HOW DO NATIONAL GOVERNMENTS AFFECT HIGHER EDUCATION SYSTEM? AN ANALYSIS OF THE AUTONOMY OF THE PUBLIC UNIVERSITIES IN MOZAMBIQUE

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Abstract

The present study is an effort to discuss the relationship which has been established during time between Government and Public Institutions of Higher Education in Mozambique (PIHEd). Historically in Mozambique, the political system in force was not always the same (Mário Mário, Fry, Levey, Chilundo, 2003), actually, throughout the history, the political environment was changed from (i) the Portuguese colonial period, (ii) the post-independence period and the adoption of socialism and finally, (iii) with the democratic system, where economy of market was adopted has economic system (Mário *et al*, 2003). According to Mário *et al* (2003) and Beverwijk (2003), higher education was not left without these changes and it had reacted accordingly to specific historical and political moment, as a proof of the existence of Path-Dependency Theory, which analyses the preconditions and cultural features and its influence on how institutions develop (Ramirez & Christensen, 2012). During all these periods, public universities, starting with the first, Eduardo Mondlane University, had different types of relationship with the governmental authorities at the time. And the nature of this relationship had exerted a certain degree of influence to the university governance, accordingly to Beverwijk (2003). These influences, when examined in light of managerial theoretical frameworks, more specifically the Agency Theory, are more likely to be conflicting in terms of governance, according to a similar study conducted in Finland (Kivisto, 2007). Although the main objective is not the same, partially, this study intends to discuss the type of relationship which has been established between the Government and PIHEd in Mozambique (namely, Eduardo Mondlane University, Pedagogical University, Lúrio University and University of Zambeze) in order to understand the relationship between government and university, and how likely conflicts can occur at the field of university governance. In resume, the lack of understanding on how public universities were shaped, in terms of university governance, and how the political environment led to the selection of a particular model of governance, conducts this research to a path of discovery, throughout the history of development of public higher education in Mozambique.

Key-Words: university governance · university autonomy · models of university governance · agency theory.

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1 INTRODUCTION

As mentioned, the main objective of this paper is to discuss the type of relationship which has been established between the Government and PIHEd, throughout the history of development of higher education in Mozambique. The document has four different parts, besides the abstract and the introduction. The first part describes the history of higher education in Mozambique, the main characteristics; the second part is related to the debate regarding university autonomy, the concept, indicators and applicability; the third part is reserved to quality assurance, understood as the most powerful tool that current governments use to control higher educations, especially if there is a certain level of autonomy that was be given; forth, it´s an explanation about the steering models which are been used by governments to relate with higher education institutions and, finally, the fifth part is a brief description about Agency Theory and how it can be used to understand the relationship between the government and higher education institutions. The methodology applied for this study was limited to documental analysis as per its characteristic of pursuing first hand sources (eg. official documents), or primary sources, as mentioned by Marconi & Lakatos, 2010) without previous analytic treatment (Gil, 2008).

2 HISTORY OF EDUCATION IN MOZAMBIQUE

According to Uaciquete (2011), any scientific or theoretical work which intends to contribute for a better understanding of the organization and functioning of the Mozambican educational system, must refer to the periods of education in Mozambique. The author defines two major periods regarding the history of Mozambique, namely, (i) before independence – from 1845 to 1975 and (ii) post-independence – from 1975 to our current days. But each period has very specific sub-periods, as the Table 1. also demonstrates.

Table 1. Periods of Education in Mozambique.

Periods				
Before Independence		**Post Independence**		
Colonial Education	Education during transitional government	Before SNE	Law 4/83	Law 6/92
1845 – 1974	1974 – 1975	1975 – 1982	1983 -1991	1992 – current days

Source: adapted from Uaciquete, 2011

2.1 First Period: Before Independence (1845 - 1975)

This period was characterized by the differentiation between the teaching at the colonies and the metropolis, but also by the establishment of the first public schools and the tension between the Portuguese Catholic missions and the Protestants missions, both in charge of the

primary education. During this period, education should provide to the native Africans, the principles of the colonizer´s culture, in order to recognize the colonizer´s superiority, but also to provide well trained workers for exploitation purposes (Harries, 1998 cited by Uaciquete, 2011).

