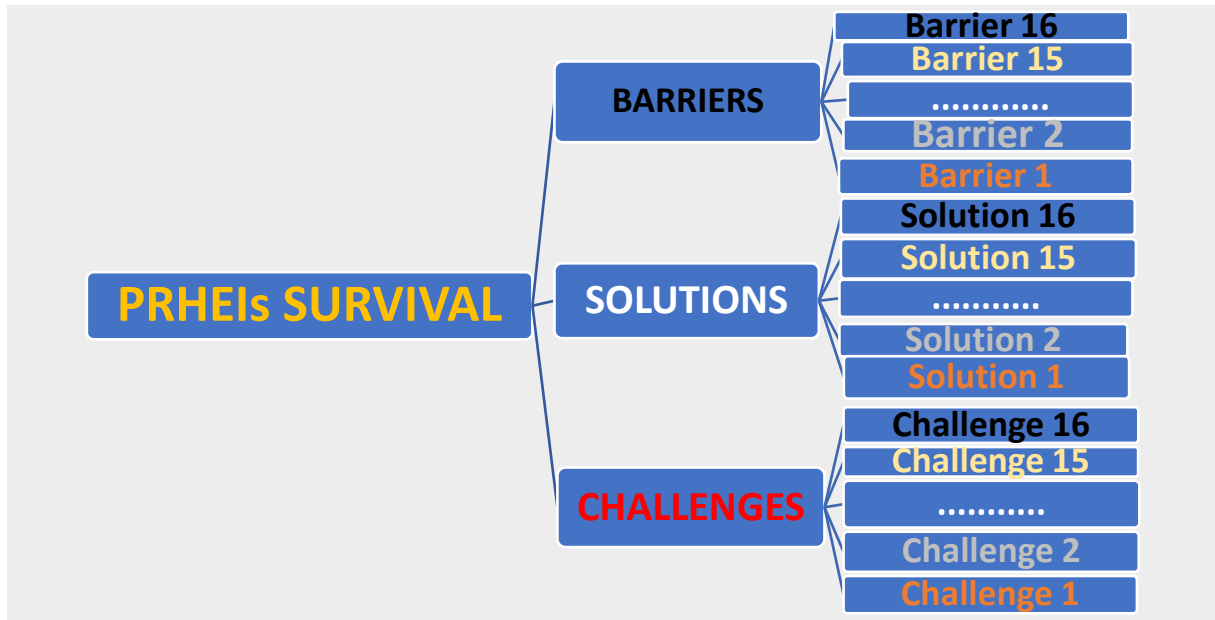
From Figure 5.1 above, the Survival Tree of PRHEIs, can be observed the three main components of a tree: i) **Stem** (PRHEIs Survival); ii) **Branches** represented by challenges, solutions and barriers; and iii) **Leaves** of challenges (16), solutions (16) and barriers (16). The colors in correlation with the numbers of each leaf mean that for each challenge and barrier is applicable the equivalent solution and line of action due the fact that many challengers are, simultaneously barriers for instance funding and the two terms can be used indifferently. The reticence symbolizes other equivalent barriers, challenges and solutions not illustrated due to the space limitation. The same reason is equally applicable to the omitted lines of actions.

5.2.3.3 Conclusions

Many private higher education institutions do not have structures and strategies to deal with quality assurance and that student articulated complaints around access, poor or non-existent inter-library loan facilities, and generally under-resourced libraries that made assignments and other tasks very difficult to accomplish[50]. This negative picture is compounded by reports that the sector largely relies on inexperienced, under-qualified and mainly part-time employed staff, much against the requirements for the registration of private

higher education institutions. Some institutions consisted entirely of part-time staff while in others there was a lack of adequately qualified staff.

The research findings align in part with majority of these findings of the previous studies. In a nutshell, the PRHEIs in Mozambique are affected by several challenges which include inadequate funding, limited HE institutions, and insecurity. Congested lecture rooms, unreliable water and power supply, youth unemployment, corruption, low salaries paid to lecturers, poor infrastructure among other factors. This has greatly affected the performance of higher education sector in Mozambique which is gradually declining if concrete steps are not taken.

There are three ways in which the PRHEIs can contribute to promotion of institutional development. First of all, they can indulge in action research that investigates the issues on grass route level, secondly the stakeholders, parents, students, faculty and administration can play their role in promotion of sustainability, and lastly the infrastructure of modern labs, mass media and IT can aid this process. Higher Education Sector needs to create the necessary conditions to enable PRHEIs to improve their performance, to modernize themselves and to become more competitive, in short, to become leaders in their own renaissance and to play their part in the creation of the knowledge-based society envisaged under the Higher Education Strategy.

Currently, there are 39 PRHEIs against 22 PUHEIs in Mozambique[51]. However, most of the HEI are in the south region while only a few in the north region. Therefore, this study recommends the Mozambican government and policymakers to focus on developing policies, programs and launching initiatives such as emphasizing on improving its infrastructural facilities that will lead to the emergence of more private HIEs in the northern region. Policymakers should also consider to increase funding for PRHEIs as well as re-evaluating and improving higher education programs. The government could also encourage and support PRHEIS to explore various alternatives to generate funds besides tuition fees

5.2.4 Perceptions of PRHEIS About the Process of Quality Assurance and Accreditation

To understand the perceptions of PRHEIs about QAA processes the Research question was: *How do PRHEIs perceive the process of Quality Assurance and Accreditation Program?* The study results and discussion for this section were supported by three pillars which highlight

the perceptions of the PRHEIs on quality assurance process and accreditation program. These are resources, capacity development and program design.

5.2.4.1 Quality assurance

Words and phrases as quality assurance, quality indicators, quality and accountability measures, evaluation, learning outcomes, etc., penetrated academic life without the consent of the majority of the employees. **Participant 2** observes that: *It seems that those who work in the institutions, the professionals and the students, are not the owners of the quality process. They appear more as consumers of quality culture rather than its producers.* Hence, this discursive shift was a new reality, imposed though from the outside. It is therefore not surprising that disagreement within academic circles and opposition from significant segments of the civil society was at times vehement. Therefore, the emergence of terms and practices, such as quality measurements and assurance, assessments of learning outcomes, performance indicators, accreditation procedures, quality audits, internal and external evaluation, and governance by objectives, and the like, are no longer strange birds in the academy's gilded cage. The HEIs are in the front line of global competition and are forced to comply with demands and expectations for more efficiency, better quality andexcellence[51].

In Mozambican context, the promotion of activities of quality assurance is synchronized by The National Council for Quality Assurance in Higher Education (NCQA), which was established in 2007[9,10&11]. **Participant 5** describes how CNAQ started to operate in the country: *When the quality issue was introduced in 2007, with varying degrees of respect or disregard for the academic culture in the country, fabricating forms of quality assessment proved to be more viable than the actual quality of content, as it is not convenient enough to create indicators that capture and measure something that is 'beautiful'.* The research evidences suggest that the increased interest in quality in higher education, appears to be directed towards inventing instruments, which best measure whether current commitments and legislation are followed, instead of what constitutes quality in higher educational learning process. **Participant 7** adds that: *CNAQ issues standards and guidelines for quality evaluation, but does not train the institutions on how implements their own quality assurance system adapted to their own higher institutions vision, goals and national culture, as long as they comply with the same standards and guidelines.* **Participant 11** believes that: *Quality assurance has caused certain confusion in academia that probably can be attributed to the ambiguity of quality, due to unclear connotations of both standards and excellence.*

The data indicated that, some participants declared to have a limited knowledge about quality assurance while many others interpreted QA with their own QA frameworks. When some saw the problem on their own background (business and religious not education), others

perceived it as bureaucratic processes that create confusion. **Participant 9** reveals his ignorance related terms used in QA&A processes: *We don't understand many things and terms used by the quality evaluators because we are not educationalist or experts in education. Some of us come from religious and business sectors.* **Participant 6** characterizes the processes as eminently bureaucratic: *A processes are bureaucratic and create uncertainties and challenges.*

However, some participants explained their institution's effort to overcome the shortage of human resource by (a) sending instructors (as students) for higher education at their own expense, (b) providing in-house training, (c) developing partnerships with other institutions, and (d) hiring instructors on a contract basis. Better use of technology, introduction of e-books, purchase of material at reduced prices, constructing buildings, and acquiring more space and standby generators were other actions mentioned by some of the institutions. It is clear from the responses that these constant or structural shortages constitute a major constraint on the overall performance and delivery of quality education by the private HEIs.

