AN EXPLORATION OF UNIVERSITY EDUCATION SYSTEMS:
THE CASE OF THREE UNIVERSITIES IN GHANA

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A Dissertation Submitted in Partial
Fulfillment of the Requirements for the Degree of
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AN EXPLORATION OF UNIVERSITY EDUCATION SYSTEMS:
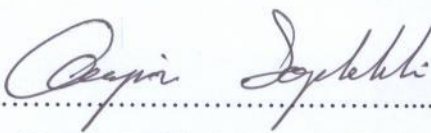# THE CASE OF THREE UNIVERSITIES IN GHANA

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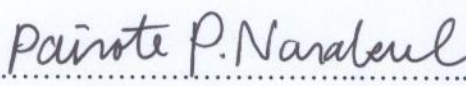
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ABSTRACT

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Ghana as a developing country has instituted a number of programmes and policies with respect to education aimed at improving the lives of her citizens since independence. The key focus of these policies have been on enhancing accessibility and quality of output at all level of the educational strata. The former aspect of the policy seems to be on track as enrollment has increased. The latter on the other hand has remained a topical issue with stakeholders and think tanks grabbling to find the right mix of solution.

Against this and other concerns, this study therefore seeks to explore the following questions; 1) what is the meaning and nature of university education in Ghana? 2) what is the role and functions of university education in Ghana; 3) what are the decision-making structures with regards to how universities in Ghana are governed; and 4) what are the key desirable governance issues needed to address quality issues in university education in Ghana. The study discusses the larger ramification these have on university education in Ghana.

This is an explorative qualitative study. It is a norm that the '*what*' and '*how*' questions are best suited for exploratory research as such questions develop pertinent premise and does not limit the research to what you find but how such issues have been or are being handled as captured in this study's research questions. Documentary data, in-depth interviews, and the researcher's experience in university administration were used to collect data from high level university leaders who were serving or had served three top Institutions in Ghana. The researcher sought to learn from the

experiences of these other senior university management staff, the students and the regulators. Twenty-three (23) participants were interviewed. The participants were former and serving university governing council chairs, former and serving university Vice-Chancellors, university registrars, senior finance officers, former and serving executive secretaries and student leaders who served on university governing council. Data recording, note taking, transcribing techniques were used to collect data. Transcribed data was read repeatedly to make sense of thematic issues emerging from the data. Significant quotes were derived from the participants' response and integrated in the report writing to highlight key issues and voice.

The findings of the study suggest that remedies for the changes realized in governance should take into account measures such as strengthening institutional capacities; balancing between the interests of the private and public sector actors in university education; and safeguarding the policy space of the ordinary people to participate in university education affairs that concern or affect them.

To deal with the numerous challenges faced by universities, the study makes the following recommendations. A roadmap for financial sustainability should be developed. There is also the need to increase stakeholder participation when it comes to dealing with quality issues in university education. Future research should assess the impact of human capital on Ghana's development trajectory since independence.

ACKNOWLEDGEMENTS

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ABBREVIATIONS

Abbreviations	Equivalence
AEO	African Economic Outlook
AfDB	African Development Bank
AFUF	Academic Facility User Fees
ASEAN	Association of South East Asian Nations
BA	Bachelor of Arts
BSc	Bachelor of Science
CC	Council Chair
CEO	Chief Executive Officer
ECOWAS	Economic Community of West African States
EUA	European Universities Association
FES	Former Executive Secretary
FO	Finance Officer
FSL	Former Student Leader
FUSSAG	Federation of University Senior Staff Association
FVC	Former Vice-Chancellor
GA	General Assembly
GAUA	Ghana Association of University Administrators
GDP	Gross Domestic Product
GIMPA	Ghana Institute of Management and Public Administration
GLONACAL	Global, National and Local
GNI	Gross National Income
GoG	Government of Ghana
GSGDA	Ghana Shared Growth and Development Agenda
GSS	Ghana Statistical Service
GTUC	Ghana Technology University College

HDI	Human Development Index
HND	Higher National Diploma
HoDs	Heads of Departments
IAU	International Association of Universities
ICT	Information Communication Technology
IMF	International Monetary Fund
JHS	Junior High School
MA	Master of Arts
MDGs	Millennium Development Goals
MoE	Ministry of Education
MoESS	Ministry of Education, Science and Sports
MSc	Master of Science
NAB	National Accreditation Board
NABTEX	Professional and Technician Examinations
NACUBO	National Association of College and University Business Officers
NCTE	National Council for Tertiary Education
NUGS	National Union of Ghana Students
PNDC	Provisional, National Defence Council
PPP	Purchasing Power Parity
RFUF	Residential Facility User Fees
SADAC	Southern African Development Community
SHS	Senior High School
SL	Student Leader
SRC	Students' Representative Council
STR	Student: Academic Staff Ratio
SUV	Sports Utility Vehicle
TEWU	Teachers and Educational Workers Union
TQM	Total Quality Management
UDS	University for Development Studies
UGC	Universities Grant Committee
UK	United Kingdom

UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UPSA	University of Professional Studies, Accra
URC	University Rationalisation Committee
USA	United States of America
USIAD	United States Agency for International Development
UTAG	University Teachers' Association of Ghana
VAT	Value Added Tax
VC	Vice-Chancellor
VCG	Vice-Chancellors, Ghana

CHAPTER 1

INTRODUCTION AND STATEMENT OF THE PROBLEM

1.1 Introduction

Education is generally accepted as a principal mechanism for promoting economic growth and for Africa, where growth is ever more essential if the continent is to climb out of poverty, education is particularly of more importance (Kurtz & Schrank, 2006).

Education remains the most single dosage that many multilateral institutions, organizations and agencies have prescribed to addressing not only the world's health issues but also political, economic, social, among others. Education brings about better ways of life and conveys stronger social and economic benefits to a nation, community and the individual (UNESCO, 2005). Education goes well beyond its obvious role of providing a setting for teaching and learning.

Education is the arena in which all components of society compete for access to modem sector employment and high status positions, and where currently successful groups strive to maintain or increase their access to these benefits (United States Agency for International Development (USAID), 1994).

On the basis that university education remains the highest point through which every nation gets her human resources is an attestation to the role and importance that society attaches to university education. A key role of universities is the transformation of traditional societies to knowledge and information-based societies. This is because universities are institutions with multiple functions within the context of cultural integration, political socialization, education, health and innovative adaptation to economic and social problems (Braun & Merrien, 1999). This must be the justification for why every nation and for that matter governments regulate university education, and in the case of most European countries, they also fund almost all the universities in addition to regulating them.

Unfortunately, the long uncontested position of universities in society is faced with the challenge of maintaining or improving standards, funding, being innovative in its programmes and policy makers are interested in what universities do the actions and inactions of universities affect society (Braun & Merrien, 1999).

University education therefore, should reinforce its role of service to society, especially its activities aimed at eliminating poverty, violence, illiteracy among others. Higher education and other educational levels are interdependent and both should receive priority for sustainable achievement of education for all (Sanyal, 2005). Sanyal further argues that University education is at the top of the education pyramid and determines to a large extent the state of the education system of a country, especially its quality. As such, it has a responsibility towards the whole education system. University education is the reservoir of the human resources and physical resources in any country having an obligation to help develop other levels of education including basic and secondary education. University education cannot isolate itself from surrounding social problems and therefore must be linked to other sectors of the society. Accordingly, to Sanyal (2005), Universities serve their missions with three programmes: research (creation and preservation of knowledge), instruction and training (dissemination of knowledge) and community service (application of knowledge to serve the society).

However, university education is facing unprecedented challenges from the beginning of the 21st century, arising from the convergent impacts of globalization, the increasing importance of knowledge as a main driver of growth, and the information and communication revolution (Holm-Nielsen, 2001), though opportunities are also emerging out of these challenges. Holm-Nielsen (2001) posits that one of such opportunities is that, the role of education in general and that of tertiary education in particular in the construction of knowledge economies and democratic societies is now more influential than ever. Additionally, Holm-Nielsen further posits that in response to these crucial and converging trends in the environment, countries have responded with a significant transformations of not only their university education but also their tertiary education systems in totality, including number of years spent in university education, the creation of evaluation and accreditation mechanisms, changes in patterns of university financing and governance, growing

institutional segregation, curriculum reforms, technological innovations and for others, overhauling the entire educational system. He argues that though progress work has not been the same and so differences remain across and within tertiary education systems in general and university system in particular. The bigger challenge lies with developing countries which continue to grapple with difficulties produced by inadequate responses to existing challenges. Among these unresolved challenges are the expansion of tertiary education coverage in a way that is unsustainable, the poor reduction of inequalities of access and outcomes, the need for improvement of educational quality and relevance, and the weak introduction of effective and efficient governance structures and management practices. In his work, 'Challenges for Higher Education Systems', Holm-Nielsen compares Ghana to Korea on the basis that both countries had the same GDP in 1958 and by 1990, he illustrates the significant difference made by a knowledge-based development strategy by Korea driven by physical and human capital that which Ghana lacked.