From 1962, the education system in Mozambique experienced a change with the establishment of the first higher education institution in the country, a Portuguese colony at the time. Higher education at the Portuguese colonies was first established as a result of many pressures that they became to suffer from the natives, as consequence of the world-wide contestations against colonial occupation, forcing African independences (Taímo, 2010). Secondly, it was directed related to the hostile environment created around the fact that some areas of specialization, such as agricultural sciences, would be taught at the Centre of University Studies of Angola and by doing that, the central government in Lisbon said that these measures should not be taken by the local government, initiating a clime of dissatisfaction.

In Mozambique, specifically, higher education was established through the Law nr. 44.530, from August 21st, 1962, but only published by the Official Bulletin of Angola, at September 8th, 1962, which created the General University Studies of Mozambique (Mário *et al*, 2003). This first embryo of university in Mozambique started offering courses in Education, Medicine, Agronomy, Forestry, Veterinary Sciences, Mining, Electrical and Chemical Engineering. But, after been upgraded to University of Lourenço Marques, in December 23rd, 1968, other courses were added to the list, such as Theoretical and Applied Mathematics, Physics, Chemistry, Biology, Geology, Roman Philosophy, History, Geography, Economics and Metallurgical Engineering (Mário *et al*, 2003).

During this first period, higher education was mainly offered to Portuguese natives, their descendants, the local assimilated and also the sons of Indians. According to Charle & Verger cited by Taímo (2010) only few Africans have reached the university. In fact, from the 280 students enrolled in the first year of the General University Studies, less than a dozen were black Africans. And until the early 70´s, only about 40 black Mozambique students were enrolled at the University of Lourenço Marques, which represented less than 2% of the entire student body (Mário *et al*, 2003). The main purpose of the creation of the General University Studies was, in one hand, to intensify the Portuguese occupation through education, which was considered the fundamental pillar of the "*Portuguesismo*" within the colonies (Taímo, 2010). On the other hand, General University Studies was created to also respond to the critics of the Portuguese nationalists' movements, from the Portuguese colonies, who accused Portugal of not doing nothing to develop the Portuguese descendent at the colonies.

From 1964, with the commencement of the African wars for independence, and for the particular case of Mozambique, with the beginning of the armed struggle for national liberation, informal education, which was one the main method to deny the colonial oppression, was essentially characterized by the denial of colonial domination, but also the construction of a new society (Uaciquete, 2011).

2.2 Second Period: Post Independence (1975 – current days)

The independence of Mozambique happened, as others African countries, in the middle of huge changes in the way Africans started to see themselves, as equals (TAÍMO, 2010). In reality, according to the previous author, the creation of the Pan-African Movement, a cultural and political movement concerned with the independence of Africa, its supremacy over colonial ideology and Africa´s political union, was a gigantic step to the independence of several African countries, and also the liberation of Portuguese colonies. In June 25th, 1975, after a victorious war against colonialism and also after the expected social instability in Portugal, which have culminated with the Revolution of the Carnations in April 1974, Mozambique became finally independent! But the consequences were immediately felt in higher education, as produced a huge exodus of many from the academic staff and even from the student body (almost 70%). In fact, the numbers of student at the time are very enlightened:

Graph 1. Student exodus between 1975 to 1978 ().
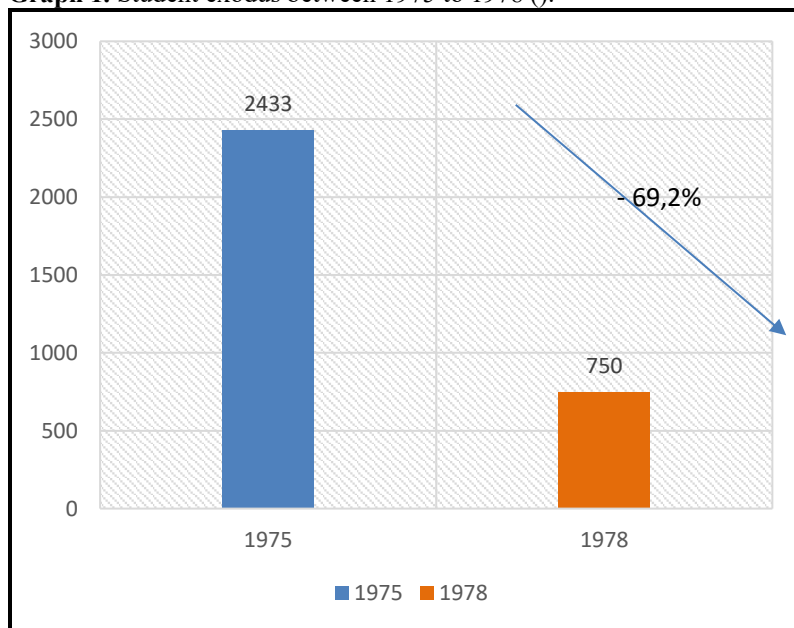
Souce: adapted from Mário *et al*, 2003