Since PRHEIs rely on student fees, this also poses several other challenges, especially for newer or smaller PRHEIs. If PRHEIs cannot get their programs accredited, they cannot register the program with the NDHE and obtain a registration certificate, or register their programs with CNAQ and therefore, may not market or enroll students in these programs. Also, with the continued rise in demand for PRHEIs in Mozambique, there seems to be an overload of regulation in both QA and HE legislation from the government in an attempt to limit or expunge poor quality providers. PRHEIs are met with greater vigilance from all state authorities. Consequently, only financially stable institutions can survive: **Participant 4** claims that: *The cost of compliance is so high, only the stronger people are going to survive. It is just too expensive and I don't know how the small providers survive.*

The timing and length of the QA processes linked to getting a program accredited by the CNAQ, registering with the NDHE and obtaining a registration certificate also present several challenges for providers. While PRHEIs are faced with more pressure to comply with HE and QA legislation, the high costs related to these processes often fail to make business sense[53]. **Participant 8** denunciates that: *The process is far too long, the cycle it's too long and often you get the outcomes too late for the next academic year. I'm losing millions in income. The whole process with the CNAQ and NDHE is almost stretched to several years.*

The effectiveness of these QA processes is often seen as insufficient, especially when it comes to the evaluation of physical and financial resources. Both the CNAQ and the MSTHE (NDHE) mainly use a paper-based evaluation of these resources. According to the data obtained there would also seem to be inequality in the provisioning of HE programs offerings

and consequently, the credibility of HE academic program (qualifications) offered by some PRHEIs is often questioned.

In addition, there is a perception that the QA process does not distinguish between the different institutions although CNAQ's focus on both the program and institutional accreditation what seems to be the merit of CNAQ in process of QA&A, as explained by this **Participant 12**: *The CNAQ is to do both, program and institutional accreditation. CNAQ realizes that cannot divorce the program from the institution, because you can have a good department, with a good program, but there can also be a very bad department in that same institution, especially with multi-campuses. You can have a very good program that is accredited in principle, but in Ulónguè it works and in Milange it doesn't work.*

Most PRHEIs are self-funded, and therefore have limited resources available. Consequently, it seems that they often struggle to supply the basic, relevant and adequate resources needed to offer quality HE programs[50&54]. The costs involved in facilities, electronic and physical library holdings, Wi-Fi, Management Information Systems (MIS), employing senior academics, and the like, are all factors that drain resources even before PRHEIs have an accredited program or start offering it. In addition, external councils, professional bodies and departments often require PRHEIs to provide evidence of having invested in all the resources before they have certainty about the outcome of many external QA processes. **Participant 2** this *conditionalism* with chicken egg: *It is 'almost a chicken-before-the-egg situation.* The CNAQ's process of program accreditation is one such example[55]. **Participant 10** explains why he doesn't have staff: *The HEQC would defer a program, for instance, because you don't have staff, but who's going to employ staff until the program is accredited. Of course, I don't have staff. I have somebody who can coordinate the program, but I'm not employing lecturers until I got the program accredited.*

QA processes, like those of program accreditation, are usually assessed in *good faith* on promises from the institutions, and evaluated at a particular time when the applications are submitted. In a space where resources are limited, capacity development is often problematic, and this may have a negative effect on various QA processes. Such QA processes also often evaluate the PRHEI's programs in the light of their link to the workplace and their relevance to servicing students who might never have been able to attend a PUHEIs and obtain a degree[50,55&56].

With regard to QA, the level of experience and exposure to various QA processes, such as program accreditation, has been identified as a significant advantage for most of the people involved in QA at PRHEIs. The lack thereof has a negative impact on PRHEIs, specifically on

new institutions. **Participant 1** observes that: *The split is between people who've been involved in the processes of program accreditation for years, and people who haven't been doing it for years. I think there needs to be far better induction for new providers.*

While it has also been found that the leadership in charge of the QA processes and the creation of a culture of QA should ideally be vested in full-time staff and academics, it appears as if the PRHE sector generally contracts part-time staff, and outsources responsibility for key functions and designations to consultants, such as the QA director, or academic head of PRHEIs. PRHEIs also commonly appoint consultants to manage the accreditation of their programs[55].**Participant 7** clarifies and calls attention: *Institutions appoint consultants to do the wrong thing. If you appoint consultants to do your accreditation, you don't deserve that accreditation.*

While outsourcing and part-time lecturing seem to be an acceptable and even cost-effective model for the PRHE sector, it is not considered good practice and has implications for the quality of the programs. **Participant 9** suggests that: *The ownership of the program has to lie with full-time staff (permanent employees). All the key expertise, and subject matter expert knowledge has to lie within the full-time permanent staff.*

In a systematic discussion, the issue of quality is the outcome of deliberative collective processes based on an analysis of the mission, the objectives and the conditions regarding the education offered. **Participant 5** observes that: *Developing forms and instruments for institutional quality, without adapting the forms to the relevant content and meaning the quality? of academic learning, tends to turn the entire quality evaluation into a mere ritual.*

Quality cannot clearly be defined in absolute terms. A variety of definitions has been formulated, and each one is usually the result of a negotiation process among different stakeholders' interests and the power relations therein. In service sectors in general, and in higher education institutions in particular, the difficulty of defining quality is linked to the complex *product* they work with; it is about people's actual subjective experiences of learning and the fulfilment of their needs, as well as the questioning of generally accepted knowledge and the production of new knowledge[52].

Although quality is difficult to define, there is a belief that it is possible to be examined and assessed. In everyday situations, the concept is relatively straightforward and there is a consensus around some simple criteria for evaluating quality. **Participant 1** observes that: *The criteria are usually an expression of people's practical understanding of more or less common social experiences and are taken for granted.*

A definition of quality touches on the matter of its measurability that is not always feasible in terms of quantifiable indicators. Nevertheless, descriptions of quality as a

measurable entity appears in all management designs for the simple reason that it is difficult to talk about things of no visiblereference[52]. **Participant 8** notes that: *It is very awkward to improve on something when you do not know what it is!*

It is fashionable to talk about quality today, quality management in the shape of New Public Management in higher education entails among other things the devolution of accountability from a central to a local level, governance by objectives and development of a quality awareness and culture, launched as a strategy to promote excellence and renewal. **Participant 4** thinks that: *Because they raise hopes for greater, HE autonomy and freedom, not least for the faculty staff.* But early expectations were soon replaced with suspicion and resistance when the consequences of the new management were shown to lead to comprehensive central/national systems for evaluation, quality assessment and accreditation for a very apparent purpose, namely to increase the state's insight and strengthen the central administration control over each operational unit.

Control endeavor of HEIs is directed from the Government and the Ministry of Higher Education, via its specialized governmental agencies/authorities, towards the individual Higher Education Institution (HEI), which in turn through its administration deploys control over the staff which, ultimately, control their students. **Participant 11** believes that: *The introduction of the new control regime is perceived more as a threat than as a democratic development based on collegial consensus.* Ordinarily, evaluation as a means of social control has always been associated with various kinds of rewards or sanctions, symbolic as well as pecuniary. **Participant 12** observes that: *If the issue of quality does not become a concern for all involved in higher education, neither will a foundation be laid for a new approach to education and its importance for the individual and society today. In such a case, the constant tension between quality as ritual and quality as process of learning, understanding and innovating, i.e., the creation of a new academic ethos and culture, is likely to be accentuated.*

Their alleged autonomy was invaded by neo-liberal forces and changed to the point beyond recognition, which has seriously violated the employee's professional integrity and expertise. As the HEIs gradually transformed into a mass educational institution, without being accompanied by a corresponding increase in resources, the academic staff was constantly reminded that the quality of their work must be raised and ultimately assured. **Participant 3** thinks that: *The main feature of the evaluation regime has seemingly been imposed from vested interests outside the academic community and, therefore, the internal 'good discourse' about quality within HEIs has not been allowed to take its course on its own terms.*

5.2.4.2 Accreditation program on PRHEIs

Accreditation is the process from which an agency or association confer public acknowledgement legally responsible to an HEI, a course or a specialized and attended program based on pre-established certain standards and qualifications[57].In Mozambique accreditation is a public system under which national state entities work with individual higher education institutions to review and critique their operations. The higher education institution provides a *self-assessment* that the National Council for Quality Assurance (CNAQ) then uses as a framework for examining the institution's successes and challenges. **Participant 7** argues that: *The flexibility of the accreditation system allows it to be responsive to the diversity of higher education (the numerous different academic programs at different kinds of institutions that serve different kinds of students).* **Participant 9** observes that: *A "one-size fits all" approach to regulation would be destined to fail.*

This "hands-off" approach has brought increasing complaints over the years. **Participant 6** criticizes that: *The accreditation system has few teeth (that almost every institution is re-approved, whether they are doing well or poorly).* **Participant** observes that: *The system provides no ability to assess levels of institutional success because the (re)accreditation answer is a binary "yes or no," which prevents comparison of institutions. As a result, it is difficult for students (and regulators) to determine which institutions provide a quality education and which ones should be avoided.* **Participant 1** argues that: *The accreditation system does not push institutions to improve. When institutions meet minimum requirements there is no incentives (access to funds) for the high-performing ones. So, there are not enough incentives to improve educational outcomes.*

The New Law 1/2023 and Regulation also gave more direction to NCQA/CNAQ, requiring it to certify that institutions meet "minimum standards" in ten areas, including student achievement and compliance. Since the adoption of these requirements, CNAQ oversight of accreditors has increased, but **Participant 2** still argues that: *The system has had little substantive impact and that the regulations have pushed accreditors to become "box checkers," certifying that institutions meet minimum standards in their operations. The system does little to help institutions improve student academic outcomes.* **Participant 8** concludes that: *Accreditation is the primary barrier to innovation in Mozambican higher education.* **Participant 2** calls accrediting agency: *The watchdog that don't bark.* **Participant 5** calls the accreditation system as: *a cartel.* **Participant 12** argues that: *Accreditation serves as a barrier to entry for innovative new educational approaches.* But **Participant 4** feels that: *We are now over that feeling, that we just need the policies for accreditation at the CHE. We realize, that if you don't have it in place, you are jeopardizing the institution.*

Higher Education regulations do not prevail government aid to be allocated to PRHEIs based on the approach that measure the student learning or eventually on number of "academic credits" being taken by the student. **Participant 10** claims about this gape*: It's not fair or reasonable really, to rate institutions on their performance without consideration of the nature of their student body.* A management-based approach is the only workable one, but **Participant 5** agrees that: *There is room for improvement within the current accreditation structure.*

The current system could lead to reform in two ways: through the establishment of a more robust accreditation system that pushes institutions to be more strategic in meeting the above-stated goals, and through a revised regulatory system (either through accreditation or by other mechanisms) that promotes innovation by allowing institutions to experiment and that enables new higher education initiatives to gain access to national funding. **Participant 1**concludes that: *Higher education leaders might also use their willingness to compromise on accreditation with teeth to leverage relief from some of the many onerous regulatory burdens under which they currently operate.*

The raising expansion of HEIs and the need of harmonization of the procedures at national, regional and international levels, was imperious the establishment of mechanisms to ensure quality and relevance of the services provided by these institutions. Thus, in 2007 the Government created   National System for Quality Assurance in Higher Education (NSQAHE/SINAQES) now operationalized through the Decree 91/2023, of 29December. The NSQAHE is an integrated system of three subsystems (self-evaluation, external Evaluation and Accreditation) which interact and produce reciprocal effects [51]. **Participant 1** reveals the stresses they feel with the accreditation process: *The NSQAHE's accreditation process represents a really headache and, to be accomplished, it needs a soul-searching from PRHEIs. I don't know if in other countries the process is also too fearful and disgusting.* **Participant 6** identifies the moment the PRHEIs breathe fresh air: *Once the process started, you can only breath fresh air when your institution, course or program is accredited.*

Program accreditation criteria also encourage PRHEIs to work toward a diverse and equitable staff complement. This appears to be a difficult task: **Participant 3** justifies: *As difficult as it is to find an auditor who wants to teach, it's even more difficult to find [an African] auditor who wants to teach.* However, it has been noted that the majority of PRHEIs choose to employ younger, yet qualified, staff. While a lower pay-scale is the main reason for this, another reason seems to be linked to the enthusiasm and energy that young academics bring to an institution. This is perceived to have a positive influence on the quality of the HE product and its services

holistically. Also, has a negative impact on the quality of the higher education program offerings, as younger faculty often lacks academic leadership within their institutions.

Academic leadership includes 'knowledge development, knowledge production, knowledge dissemination, in creating a sustainable and equitable higher education sector through innovation, promoting academic excellence and the collaborative pursuit of knowledge[58]. In addition, the lack of academic leadership in the field of research has also been identified as a major challenge. Many of the participants explained that their institutions did not have the capacity to produce research outputs. Instead, they encouraged their staff to pursue postgraduate studies either offering free or discounted tuition, or funding their academic staff to pursue their studies at various reputable public HEIs. The concern here points to the lack of academic research capacity and leadership within the institutions to guide the development of younger researchers[50&51].

The exclusion of the PRHE sector from public funds also greatly influences the research output of the sector. Although research has shown that relevant and current research is being done within the PRHE sector, it appears that the sector is not properly represented in the accredited journals in Mozambique[50&51]. **Participant 10** points the problem as being the lack of institutional research: *A lot of private providers battle with research, and the reason is because their people in academic leadership positions are not researchers. Most just go off and do their Ph.Ds., but that's your own research. It's not institutional research*.

From the study findings, three themes were identified which highlight the perceptions of PRHEIs with regard the QA Program for accreditation of institutions, courses and programs[55], namely: a) Complexity of the QA processes; b) Victimization of PRHEIs; and, c) Distrust.

a) Complexity of accreditation process

At the institutional level, NSQAHE recommends that the process of self-assessment must start soon in order to enable themselves to candidate for external evaluation and ultimately for accreditation. **Participant 7** complains that: *Even if you start earlier, the results take time to appear.* In external evaluation, the institutions must present needed evidences that match with accreditation requisites. **Participant 3**identifies getting evidences as a problem: *The evidences represent another painful issue to deal with becaus*e it's not eases to get them.

According to Decree 43/2023, the process of accreditation of HEIs, courses and programs must be accomplished within a maximum of 6 months starting from the date of

beginning of the external evaluation (CNAQ, 2024). **Participant 11** refers the non-observance of due dates: *The law is clear in fixing times that are neither always observed in the practice.*

The process of accreditation comprises 8 phases[51], namely: a) Submission of accreditation request to NCQA; b) Initial appreciation and correction of the gaps of accreditation request submission; c) Submission of reports of the self-evaluation and evidences via platform; d) External evaluation of the process; e) Final decision from NCQA based on global report; f) Homologation; g) Communication of the results; and, h) Reclamation and appellation. **Participant 1** claims that: *These processes are often seen as technocratic and their criteria and procedures are not of public domain. They involve a lot of resources that are scarce and not available to institutions.*

Turnaround time of the processes linked to accreditation program is another concern. The outcome and timing of the program accreditation process has a great influence on the survival or continued existence of many PRHEIs. Many PRHEIs perceive that the QA processes in HE to be unresponsive to the needs in industry, which is the cause of a great deal of frustration on the PRHEIs' part. **Participant 4** observes that: *The QA processes in HE is not very responsive in the sense, to meet the needs. It is focusing on young students for entering the system, and not thinking that there are lots of corporates whose people also need formal qualification and they don't expect a long process to get a program accredited.*

For many PRHEIs, the program process has become onerous, being expensive and complex, and is perceived as very uncertain. **Participant 10** confirms that: *What the NCQA has a very complex kind of process, which is actually unmanageable.*

b) Victimization of PRHEIs

Generally, PRHEIs also feel victimized by the entire system. Often, they feel as if policies and regulation favor the PUHEIs rather than PRHEIs. **Participant 9** confirms this fact by saying that: *Of course, there's far higher vigilance on the private sector than in the public sector.*

There are also different expectancies and requirements from PUHEIs than from PRHEIs, as public PUHEIs are not required to comply with all of the criteria. While the NCQAHE and DHET have very good reason for this, two differences between the requirements for public and private HEIs are highlighted: Firstly, PRHEIs often feel that the quality of their programs is more rigorously measured and evaluated than that of PUHEIs and that the system has uneven expectations. Secondly, PRHEIs are required to pay a lot of money for all program accreditation applications. This works on a cost recovery basis. **Participant 5** claims that: *The taxes applied based on minimum wage are not supportive for us.* PUHEIs, on the other hand, are

funded from the same source as the NCQA and therefore do not pay for any of these processes. Therefore, the process for PUHEIs if free of charge.

c) Distrust

Interestingly, it seems to be the opinion of most participants that the PRHEIs are labelled and treated as *dubious operators*. **Participant 2** opines that: *At the moment, all PRHEIs are evaluated and treated the same. They are seen and treated the same by Government authorities.* PRHEIs also felt they were often distrusted by authorities as having and serving external agendas. **Participant 8** believes that: *Don't punish the legitimate businesses by making it too difficult for us who wants to be legal and legitimate. ... It is like punishing the whole class, because one little boy is unruly.*

5.2.4.3 Quality declining

In many developing countries, an expansion of higher education brings about declining quality. In particular, the lower quality of PRHEIs compared to PUHEIs has been noted, and there is a need to create a system that will guarantee the quality of education and research[59].