The uncertainty, the skepticism and distrust with the future, especially with the adoption of Marxism-Leninism political system, mainly characterized by central planning (Fry & Utui,

1999), led almost every Portuguese settler to "flee" from Mozambique, leaving only ten Mozambican teachers and many vacancies that were gradually filled by academic staff from the Communist Bloc (Mário *et al*, 2003). According to Taímo (2010), it was necessary to adopt socialism as a response to what Mozambican leaders were seeking for their own people: "elimination of all oppression and exploration colonial structures…".

In 1983, the National System of Education (SNE) was first introduced through the Law 4/83, from March 23rd, and its main purpose was to train the New Revolutionary Man, completely free from superstition and colonial mentality, maintaining the same ideological principle from the independence (Uaciquete, 2011). Combined with the centralized planning system adopted by the government, the "new university" should accommodate the needs of the socialist demand, which led it to adopt a utilitarian approach, according to Beverwijk (2005). Fundamentally, government started to define which courses should be offered by the university, how many students should be enrolled, to which courses students should be oriented to, meaning that "…individual careers and interests were completely subordinated to the national interest". In this regard, courses with very few students were closed, as it happened with Biology, Chemistry, Physics, Geology, Mathematics, Geography, History, Modern Languages and Educational Sciences, which became the main necessity at the time. Moreover, the need for more qualified teachers and the demand for a more expanded education system became the main factors that supported the establishment of the Faculty of Education, in 1980 (Mário *et al*, 2003).

In 1992, with a new Constitution, education sector was called to response accordingly, specifically to accommodate the pressures from international organizations, which led the only university at the time, Eduardo Mondlane University (EMU), to seek for support from the international donor community, as a need to adapt to a new economic and political scenario, because of the collapse of the main donor at the time, Soviet Union in the late 80´s (Beverwijk, 2005).

By adopting free market principles and the liberal ideology, from the Western Europe and the United States, education system has experienced significant changes, which can be seen by the reform that was made to the National System of Education (SNE), by approving the Law 6/92 (Mário *et al*, 2003). This reform has brought significant consequences to the education sector, such as the openness to the private sector, association to the social-economic development of the country and the withdrawal of all elements related to the political ideology (Uaciquete, 2011). According to Fry & Utui (1999), the visible results of this reform were the following:

– Abolishment of all obligatory courses;

– Respect to the free of citizens allowing them to choose which courses they would like to pursue;

– The nomination of the Rector with no affiliation to the governing political party;

– Increasing of the rector´s role in the higher education sector, through the National Council of Higher Education (CNES); and, as proposed by Mário *et al* (2003),

– The establishment of a competitive national examination to respond to the higher demand for vacancies that was keeping growing year after year.

The following Table 2. shows the type of political environment, through the speech inserted in the current laws of education, but also resumes the role of the State or Government within the system of education.

Table 2. Differences in the Role of State within Education System.

Categories of Analysis	National System of Education (SNE)	
	Law 4/83	Law 6/92
Ideological-Political Discourse	All programs and contents should reflect the political and ideological orientation of FRELIMO	The State allows the participation of other entities, communities, private sector into the education process
	Secondary education´s objective is to amplify the foundations of a socialist consciousness, convictions, attitudes and correspondent behavior	Related to the social-economic development of the country
Role of the State	Education is directed, planned and controlled by the State	The State allows the participation of other entities, communities, private sector into the education process
Principles and Objectives	Education in Mozambique is based on Marxist-Leninism principles	Withdrawal of all elements related to the political ideology, in order to prevail a social discourse where the social-economic and cultural development is the main objective
	National System of Education (SNE) has as main objective the training of the New Man and free from superstition and colonial mentality	

Source: adapted from Uaciquete, 2011.