In Mozambique, the Government created NCQAHE to secure quality education while responding to continued increasing demand and raise the quality of various aspects, including teachers, students, facilities, equipment, educational materials and methods, and financing. **Participant 6 sees** CNAQ under the following perspective: *For me, NCQA once created and trailered to the government it serves as instrument used to attain certain and non-declared governmental objectives. NCQA is transformed in a vigilant bureaucratic entity more than scientific.*

Without institutional mechanisms stablished, the problem of quality in Mozambique is formulated and supported by experimental knowledge from which each one judges what he understands about good and bad quality on higher education. Some PRHEIs are operating in bud conditions representing a risk to quality but also a spoliation to the citizen[9,10,11&52]. **Participant 12** exemplifies that: *There are PRHEIs that operate from car garages, degrading buildings, were houses in situations such don't offer dignity to the student and lecturers*. This dark scenario is due to the competitive character of higher education sector and the absence of a legal scientific authority to verify the quality of higher education in the country. **Participant 7** adds that: *The issue of quality was assimilated as being an administrative matter, creating a climate of tension between the government and HEIs. As consequence, the scientific organs they no longer decided about scientific and pedagogic issues.*

PRHEIs in Mozambique are criticized for reasons related to quality, but such criticism is easily applicable to many PUHEIs. **Participant 5** observes the origin of such criticisms: *Since private education was originally considered antithetical to the Socialist ideology, policies relating to the involvement of nonstate actors in the development of education have evolved through tremendous ambiguities and sharp discontinuities, but as a result, private higher education has become part of the system as a legitimate and accepted for-profit industry*. **Participant 1** believes that: *PRHEIs players, once a necessary evil, are increasingly central to the vision of improving quality in higher education and its internationalization.*

Indeed, Public and Private higher education institutions, each with distinct features and functions, form a complete system of higher education to serve the broad and diverse needs of society.

5.3 CONCLUSIONS

5.3.1 Higher Education Governance

Based on the results of this study an overarching picture can be painted or, at least, some general tendencies can be observed. Obviously, the role of the state towards higher education has changed, often referred to as the shift from government to governance. Governance has become more complex and dynamic and involves more participants from different levels. Governance as exercise of authority increasingly concerns interconnected policy levels with multiple actors influencing different parts of the decision-making process and shaping its outcomes. Traditional state authority over higher education in Mozambique has been redistributed across various policy levels.

In fact, there have been shifts in four different directions. i) There has been an upward shift, moving state authority to the supra-national level. The Bologna Process and its consequences may serve here as a clear example; ii) A tendency of 'moving out'- a transfer from state to market (marketization, privatization, contracting). The rise of private higher education serves an example of this. iii) A tendency to transfer state authority to national bodies at arm's length from the state ('*agencyfication*'), in other words 'moving sideways. For example, the introduction of new accreditation bodies or greater responsibilities for funding agencies in system coordination. iv) And finally, the devolution of authority towards higher education institutions ('moving down'), as part of political deregulation and liberalization agendas, enhancing organizational autonomy and encouraging institutional strategic actor hood. There have been numerous reforms in Mozambique which aim to enhance organizational

autonomy with different objectives. In the country, HEIs have achieved a legally independent status[7&8].

Based on the data from this study, can be concluded that most HEIs experience strong to medium levels of influence from the government and its agencies on their internal decision making, regardless of the degree of formal autonomy they possess. While the role of the state has changed, HEIs continue to operate in the shadow of hierarchy. As a result of funding, regulation, audit, and normative pressures, in reality institutions cannot escape from government interference and the government remains a key regulator in governing the system. Moreover, it is important to note that government, apart from fine-tuning their governance architectures over time, do (once in a while) significantly shake *up on*its higher education system.

5.3.2 Higher Education Institutions in the Country

In the last 30 years, the HE system grew up considerably, differentiated and became diverse. In December 2023 HE system was composed by a universe of 61 HEIs of which 22 publics (9 universities, 3 academies, 4 institutes, 4 polytechnics and 2 schools) and 39 privates (15 universities, 21 Higher Institutes, 2 Polytechnic Higher Institutes and 1 Higher School· Furthermore, 24 PRHEI are servicing from Maputo city (16) and Maputo Province (8). Only 15 PRHEIs are operating from other provinces such as Sofala (6), Nampula (5), Gaza (1), Tete (1), Manica (1) and Inhambane (1). Niassa, Cabo-Delgado and Zambézia provinces are not attractive for providers of PRHE[31,32,33,43&35].

Although state have sometimes been more prescriptive of the methods and processes by which institutions (particularly public higher education institutions) must operate, in general higher education institutions have been given the flexibility to set their own goals and to determine the methods by which they will achieve them. The Higher Education Act 1/2023 and Regulation 43/2023 do not prescribe how institutions should teach, research, or provide service to the community.

However, the study findings confirmed the dichotomy of treatment between private and public institutions. This dichotomy was directly related to provisions relevant to performance of institutions and delivery of quality education, including (a) legal establishment of institutions of higher education, (b) academic programs, (c) academic staff development, (d) joint appointment of instructors, (e) student admissions, and (f) funds and subsidies. The findings

indicated that the differential treatments employed by the government negatively affect the uniform delivery of quality education by all HEIs in the country.

5.3.3 Barriers and Challenges faced by PRHEIs

PRHEIs in Mozambique are affected by several challenges which include inadequate funding, limited HE institutions, and insecurity. Congested lecture rooms, unreliable water and power supply, youth unemployment, corruption, low salaries paid to lecturers, poor infrastructure among other factors. This has greatly affected the performance of higher education sector in Mozambique which is gradually declining if concrete steps are not taken.

There are three ways in which the PRHEIs can contribute to promotion of sustainable development for their survival in the challenging times. First of all, they can indulge in action research that investigates the issues on grass route level, secondly the stakeholders, parents, students, faculty and administration can play their role in promotion of sustainability, and lastly the infrastructure of modern labs, mass media and IT can aid this process. Higher Education Sector needs to create the necessary conditions to enable PRHEIs to improve their performance, to modernize themselves and to become more competitive, in short, to become leaders in their own renaissance and to play their part in the creation of the knowledge-based society envisaged under the Higher Education Strategy.

Currently, there are 39 PRHEIs against 22 PUHEIs in Mozambique[7&8]. However, most of the HEI are in the south region while only a few in the north region. Therefore, this study recommends the Mozambican government and policymakers to focus on developing policies, programs and launching initiatives such as emphasizing on improving its infrastructural facilities that will lead to the emergence of more private HIEs in the northern region. Policymakers should also consider to increase funding for PRHEIs as well as re-evaluating and improving higher education programs[60&71]. The government could also encourage and support PRHEIS to explore various alternatives to generate funds besides tuition fees.

5.3.4 Perceptions of PRHEIs in Quality Assurance and Accreditation Programs

With the continued rise in demand for PRHEIs in Mozambique, there seems to be an overload of regulation in both quality assurance and accreditation programs and HE legislation from the government in an attempt to limit or expunge poor quality providers. PRHEIs are met with greater vigilance from all state authorities. Turnaround time of the processes linked to accreditation program is another concern. The outcome and timing of the program accreditation process has a great influence on the survival or continued existence of many PRHEIs[61,62,63&64].

The study results indicated that many PRHEIs perceive that the QA processes in HE to be unresponsive to the needs in industry, which is the cause of a great deal of frustration on the PRHEIs' part. Generally, PRHEIs also feel victimized by the entire system. Often, they feel as if policies and regulation favor the PUHEIs rather than PRHEIs. Interestingly, it seems to be the opinion of most participants that the PRHEIs are labelled and treated as *dubious operators*. Consequently, only financially stable institutions can survive.