With all the legal, social, economic and political changes, higher education was also impacted by it and the reaction was to conform with the new framework in place. Related to the metamorphoses suffered as a result of a very specific socio-political environment, DiMaggio & Powell (1983) cited by Ramirez & Christensen (2012), state that universities "face great pressures to adapt common models of good practices" which tend to lead them to a certain degree of isomorphism, meaning that at a certain period of time, some of the practices of management may became common models and universities were, somehow, induced to adopt

them. In this respect, the same authors also reflect about how a specific historical and political moment, determined preconditions and also cultural features have the ability to influence or even shape the routes of universities (Path-Dependency Theory).

3   UNIVERSITY AUTONOMY

Considering the previous explanation about how political environment tend to influence education systems as a whole, and more specific, higher education institutions, it´s important to analyze the degree of autonomy which has been given to Eduardo Mondlane University, as first public university, but even to the other universities created after the Independence (Pedagogical Higher Institute, later the Pedagogical University, created in 1986) as a result of the reforms to the legal framework (Law 6/92).

But, it´s also important to recognize what Olsen (2009) says regarding autonomy: "…there is agreement on the precise meaning or scope definition of autonomy…" So, there are several definitions about university autonomy and each one of them correspond to a specific perspective from where autonomy is viewed. To Briscal (2000) cited by Avila (2009), university autonomy is understood as academic freedom to teach and research according to their own interest. To Babbidge and Rosenzweig (1962) cited by Avila (2009), institutional autonomy is the absence of dependence upon a single or narrow base of support. On the other hand, in an attempt to include constituents of university autonomy, Stichweh (1994) cited by Avila (2009) states that university autonomy includes some elements, such as:

– Make independent decisions on the limits of institutional commitment in certain topics and areas;

– Set up a value system and define forms of capital, which structure the field and allow scientists to advance;

– Decide on the criteria of access to the institutions, both at the level of scientists and students;

– Define strategic tasks and set institutional aims;

– Determine the links to other fields in society which are seen as crucial for further development;

– Assume responsibility for the decisions taken and possible effects on society.

According to OECD (2003), autonomy, in a context of university governance, is not the same as academic freedom as Briscal (2000) cited by Avila (2009) mentioned. For the OECD (2003), university autonomy is the "capability and right of an institution to determine its own

course of action without undue interference from the State". But Olsen (2009), still questions the perspective in which autonomy is viewed as self-governing, which it seems to be the case of OECD´s definition. The author asks how this view can prohibit other types of collective and individual autonomy. Anyway, in order to measure the degree of autonomy a certain institution might have, OECD (2003) proposed some indicators to help determine it, as it follows:

i.   Ownership of the buildings and equipment;

ii. Ability to borrow funds;

iii. Autonomy to spend budget to achieve their objectives;

iv. Independence to set academic structure/course content;

v.   Authority to employ and dismiss academic staff;

vi. Autonomy to set salaries;

vii. Authority to decide on student enrollment numbers;

viii. Authority to decide about tuition fees.

But, the authors De Boer and File (2009) cited by Avila (2009), add some more indicators to the previous list in order to complement it:

i.   The legal obligation to produce a strategic plan for the university which outlines main strategic objectives.

ii. The ability to determine their own internal governance structures.

iii. The ability to determine research programmes and major research themes within the university.

iv. The requirement to have internal quality evaluation systems for research and teaching.

v.   The requirement to take part in external quality evaluation systems for research and teaching.

vi. The freedom to enter partnerships with other organizations and higher education institutions.

vii. The requirement to report upon their activities and/or performance.

viii. The freedom to select students.

ix. The freedom to decide on the internal allocation of public and private funds.

For the particular case of Mozambique, after the reform with the Law 6/92, more autonomy was given to the higher education institutions. In fact, Mário *et al* (2003) states that as a consequence of these reforms, a new ministry was created, which represented the most important innovation in government policy towards higher education. But the process of

increase autonomy, particularly to already stablished PIHEd, such as Eduardo Mondlane University and Pedagogical University, was not immediate, even though the Constitution of the Republic, updated in 2004, states that (Table 4.).