There are also different expectancies and requirements from PUHEIs than from PRHEIs, as public PUHEIs are not required to comply with all of the criteria. While the NCQA and NDHE have very good reason for this, two differences between the requirements for public and private HEIs are highlighted: Firstly, PRHEIs often feel that the quality of their programs is more rigorously measured and evaluated than that of PUHEIs and that the system has uneven expectations. Secondly, PRHEIs are required to pay a lot of money for all program accreditation applications. This works on a cost recovery basis.

Private Higher Education Institutions in Mozambique were considered by participants as essentials for the growth and development of the country. The importance of quality in the delivery of private higher education was recognized by all participants. However, participants strongly indicated that rapid expansion for the sake of opening access, despite inadequate infrastructure and resources, could negatively affect the quality of education in the country. **Participant 9** notes that PRHEIs cannot carry alone the burden of quality declining: *The matter of overexpansion and quality declining is a problem. But note that the private HEIs are the primary source of the nation's higher education quality problems.* **Participant 4** recognizes the leadership of PRHEIs for quality improvement: *The private HEIs are being leaders in addressing the quality problems in their HEIs.*

In the view of participants, poor or declining academic quality in higher education is likely not a misperception by the public or the media but a real phenomenon currently occurring in HEIs in Mozambique and, therefore, it should be a real concern both for the institutions involved and for the nation.

There was a general consensus among participants that NCQA's contributions to enhancing quality of education through accreditation, reaccreditation, and monitoring, auditing, and extending support have been positive. However, the CNAQ's capacity to deliver necessary support and services was strongly questioned. The research results confirmed the dichotomy of treatment between private and public institutions. This dichotomy was directly related to provisions relevant to performance of institutions and delivery of quality education, including[65,66&67]: (a) legal establishment of institutions of higher education, (b) academic

programs, (c) academic staff development, (d) joint appointment of instructors, (e) student admissions, and (f) funds and subsidies. The findings indicated that the differential treatments employed by the government negatively affect the uniform delivery of quality education by all HEIs in the country.

The government's Law 1/2023 and Regulation 43/2023 has elements that are useful to promotion of the quality of education. However, they also contain dichotomous treatment of private institutions in contrast to public HEIs, and this differential treatment was shown by the study's participants to have a disproportionately negative impact on private HEIs. **Participant 1** makes a vehement call for all stakeholders to be involved in quality issues: *While numerous quality deficiencies continue to characterize the entire, higher education sector, it appears as if mere overregulation of the HEIs will not be the answer. The state and all its stakeholders are being called on to do significantly more capacity development within the PRHE sector in an attempt to assure equity in the provisioning of HE across the sector.*

The infrastructure and resources employed by private HEIs may be marginally adequate to meet the minimum standards set by NCQA but are often not sufficient to enhance quality of education. There are PRHEIs that operate from car garages, degrading buildings, were houses in situations such don't offer dignity to the student and lecturers. The expected leadership and governance structures are present in the participating private HEIs. Their role in preserving educational quality was well understood and relied on by a substantial majority of the executive administrators interviewed. Findings of the statements of private HEI participants agreed that weak governance structures existed to a greater or lesser extent in private HEIs, and that such structures reduce quality and should be remedied.

> *The strongest reason for giving woman all the opportunities for higher education, for the full development of her faculties, her forces of mind and body... is the solitude and personal responsibility of her own individual life.* **Elizabeth Cady Stanton**

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CHAPTER 6

CONCLUSIONS, IMPLICATIONS, LIMITATIONS, SUGGESTIONS AND WAY FURTHER

*The answer to the challenge of knowledge of the higher education is, solely, in the last challenge: the study of higher education system. Only breaking the vicious cycle of experimental participation by the virtuality of methodic daut, we can have some knowledge about the each more complex educational phenomenon called higher education. **Patricio V. Langa***

This last chapter elucidates the summary of major findings of the current study with respect to the objectives of the study and the corresponding research questions. Besides, it highlights the conclusions distilled from the summaries and recommendations flowing from conclusions. The chapter concludes with areas for further research.

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6.1 CONCLUSIONS

The main objective of this research was to analyze the management of higher education in Mozambique, specifically the survival of private institutions in challenging times. The process was achieved through application of the governance dimensions, management parameters and equalizer model to identify the instrumental factors in Management of an academia. All three frameworks proved to have a significant influence on the management of the HEIs, within the sample selected for this study.

Mozambique has achieved essential progress in the governing structures of higher education in seeking for HEIs autonomy and public participation. Higher education legislation on the higher education in the country is going through transformation. The main challenge is to implement the recently adopted legislation into the everyday higher education practices. The government's Law 1/2023 and Regulation 43/2023 initiated a change in the legal sphere and have elements that are useful to promotion of the management of higher education. However, it also contains dichotomous treatment between PRHEIs and PUHEIs and this differential treatment was shown by the study's participants to have a disproportionately negative impact on PRHEIs. Furthermore, this dichotomic treatment represented by the symptoms of *Paternalism*, *Stepsonism* and *Dystopism* previously highlighted in this this research.

Based on study results on higher education governance in the last two decades, an overarching picture can be painted or at least some general tendencies can be observed. Obviously, the role of the state towards higher education has changed, often referred to as the shift from government to governance. Governance has become more complex and dynamic and involves more participants from different levels. Governance as exercise of authority increasingly concerns interconnected policy levels with multiple actors influencing different parts of the decision-making process and shaping its outcomes and the traditional state authority over higher education has been redistributed across various policy levels[1].

The current legislation on higher education is not designed such that the sector positively contributes to the higher education system and human resources development needs. It mainly concentrates on the financial viability of private higher education institutions and the quality of their programs[2]. Indeed, these two aspects are important, but the legislation neglects other aspects to which the sector can contribute positively, such as facilitation of access to higher education, especially in areas where public higher education institutions are unable to reach and offer face-to-face tuition[3].

If private higher education can be involved in this area of higher education provision, it can also be made to address the imperatives of equity and be nurtured to provide quality education. It has become clear that public higher education cannot meet all the demands for higher learning in Mozambique, thus the private higher education sector has to be nurtured in order to address the shortfalls of the public sector, among other requirements. The obvious evidence of such a shortfall is the provision of intermediate skills (or higher education) which public institutions are not geared for, and this is the gap private institutions currently exploit[4].

Within the sphere of addressing shortfalls of the public higher education sector, there are imperatives such as access (formal and epistemological); gender; social class; race; and rural-urban equity that still need close monitoring in the higher education system of Mozambique. Such monitoring has to ensure that there is balance and fairness across these aspects. The private higher education sector should ensure urban-rural, gender, social class and race equity, as the public higher education sector is expected to do. As such, the intervention of a legal framework is required for both the public and private higher education sector, so as to ensure that neither sector is unfairly discriminated against in the provision of higher education in Mozambique[5].

Study results reveal that despite of the general legal framework existence, in practice there are lot examples of different forms and degrees of HEIs autonomy but public participation in HEIs management is still weak and ignored. The HEIs governing bodies system are not balanced and the duties between decision-making bodies are not distributed based on subsidiary principle. Academic Councils are not enough free from manager's administration influence and the culture of representative democracy among faculty and students is far from ideal. The management and governing mechanisms of higher education institutions in general are not enough transparent. Furthermore, students' behaviors and attributes, such as poor communication skill, resistance to active learning, and absenteeism, were seen as major challenges to internal leadership. Another attributes of instructors, such as low level of academic qualification, lack of dedication, excessive moonlighting, and lack of pedagogical skills. Summing up the results leads to conclusion regarding the research questions:

6.1.1 Higher Education Governance

Higher Education in Mozambique is governed by state through general laws, regulation, and decrees proposed and revised by Ministry in charge of Higher Education[6&7]. Management of HEIs is based on experimental and participation knowledge of people whose authority is

grounded on specific technical competences acquired in academia[8,9 & 10]. The higher education has privilege place in polices, programs and strategies of social and economic development in Mozambique. The sector face challenges in the context of governance and management which academic community cannot ignore.

Management and governance of HES must not only represent quantitative goals that can be achieved and regulated through on intransigent manner by the technocrats from education sector or others socioeconomic sectors such as: agronomists, engineers, doctors, musicians, business men, commentators, bank men, teachers, among others.