The Government was initially concerned with the internal weaknesses which have been found after evaluation exercises, which had encouraged the government to maintain control over quality of the university. This concern of the government was also seen has a direct interference on the university management. But a first step towards the increasing of autonomy was taken when Eduardo Mondlane University signed a contract with the government itself, to receive its funds directly and quarterly (Fry & Utui, 1999).

As the demand for improving the infra-structures and other facilities were increasing, Eduardo Mondlane University also started thinking about the potential revenue that could be received by increasing student fees, but once again, the political issues were brought in to the university and, because it was an election year, the government could not approve it (Fry & Utui, 1999).

In order to apply the first type of indicators suggested by OECD (2003), Table 3 shows the different dimensions of university autonomy, considering OECD´s approach. And on the Table 4, the exercise it´s applied to Eduardo Mondlane University. In resume, the author Clark (1998) cited by Avila (2009), says that "… autonomy to be an effective mechanism to make universities pro-active and competitive institutions, have to have a few basic entrepreneurial components:

[i] a strengthened steering core;

[ii] an expanded developmental periphery;

[iii] a diversified funding base;

[iv] a stimulated academic heartland; and

[v] an integrated entrepreneurial culture…"

Table 3. Degrees of university autonomy.

	Own their buildings and equipment	Borrow funds	Spend Budgets to achieve their objectives	Set academic structure/course content	Employ and dismiss academic staff	Set salaries	Decide size of student enrollment	Decide level of tuition fees
Mexico	FA	NFA	FA	FA	FA	NFA	FA	FA

Netherlands	FA	FA	FA	NFA	FA	FA	FA	NFA
Poland	FA	FA	FA	FA	FA	NFA	FA	NFA
Australia	FA	NFA	FA	FA	FA	FA	NFA	NFA
Ireland	FA	NFA	FA	FA	FA	NFA	FA	NFA
United Kingdom	FA	NFA	FA	FA	FA	FA	NFA	NFA
Denmark	NFA	FA	FA	NFA	FA	NFA	FA	NFA
Sweden	NFA	NFA	FA	FA	FA	FA	NFA	-
Norway	NFA	-	FA	FA	FA	NFA	FA	-
Finland	NFA	-	FA	NFA	FA	FA	NFA	-
Austria	NFA	-	FA	FA	FA	FA	NFA	-
Korea	-	-	NFA	NFA	-	NFA	FA	-
Turkey	-	-	-	NFA	NFA	-	NFA	-
Japan	-	-	-	NFA	NFA	-	-	-

Source: adapted from OECD, 2003.
Legend: FA: full autonomy; NFA: Not full autonomy.

By analyzing the legal framework in place in Mozambique, starting with the Constitution of 2004, (CRM, 2004), the nr. 2 of its 114th article, it is stated that PIHEd have scientific autonomy, pedagogical autonomy, finance autonomy and administrative autonomy. In fact, the Statutes of the four public universities (Eduardo Mondlane University, Pedagogical University, Lúrio University and University of Zambeze), states the autonomy each one has, as a result of the interpretation of the Constitution. The Higher Education Law (*Lei nr 27/2009, de 29 de Setembro – Lei do Ensino Superior*), states in its 8th article, that PIHEd have, indeed, autonomy, but within the current legal framework, in other words, subjected to other legislation, such as the SISTAFE, in its 5th article, of the Decree nr. 23/2004, of August 20th, 2004.

With this analysis, it´s possible to immediately conclude that the autonomy which is stated by the Constitution is different from the ones stated by the Higher Education Law and SISTAFE. Through an analysis of each public university statutes, the Constitution of the Republic of Mozambique (from 2004), the Law of the Education System, the Higher Education Law and the Policy of the System of Financing Administration of the State, it is possible to conclude that, according to the Constitution, public universities should have full autonomy and the late legal acts, policies and laws, give them only partial autonomy, even their own statutes (Table 4.).

Table 3. References to PIHEd autonomy, within public universities statutes, Constitution, higher education legal framework and administrative and financing legal framework.

Autonomy	References from the Statutes	References to the Legal Framework

	EMU	PU	LU	UZ	Constitution of the Republic (2004)	Education System	Higher Education Law	SISTAFE
	Decreto nr. 37/98 de 28 de Julho	*Decreto nr. 53/2010 de 22 de Novembro*	*Decreto nr. 75/2011 de 30 de Dezembro de 2011*	*Decreto nr. 74/2011 de 30 de Dezembro de 2011*		*Lei nr. 6/92 de 6 de Maio*	*Lei nr. 27/2009, de 29 de Setembro (Lei do Ensino Superior)*	*Decreto nr. 23/2004 de 20 de Agosto*
Pedagogical	*Art. 6th*	*Art. 7th*	*Art. 6th*	*Art. 6th*	*Art. 114th, nr. 2*	*Art. 24th, nr. 1*	*Art. 7th*	-
Scientific	*Art. 5th*	*Art. 6th*	*Art. 5th*	*Art. 5th*				-
Patrimonial	*Art. 7th*	*Art. 8th*	*Art. 7th*	*Art. 7th*		-	*Art. 8th*	*Art. 3th*
Financing		-						*Art. 4th - 5th*
Administrative		*Art. 8th*				*Art. 24th, nr. 1*		

Souce: Author

After the identification of the characteristics of the autonomy of each public university in Mozambique, the following Table 4. Shows the application of the OCED framework of autonomy assessment, to the specific case of Mozambican PIHEd.

Table 4. Degrees of university autonomy applied to PIHEd in Mozambique.

Indicator	Domain	PIHEd in Mozambique*
Ownership of the buildings and equipment	Administrative	Not full autonomy
Ability to borrow funds	Administrative	Not full autonomy
Autonomy to spend budget to achieve their objectives	Administrative	Not full autonomy
Independence to set academic structure/course content	Academic	Full autonomy
Authority to employ and dismiss academic staff	Administrative	Full autonomy
Autonomy to set salaries	Administrative	Not full autonomy
Authority to decide on student enrollment numbers	Administrative	Full autonomy
Authority to decide about tuition fees	Administrative	Not full autonomy

Souce: adapted from OECD, 2003

By equally weighting each indicator (all the 8 indicators are equal to 100%) and the measuring the weight of the full and not full autonomy, it´s possible to realize that, quantitively, Mozambique´s full autonomy is more than South Korea, but has the same full autonomy has

Finland and Austria, and less than Mexico, Netherlands, for instance. When comes to partial or not full autonomy, Mozambique is the country with the highest weight and lack of full autonomy (Table 5.).

Table 5. Weight of Full and Not Full Autonomy in every OECD country from the framework and Mozambique.

Country	Own their buildings and equipment	Borrow funds	Spend Budgets to achieve their objectives	Set academic structure/co	Employ and dismiss academic	Set salaries	Decide size of student	Decide level of tuition fees	FA	NFA
Mexico	FA	NFA	FA	FA	FA	NFA	FA	FA	. 750	. 250
Netherlands	FA	FA	FA	NFA	FA	FA	FA	NFA	. 750	. 250
Poland	FA	FA	FA	FA	FA	NFA	FA	NFA	. 750	. 250
Australia	FA	NFA	FA	FA	FA	FA	NFA	NFA	. 625	. 375
Ireland	FA	NFA	FA	FA	FA	NFA	FA	NFA	. 625	. 375
UK	FA	NFA	FA	FA	FA	FA	NFA	NFA	. 625	. 375
Denmark	NFA	FA	FA	NFA	FA	NFA	FA	NFA	. 500	. 500
Sweden	NFA	NFA	FA	FA	FA	FA	NFA	-	. 500	. 375
Norway	NFA	-	FA	FA	FA	NFA	FA	-	. 500	. 250
Finland	NFA	-	FA	NFA	FA	FA	NFA	-	. 375	. 375
Austria	NFA	-	FA	FA	FA	FA	NFA	-	. 375	. 250
S. Korea	-	-	NFA	NFA	-	NFA	FA	-	. 125	. 375
Turkey	-	-	-	NFA	NFA	-	NFA	-	0	. 375
Japan	-	-	-	NFA	NFA	-	-	-	0	. 250
Mozambique	NFA	NFA	NFA	FA	FA	NFA	FA	NFA	. 375	. 625

Source:

4 QUALITY ASSURANCE

The debate regarding quality assurance appeared in a context where autonomy has also been increased and governments want to assure that higher education institutions, even though having the requested autonomy, continue to provide and serve the public according with certain parameters of responsibility (OECD, 2003). Olsen (2009) states that there is a direct proportionality between autonomy and quality monitoring procedures, because, as much as a higher education system has autonomy, it will require an extensive quality assurance monitoring. But Clark (1998) cited by Avila (2009), states that an increase in the autonomy doesn´t necessary means that higher education institutions are effectively active, because they can live according to their past and wish for more. According to Stensaker (2007) & Westerheijden (2004) cited by Avila (2009), within higher education context, quality is related to value, conformance to specifications or requirements, fitness for use, perfection, fitness for

purpose, value for money, transformation and evaluation, but as it was for autonomy, quality is also a multifaceted concept.