Management in Higher Education is an established notion which is described vividly in terms of desirable characteristics of the activities undertaken – planning, organization, direction and control - to ensure the process of human capital formation and/or training[22]. However, in Mozambique, the processes of governing and management of HE System are largely unknown and fundamentally based on experimental knowledge or technical competence. To be effectively exercised, needs professionals with management capacity and must not be leaved on the hands of people, above mentioned, whose authority lies on scientific disciplines and academic carrier obtained in academia[5,9&22].

For the higher education scenario in Mozambique, management can be achievable if the factors influencing it are identified and then consciously manipulating these will allow management to be induced in the education system in the country. Therefore, the basic dimensions of the governance [1]and management parameters[2]are an attempt to consciously identify factors that are instrumental in the effective functioning of HE System and its success in achieving the main objectives of the higher education activity.

6.1.2 Higher Education Institutions operating in the Country

In the last 30 years, the HE system grew up considerably, differentiated and became diverse. In December 2023 HE system was composed by a universe of 61 HEIs of which 22 publics (9 universities, 3 academies, 4 institutes, 4 polytechnics and 2 schools) and 39 privates (15 universities, 21 Higher Institutes, 2 Polytechnic Higher Institutes and 1 Higher School· Furthermore, 24 PRHEIs have headquarters fixed in Maputo city (16) and Maputo Province (8). Only 15 PRHEIs are operating from other provinces such as Sofala (6), Nampula (5), Gaza (1), Tete (1), Manica (1) and Inhambane (1). Niassa, Cabo-Delgado and Zambézia provinces are not attractive for providers of PRHE[1,12,13,14,15&16].

The study findings confirmed the dichotomy of treatment between private and public institutions. This dichotomy was directly related to provisions relevant to performance of institutions and delivery of quality education, including (a) legal establishment of institutions of higher education, (b) academic programs, (c) academic staff development, (d) joint appointment of instructors, (e) student admissions, and (f) funds and subsidies. The findings indicated that the differential treatments employed by the government negatively affect the uniform delivery of quality education by all HEIs in the country.

6.1.3 Barriers and Challenges faced by PRHEIs

This study adds to the substantial body of literature expressing concerns about the maintenance of quality of education, given demands for expansion coupled with limited resources. Leaders of PRHEIs in Mozambique undoubtedly face daunting challenges at this point in the life of their institutions, but the recommendations provided here lay out a pathway toward a better future.

There was a general consensus among participants that NCQA's contributions to enhancing quality management of higher education through accreditation, reaccreditation, and monitoring, auditing, and extending support have been positive. However, the agency's capacity to deliver necessary support and services was strongly questioned. There is evidence in the pattern of NCQA enforcement that private HEIs and NCQA share common ground on the matter of overexpansion being a problem, not that the private HEIs were the primary source of the nation's higher education quality problem. In the view of participants, poor or declining academic quality in higher education is likely not a misperception by the public or the media but a real phenomenon currently occurring in HEIs in Mozambique and, therefore, it should be a real concern both for the institutions involved and for the nation.

PRHEIs face several barriers and challenges chief of which are the law, QA and Accreditation systems, funding, infrastructures and technology. In times of great change, complexity and uncertainty, PRHEIs managers face the challenge to adapt and navigate their ways through the tide of internal and external forces, to create the best positive outcome for institutions. They need to review the way they manage through the styles they use considering the management parameters. Uncertainty may be constant than the way they may deal with it and may defines the trajectory towards happiness and success. Uncertain time reveal reality and describes a test of resilience, will as well as character, and it represents what is called

Survival of the Fittest. Since change is constant, it is the manager's responsibility to create and sustain own momentum and regain their soul[17&18].

6.1.4 Perceptions of PRHEIs in Quality Assurance and Accreditation Programs

The perceptions of PRHEIs with regard to the management of QA and Accreditation can be summarized as being: a) **Complex and Unmanageable** - QA and Accreditation processes were perceived by PRHEIs as deliberately complex and unmanageable; b) **Use of legislation as mean of repression** - additional policies and legislation have been passed which continue to put more pressure and burden on PRHEIs. The obvious example is the Act 1/2023 and Regulation 43/2023 actually governing HE System; c) **Victimization of PRHEIs** - the feeling of victimization which is generally shared by PRHEIs; and, d) **PRHEIs are seen as suspicious entities** - most PRHEIs perceived themselves as being distrusted by government authorities as having other agendas and promoting declining quality in higher education.

While numerous quality deficiencies continue to characterize the entire, HE Sector, it appears as if mere overregulation of the PRHEIs will not be the answer and the "cross of guilty" can be not only carried by the PRHEIs. The state and all its stakeholders are being called on to do significantly more capacity development within the PRHE sector in an attempt to assure equity in the provisioning of HE across the sector. This is important and speaks to the overall increased demand for quality HE in Mozambique[19,20&21].

Furthermore, the study also used the Governance Equalizer for a summary description of what has happened in the country and assumed that, a configuration of HE governance in Mozambique is made up of a specific mixture of the above five dimensions at a particular point of time. This empirical configuration is modeled using the analogy of an equalizer, an electronic device that allows attenuation or emphasis of selected frequencies in an audio spectrum. It can be used to alter the relative balance of frequencies to produce desired tonal characteristics in sounds[1]. Thus, in equalizer model each of the five governance dimensions or management parameters can be manipulated by turning up or down independently from each other to induce management in the higher education system in Mozambique.

6.2 RESEARCH IMPLICATIONS

The study aimed to analyze the management of HE in Mozambique through exploring the stakeholders' (managers, lectures and staff members) perspectives. Its arguments are grounded in the concept of citizenship of the country. The study is an attempt to bringing the peoples' perspectives into designing the policy prescriptions of an HEI. It posits that the inclusion of the actors' perspective may bring more positive changes in the life-world of the affected actors. The outcome of the study has policy implications not only at the HE system but also at the global system of education in Mozambique.

The research findings revealed that, it is necessary that HE and HEI's managers represent the ideal professional of contemporaneous word. Furthermore, beyond of technical scientific knowledge they have, must have also, a capacity to reflect always about their institutions. So, the concept of New Public Management (NPM) must be not appreciated as simple concepts fruits of theorist styles but as a possibility to critically analyze the role of manager and the importance of his practice aiming the changes of management paradigms realized in HEIs[23,24&25]. Based on this, the findings have several implications for higher education institutions as well as for the literature.

According to the findings, indicators and parameters were revealed that could be used by educational institutions to evaluate the perceived service management and governance of HE System. Higher Education institutions have to be aware that the overall satisfaction

6.3 SUGGESTIONS

The results of this research enabled to understand the management of higher education, universe of HEIs, challenges faced by PRHEIs and perceptions of PRHEIs about the QA and Accreditation processes. The dynamics and strategies used by the (PR)HEIs in order the citizens to have access to higher education reveal a great achievement on development of Mozambican higher education system in general and private higher education in particular[26]. Therefore, more studies on HE must be realized for better understanding if the investment of (PR)HEIs has attained the objectives of the students, parents and the state. Below are suggestions to improve performance of HE system and institutions in Mozambique.

6.3.1 Suggestions to Assembly

a) To decentralize higher education management and redistribute authorities' powers; b) To secure in the Higher Education Law and Regulation the stakeholders rights to participate in higher education institutions management; c) To establish HEIs accountability to the academic community and other higher education stakeholders; d) To secure in the Higher Education Law and Regulation the HEIs collegial bodies rights to decide on major issues: HEIs development strategy, financial matters, personnel and academic policies; e) To secure guarantees for faculty and students' academic freedom as well as a real institutional autonomy of HEIs; f) To guarantee the independent financial support for the student self-government at various levels; g) To expand and detail regulatory base for higher education democratization and more clearly define social partners and other stakeholders' role in higher education management; i) To set necessary conditions and administrative mechanisms for cooperation between higher education institutions and civil society organizations; h) To develop a legal framework for establishing Board of Trustees as one of higher education management structures; k) To balance powers within the HEIs governing bodies system, based on the subsidiarity principle under which management of higher level takes responsibility and authority only if at a lower level that cannot be implemented or their implementation would be less effective; i) To exclude possibility for the Rector to be the head of Academic Council, and for the administrative staff to be Academic Council members; m) To make mandatory that candidates' programs for the rector's position when elected, should become an appendix to candidate's contract with the Ministry in charge of Higher Education.