In Mozambique higher education context, quality assurance is under the Ministry which superintends higher education, through the National Council for Accreditation and Quality (CNAQ), through the National System of Evaluation, Accreditation and Quality Assurance in Higher Education (SINAQES), by the Decree nr. 63/2007, of 31st of December. It represents a powerful form of control to the government, as the increase of autonomy was also something that was observed, until a certain level, as shown on table 3. Operating under the Ministry which superintends higher education, CNAQ has some common characteristic when compared to some countries of OECD:

i.   Operates under the Ministry which superintends higher education;

ii.   Is funded by the government;

iii.   Relies on external evaluation;

iv.   Features of quality assessment are set by government (MINED);

v.   It has only one single national agency;

vi.   Until now, assessment on quality assurance doesn´t have implications on funding.

5   STEERING MODELS IN HIGHER EDUCATION INSTITUTIONS

The way by which Government relates with PIHEd is now discussed by Gornitzka & Maassen (2000) and they state that, due several changes and reforms in higher education sector during the last 25 years, the relationship between governments and higher education has changed dramatically. And the model that a certain government chooses to use to relate with his higher education institutions has a direct impact to the autonomy environment. According to these authors, there are four different steering models or models under which the government relates with higher education institutions, namely:

5.1 The sovereign, rationality-bounded steering model

i.   Interventionist state or model of state control, in which higher education is seen as a governmental instrument for reaching political, economic or social goals;

ii.   Tight control over universities and colleges, with a strong emphasis on them being accountable to political authorities;

iii.   The role of higher education is to implement whatever political objectives are on the higher education policy agenda;

iv.   Assessment of universities and colleges is based on their political effectiveness;

v.   Interaction rules are hierarchically determined, with the roles of the state and the higher education organizations being those of superior and subordinate.

vi.   Centralized decision making;

vii.   <u>Autonomy</u>: if government is overloaded the technical decisions can be left to the organization.

5.2 The institutional steering model

i.   Tradition based;

ii.   Universities have the responsibility to protect academic values and traditions against the whims of shifting political regimes;

iii.   The role of higher education is to uphold its traditions and its socio-economic and cultural role, to protect academic freedom;

iv.   To store and transmit knowledge;

v.   To secure future independent pursuit and transfer of knowledge;

vi.   To act as a carrier of culture, and to uphold and protect its special institutional sphere;

vii.   Decision-making is specialized and traditionalist,

viii.   Higher education and the government share the norm that higher education needs special protection against the tides of markets or shifting political interests.

ix.   Autonomy: is based on shared norms of non-interference.

5.3 The corporate-pluralist steering model

i.   The state is a unitary actor with monopoly over power and control;

ii.   The role of higher education reflects the constellation of interests voiced by different organized interest groups in the sector, where a Ministry of Education is just one of the many stakeholders in higher education;

iii.   Decision-making is segmented and dominated by clusters of interest groups (government being one of them) with recognized rights to participate.

iv.   Autonomy: its negotiated and a result of the distribution of interests and power.

5.4 The supermarket steering model

i.   The role of the state is minimal;

ii.   The role of universities and colleges is to deliver services such as teaching and (basic and applied) research;

iii.   The role of the state is that of the bookkeeper for the great necessities, among other things, to make sure that market mechanisms in higher education run smoothly.

iv.   Autonomy: depends on institutional ability to survive.

Considering the Higher Education Law (*Lei nr 27/2009, de 29 de Setembro – Lei do Ensino Superior*), the SISTAFE Law and each public university Statutes (Table 3.), the steering model that is been used so far it´s more related with the sovereign, rationality-bounded steering model, as concluded by the citations although more studies need to be made in order to conclude the same.

6 Agency Theory

With the previous conclusion, there is a need to explore the possible conflicts that can emerge from such institutional relationship and influence. According to Bianchi (2005), organizations are managed and controlled by their owners as long as the property, size, volume of operations allows it. When an organization starts to develop and growth, the need for a very skilled team to manage all the dimensions of the organization, is also a reality, and that´s when owners delegate control to managers. This is the ethical essence of the Theory of Agency: to regulate the relationship between the owner (which is the principal) and the managers, which are the agents (Bathia, 2004).

In order to allow managers to run the organizations, owners are usually recommended to become part of the board, but not at the management team, to avoid agency costs (Bianchi, 2005) such as the ones which occurred with Parmalat. But this separation of property and organization control, can easily become a problem, especially because, managers (or agents) have to consider the interests of the shareholders (the principals), but also consider their own (Bathia, 2004), which can cause two kind of problems: (i) managers can ignore the interest of the owners and take decisions on his own; but also (ii) owners can determine the kind of decision it can be taken, ignoring the value of his manager technical opinion.

As Bianchi (2005) states, agency costs are related with the assumption that there is some sort of inefficiency within the relationships between the principal and the agent, and the potential conflicts of interest between the parts involved. For the purpose of this document, the

agency costs which are directly related to the preset topic are the expenses with monitoring activities, specifically all the costs associated to the control structures (eg. CNAQ), information systems and auditing activities (eg. SINAQES). All these efforts will also help minimize information asymmetries, which are currently caused by incomplete information or with low relevance to the principal (BIANCHI, 2005). This author also adds that ultimately, the principal has also to deal with moral hazard which is connected with incapacity of the principal to control all the actions of the agent, due hiding relevant information.

When applying this theory to the context of higher education in Mozambique, specifically, the relationship between the Rector, who represents the manager and the President of the Republic who represents the owner (the government), conflict problems can also occur, in the sense that the interests of the owner (the President which represents the Government, is a politician), can easily lap up the interests of the manager, the Rector, imposing his own views of management, becoming a threat to university governance (Collinson, 2011).

6 CONCLUSION

The history of education of a country can explain how a certain route was taken and how particular characteristics were developed to shape institutions, in this case, higher education institutions (Ramirez & Christensen, 2012). When analyzing the political environment in which Mozambique has been exposed to, it´s possible to understand the influences of the political environment of each period of time and how higher education sector has been shaped throughout its own history.

As it can be seen and according to Uaciquete (2011), educational system in Mozambique suffered from different "metamorphoses", from an educational system totally linked with the colonial perspective of school, his methods and objectives, to a subsequent vision of school to serve nationalism purposes. But, more recently, the political environment, and other influences, mainly political and economic, has shaped the current environment in which higher education institutions are operating in Mozambique. And all this exerted a certain influence into the degree of autonomy and the steering models used by governments to relate with each institution.

Even though autonomy is given to higher education institutions, but, as Avila (2009) states, that does not directly imply that they do not demand and expect the institutions to be responsible for their activities and to account for them to society. Actually, in many cases, institutional autonomy comes hand in hand with a set of accountability measures and funding arrangements. So, when autonomy is given, accountability is also requested, as a way of government to be sure that that particular service is been provided in a responsible manner.

But, this request for accountability, which can also be interpreted as influence of government, also needs to be managed and regulated in order to not hurt the ethical principles of governance, impregnated in the Agency Theory (Bianchi, 2005).

As stated along the document, Agency Theory can explain and support why governments want control higher education institutions, especially the public ones, but there are consequences to how these institutions are managed, and it involves really costs (agency costs) to put in place structures to help the government have control of what higher education institutions are doing. Ultimately, the government is responsible to ensure that education institutions are offering a service of quality to the public. So, the government has also to be accountable to the society.

The use of an established framework to assess the degree of higher education autonomy, allowed to conclude that in Mozambique PIHEd have "Not Full Autonomy", and the one that has, its more concentrated on the academic domain. This allow us to also conclude that the institutional relationship between public universities and government, is also permeated by the degree of influence Governments exerts, as a result of the implementation of the current legal framework in place, despite what the country Constitutions states, which creates a space for confusion to fully apply the whole legal framework package, emphasizing the need for its better understanding and further implementation.

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