6.3.2 Suggestions for the Ministry in charge of Higher Education

a) To review the higher education regulatory framework in order to reduce and limit interference into the managerial, human resources, financial and academic issues of HEIs life at the levels set by the new version of the Higher Education Law and Regulation; b) To establish Public Advisory Council associated with the Ministry of Science, Technology and Higher Education to provide an equal partnership and stakeholders participation in the higher education management; c) To ensure the democratic procedure while establishing this Council and its independence from the Ministry and other government authorities; d) To allocate budget for student self-government bodies on annual basis; e) To introduce more 'hands on' approach and detailed regulatory basis for cooperation with Parents Organizations/Associations and their participation in decision making and higher education management itself; f) To control the

compliance with democratic norms in terms of student representation and student self-government; g) To strengthen the supervisory boards position at universities employers and allow the HEI graduates participation; h) To empower supervisory boards with real powers to control the HEI budgeting, expenditures, payroll and the development strategies implementation; i) To improve the strategic planning quality, including presentation of the tangible and intangible benefits, financial performance reports, savings offers and efficient resources use plan; j) To increase the level of transparency and accessibility to administrative and financial information, including open financial statements according to the common practice in HEIs; k) The government, MSTHE, NDHE and NCQA should engage in a good faith reassessment of their rationale for the present differences in treatment between public and private HEIs, strive to identify the weaknesses in the relationships, and work to improve the situation. A regulatory structure that is seen as fair and equitable by all who operate under its administration will enhance the level of participation and commitment by all of the institutions served.

6.3.3 Suggestions for the Student Associations and Student Self-Government Bodies

a) To pursue the legislative recognition of the student self-government legal status, powers and mandatory funding rules; b) To ensure the compliance with set norms for student representation in the higher education institutions' governing bodies; c) To provide open adequate information on curricula and syllabus content, faculty members profiles and expected learning outcomes and professional competences, which can be easily accessed;

6.3.4 Suggestions for the Stakeholders

a) To increase awareness of reform mechanisms and set goals among key stakeholders; b) To step up data collection about industry and its quality analysis, and management's quality improvement at all levels and demand the labor force quality improvement; c) To decrease or eliminate demand for low-quality education among students and faculty; d) To promote actively their representatives in sectoral bodies for professional standards development; e) To participate in developing professional standards for higher education quality management.

6.3.5 Suggestions for PRHEIs

a) To monitor the legal norms and regulations implementation to insure the equal partnership and public participation in higher education management and in the HEIs itself; b) To pursue the procedures modification for establishing and empowering the Public Councils to ensure the civil society organizations representation in them; c) To pursue the Public Advisory Council establishment under the Ministry of Science, Technology and Higher Education; d) To conduct periodic follow-up tracer studies to assess the level of satisfaction of their stakeholders (employers, parents, alumni, etc.) with the quality of their institution's graduates. Such assessments can guide their QAUs and lead to appropriate interventions; e) To publicly avow that they are committed to balancing resources and stakeholder demands without compromise to educational quality; f) To reconcile the competing imperatives of profit and the public good, the leadership of private for-profit HEIs should identify and address the root causes of the weak academic culture that tend to affect their institutions' educational quality negatively; g) To enhance regard for the higher education sector and to avoid imposition of more rigorous regulations, the autonomy of the QAUs should receive tangible public recognition and support from private HEI owners, decision makers, managers, and administrative staff (including complete autonomy and proper funding); h) To develop the internal capacity to satisfy their own needs for qualified instructors.

6.4 RESEARCH LIMITATIONS

Each research design has its advantages and disadvantages. Hence, the researcher must carefully plan the research strategy as well as be flexible during the research process in order to finally produce reliable, replicable and valid data and research results[27&28].

Despite contributing insights to the higher education literature, this study suffers from some limitations that are worthwhile to mention: **First** - the sample procedure followed in this research was not empirically tested and was based on researcher own adaptation of an existing scale. Although the sample procedure in this study was an attempt, the result cannot be generalized to the population of interest. Perception analysis required extensive time to understand the context and also to capture people's concrete views. **Second** - the sample used in the survey was limited to six PRHEIs of central region of Mozambique, which may result in limited generalizability. It is not unlikely that PRHEIs from other regions (north and south) have different perceptions on the management of higher education in the country. The strength of the study lied in its limitation, since collected perceptions were context-specific. **Third** - the

fact that some of the study participants who were owners or stakeholders of the participated institutions were business professionals with no or limited exposure to the governance of academic institutions could be considered as a limitation of the study. Also, a negative bias against the government and its MSTHE and NCQA, potentially present in some participants, could have biased the results of the study. **Fourth** - the findings underlined the issue that people tend to answer positive in qualitative interviews. Hence, it might be that the respondents answered to be satisfied overall, in order to not be seen as incongruous from the researcher. Thus, the research has to be treated with caution until more research is done. **Fifth -** obviously, space limitations do not allow the study to give detailed descriptions and interpretations of all the relevant occurrences in the country but can only draw very rough, but hopefully recognizable, sketches based on more extensive country studies that we rely upon in the following sections. Also, the study cannot do justice to the different dynamics over time in this research. **Sixth –** From a total of six PRHEIs selected for this research to which invitation letter for collaboration were issued there were a positive participation of four institutions representing 66.70%. In this context, from six letters sent to the rectors or general directors of the selected PRHEIs for the study, only four accepted the interview by indicating their senior managers or institutions' **Voice Speakers**. Acceptance of collected in-depth information might be constrained by the politics of games of truth and rationality. The politics of truth looks for institutionally produced and linked facts, not the perspectives of the people, who have knowledge based on experience. This situation, represented a challenge and limitation for the research because it can be related either with the dynamic and logistic of the field or with the sensibility of the topics approached. Furthermore, can be related to the miss perception of the utility of the research from the people object of study. Thus, there was a need of negotiation with them to *lose time* in order to answer the inquiry that seems have no practical results. **Seventh** - Another limitation factor is the ***Voicespeakerization*** of the public services characterized by the fact that only the institution **Voice Speakers** have authority to talk or give official information of the public institutions and no boy else. These organization culture and behavior as well as of institutions members (students, lecturers and staff) reveals lack of knowledge or some fear and discomfort with the interview and the need to close with seven keys the vital information of the such institution due the competition among private higher education institution.

6.5 WAY FURTHER

The above-mentioned limitations lead us to future and additional research in this research area. **First** - further research should attempt to clarify the validation of the attempt to operationalize the measurement of culture shock. Further research can not only contribute to the sample procedure but also become a valuable measurement system for institutions in higher education that deal with all stakeholders. Through a valid measurement approach, these institutions might be able to assess the level of culture shock among their stakeholders in order to understand the emotional constitution of the stakeholders to be capable to adjust to contemporary offerings[29&30]. **Second** - the effect of complexity, victimization and distrust on the perceived service QA in the higher education sector for PRHEIs would be valuable for investigating a larger sample size of PRHEIs. The value of this investigation would be in exploring similarities and dissimilarities among the different PRHEIs with respect to satisfaction from the offered educational units. **Third** - additional research is needed to fully understand how higher education system is managed and challenges faced by PRHEIs. Different groups of people might have different opinions on the quality assurance and accreditation processes of the NCQA. Therefore, it is crucial to understand the differences among the different groups that are involved in the QA process. Thus, considerably more work is required to explore the factors used to judge service quality. The aim would also be to confirm the factors that were found in this research. Consequently, more research would contribute to a measurement method that aids higher educational institutions in investigating and assessing the perceived new public management through a holistic framework that is drawn through the eyes of the all HE stakeholders. **Fourth** - since the perception of quality management changes over time, it would be necessary to conduct additional research on the PRHEIs in order to understand how they perceive the service quality after having had the possibility to apply their knowledge in practice. This would help gain knowledge and an understanding about how the relevance of the topics is judged after PRHEIs are able to use their theoretical knowledge in practice. **Fifth** - to generalize the prior introduced models and contribute more to existing theory qualitative research should be done with the aim to proof the relationships empirically. This would have the advantage of making sure that people do not just answer according to what they think the researcher wants to hear. **Sixth -** future studies would be benefited by collecting data and replicating the study in other regions of the country and explore the effect of management factors, if there are any, which would lead to develop a unified view on a higher education management system. Also, the measures of the constructs

were designed to capture the perception of the senior managers alone; future studies can incorporate the other stakeholders' view including society, employers, students and government agencies.

Finally, this study considers quality management dimensions as first-order constructs measured with reflective items[1,2,3&17]. Future research can better explain the constructs as multi-order in a hierarchical model that would allow more theoretical parsimony and less model complexity.

> *I would suggest that the entire continent remains at risk until the African university, in the context of the continental reawakening, regains its soul.* **Tabo Mbeki**

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APPENDIXES

> Higher education must lead the march back to the fundamentals of human relationships, to the old discovery that is ever new, that man does not live by bread alone. **John Hannah**

APPENDIX 1

SURVEY QUESTIONNAIRE IN RESEARCH *"MANAGEMENT OF HIGHER EDUCATION IN MOZAMBIQUE: PRHEIS Survival in Challenging Times"*

1. Can you, please, give your full name and title.
2. What is your job title?
3. Please state the name of your Department and Institution.
4. Please briefly describe your role.
5. Please identify the course(s) that you manage.
6. Please enter the total numbers of students enrolled in 2022/23 for each level and for each program that you manage.

Academic Levels	Year 1	Year 2	Year 3	Year 4
Graduation (BSc.)				
Master Degree (MSc.)				
Doctor Degree (Ph.D.)				
Other (Specify)				

7. Which of the following knowledge domains are covered in your institution or course? Tick as appropriate.

ORDER	KNOWLEDGE DOMAINS	PRIVATE HIGHER EDUCATION INSTITUTIONS			
		Universities	Polytechnics H. Institutes	Higher Institutes	Higher Schools
1	Education				
2	Arts and Humanities				
3	Social Sciences, Journalism and Information				

4	Business, Administration and Law				
5	Natural Sciences, Mathematics and Statistics				
6	Information Technology and Communication				
7	Engineering, Production and Building				
8	Agriculture, Forestry/Silviculture, Fishery and Veterinary				
9	Health and Wellbeing				
10	Services				
11	Other (Specify)				

8. If you ticked 'Other' in response to Question 7 please specify.

9. How is the country managing system of higher education which align the goals of higher education institutions with public and private objectives?

10. How do stakeholders understand and address the role of PRHEIs and persistent inequality in higher education?

11. How can diversity and differentiation among institutions be encouraged without creating rigid and unproductive hierarchies among them?

12. What approaches will ensure the quality and accessibility of higher education system in the face of competing spending priorities?

13. Please identify, as fully as possible, barriers and challenges that PRHEIs face in the process of quality evaluation and program of accreditation in the country.

   o Institutional design;
   o Faculty knowledge, skills and abilities (KSA);
   o Institutional leadership;
   o Institutional policies and practices;
   o Resources (H, M, F, T, E);
   o Student profile;
   o Program design, and,
   o Open system thinking.

14. Are the private higher education institutions competing with the public higher education institutions?

   o Yes (go to Question 15)

   o No (go to Question 16)

15. If your answer to Question 14 was 'Yes', which type(s) of competition exists between your institution and PUHEIs? (Tick as many as apply).

   o Institutional design;

   o Faculty knowledge, skills and abilities (KSA);

   o Institutional leadership;

   o Institutional policies and practices;

   o Resources (H, M, F, T, E);

   o Student profile;

   o Program design, and,

   o Open system thinking

16. Do you use any external organizations to provide information, resources or teaching to support the delivery of the teaching, research and extension services of your institution?

   o Yes (go to Question 17)

   o No (go to Question 18)

17. If you ticked 'Yes' to question 16, please mention which type of external organization you use to support the delivery of the teaching, research and extension services of your institution.

18. For each of the external organizations you have mentioned in Question 17 please provide brief details of the support you have received.

19. Please estimate the approximate percentage of time spent, as a whole, covering teaching, research and extension services in your institution or course

   o Less than 5%

   o 5 to 9%

   o 10 to 14%

   o 15 to 19%

   o 20 to 24%

   o 25 to 49%

   o 50% and higher

20. Do you have further comments you would like to make about what, exactly, is the role of PRHEIs and what must be done to guarantee the effective functioning of the PRHEIs?

21. How important, in your view, is it to emphasize the teaching, research and extension services of pupils and staff in the initial training curriculum? (Please choose one option)
    o   Very important
    o   Important
    o   Of some importance
    o   Not important

22. In what ways do you anticipate that the content, delivery or structure of your course is likely to change in the near future? (e.g. in response to changes in higher education policy or funding)

23. We may contact you again in a few months to request a research interview to find out more about some of the things you've told us about in this questionnaire. Would you be willing to be contacted?
    o   Yes (go to Question 24)
    o   No (go to Question 24)

24. If your answer to question 23 was 'Yes', please provide us with details so we can contact you.

25. It would be very helpful to receive copies of any of the course materials for the teaching, research and extension services of your institution that you would be prepared to share with us. You could send these by e-mail or by post to: **Mr. Américo Hilario Cantelo**, Instituto Superior Cristão (ISC), Rua Samora Machel – Recinto da Igreja Reformada em Moçambique – Vila Ulónguè, Angónia - Tete (e-mail:amecantelo@gmail.com).

APPENDIX 2

INTRODUCTION LETTER TO PARTICIPANTS OF RESEARCH

Before agreeing to participate in this research, we strongly encourage you to read the following explanation of this study. This statement describes the purpose and procedures of the study. Also described is your right to withdraw from the study at any time.

This study has been approved as Research Project conducted by Américo Hilário Cantelo, a DBA's student program Selinus University, School of Social Sciences and Media, Faculty of Management, under the supervision of Professor Salvatore Fava (Ph.D.). The purpose of the research is to analyze the Management of Higher Education in Mozambique. More specifically to learn more about the question of survivability of PRHEIs in challenging times since it has not been studied much in the country.

Participation in the study involves completion of a survey that will be administered to individual participants in central region of Mozambique. You will be asked to provide answers to a series of questions related to the management of higher education in Mozambique and a face-to face interview, which will last for approximately one to two hours. The interviews will be conducted by the researcher, audio-taped and later transcribed for the purpose of data analysis.

There are no risks or discomforts that are anticipated from your participation in the study. Potential risks or discomforts include possible emotional feelings of sadness when asked questions during the interview. The anticipated benefit of participation is the opportunity to discuss feelings, perceptions, and concerns related to the Research Project and to contribute to understanding of management process in higher education.

The information gathered during this study will remain confidential in secure premises during this project. Only the researchers will have access to the study data and information. There will not be any identifying names on the surveys or interview transcripts; they will be coded and the key to the code will be kept locked away. Your names and any other identifying details will never be revealed in any publication of the results of this study. The tapes will be destroyed at the completion of the study.

The results of the research will be published in the form of a research paper and may be published in a professional journal or presented at professional meetings. It may also be

published in book form. The knowledge obtained from this study will be of great value in guiding professionals to be more effective in management of higher education.

Participation in this study is voluntary and refusal to participate will involve no penalty. You are free to withdraw consent and discontinue participation in this project at any time without prejudice or penalty. You are also free to refuse to answer any question we might ask you.

You are welcome to ask the researchers any questions that occur to you during the survey or interview. If you have further questions once the interview is completed, you are encouraged to contact the researchers using the contact information given below. If, as a result of participating in this study you feel the need for further, longer term support, you are welcome to contact us.

If you have other questions or concerns about the study please contact to the supervisor of the researcher.

Supervisor,   Researcher/Student,

_____   _____

Salvatore Fava   Américo Hilario Cantelo

Email: supervisor.fava@gmail.com   Email: amecatelo@gmail.com

APPENDIX 3

CONSENT LETTER PRESENTED TO PARTICIPANTS OF RESEARCH PROJECT

I hereby freely agree to participate in a Research Project **"MANAGEMENT OF HIGHER EDUCATION IN MOZAMBIQUE: PRHEIs Survival in Challenging Times"**.

I understand that my participation is voluntary and that I am free to refuse to answer any question and to withdraw from the study at any time. Furthermore, I understand that my name will not be mentioned and that my responses will be kept anonymous and remain confidential. I am also aware that participation in this Research Project will not, necessarily, benefit to me direct and personally.

I am also aware that the findings from the research may be published in the form of a research paper and may be published in a professional journal, presented at professional meetings and/or be published in book form.

Name of Participant: Date: Signature:

_____   ____/_____/____   _____

APPENDIX 4

PRHEIS´ CHALLENGES AND BARRIERS: Characteristics, Consequences, Solutions and Action Plans

ORDER	CHALLENGES/BARRIERS	CHARACTERISTICS	CONSEQUENCES	SOLUTIONS	ACTION LINES
1					
2					
n					