At the focal point in any university's importance is the quality of its products but as Lewis and Smith (1994) argue that more than ever being important in the history of higher education is the perception that quality in higher education is increasingly a problem especially to outsiders. Even though tertiary level enrolments have grown significantly in virtually all countries in the developing world, the enrolment gap between the most advanced economies and the developing nations has become wider. In addition, tertiary education systems continue to be very elitist and most of the poor are unable to have access to university education. Financial resources have been insufficient to sustain the growth of enrolment and improve quality.

However, the importance of university education in Africa cannot be underestimated as former UN Secretary General, Kofi Annan, in a speech argued:

> The university must become a primary tool for Africa's development in the new century. Universities can help develop African expertise; they can enhance the analysis of African problems; strengthen domestic institutions; serve as a model environment for the practice of good governance, conflict resolution and respect for human rights, and enable African academics to play an active part in the global community of scholars (Kurtz & Schrank, 2006, p. 6).

In response to the need for the physical and human capital, a number of countries have undertaken significant transformations of their tertiary education systems, including changes in patterns of financing and governance, the creation of quality assurance and accreditation mechanisms, curriculum reforms, and technological innovations (Holm-Nielsen, 2001). But progress has been uneven and sharp contrasts remain across and within tertiary education systems the world over. Most developing countries continue to wrestle with difficulties produced by inadequate responses to pre-existing challenges, some of which are the expansion of tertiary education coverage in a sustainable way, the reduction of inequalities of access and outcomes, the improvement of educational quality and relevance, and the introduction of effective governance structures and management practices. Even though tertiary level enrolments have grown significantly in virtually all countries in the developing world, the enrolment gap between the most advanced economies and the developing nations has become wider (Holm-Nielsen, 2001). Financial resources have been insufficient to sustain the growth of enrolment and at the same time improve quality at both the public and private university levels.

1.2 Ghana as a Country and Its Development Needs

Ghana is a West African developing country bordering on the Gulf of Guinea in Africa. The country is bounded by Côte d'Ivoire to the west, Burkina Faso to the north, Togo to the east, and the Atlantic Ocean to the south. With a land area of 88,811 sq mi (230,020 sq km), Ghana has a population of about 25 million people and has the cedi as her currency. The country runs a presidential system of constitutional democracy with an Executive President. The capital of Ghana is Accra. The original name of Ghana was Gold Coast but was changed to the present name at independence in 1957 by her first President, Osagyfo Dr. Kwame Nkrumah. English is the official language and so the medium of instruction at all levels of education. She is West Africa's second largest economy after Nigeria, and Sub-Saharan Africa's twelve largest.

According to GoG (2010), worsening income inequalities and other human development indicators in areas such as education and skills acquisition, health,

employment, productivity, social protection, poverty reduction is indicative of major socio-economic challenges to most developing countries including Ghana.

In response to these conditions, Ghana since independence in 1957 has embarked upon several policies and programmes to accelerate the growth of the economy and raise the living standards of the people with varying degrees of success. These include: the Seven Year Development Plan of Dr. Kwame Nkrumah (Ghana's first president); Ghana Vision 2020: The First Step (1996-2000); the First Medium-Term Plan (1997-2000); Ghana Poverty Reduction Strategy (2003-2005); The Coordinated Programme for the Economic and Social Development of Ghana (2003-2012); the Growth and Poverty Reduction Strategy (2006-2009) and Medium-Term National Development Policy Framework: Ghana Shared Growth and Development Agenda (GSGDA), 2010-2013, according to GoG (1996, 2003, 2010 and 2013a). More specifically, GoG (2010) advocated the overarching goal of the medium-term economic development policy to achieve and sustain economic stability while placing the economy on a path of higher growth in order to attain a per capita income of at least US$3,000 by 2020 while also achieving the Millennium Development Goals (MDGs). In addition, there have been several educational policies reforms at all levels seeking to improve upon access, relevance and quality for national development agenda because it was thought that quality education remains the key ingredient in propelling the nation forward. So how does the Ghanaian educational system look like?

1.2.1 Educational System in Ghana

Ghana has an educational system that can be grouped into three main categories: Basic, Secondary and Tertiary. According to MoE (2012), there are 36,692 basic schools, 515 schools at the secondary level and 136 at the tertiary level made up of Public Universities/university colleges; Public Specialized/Professional Colleges; Chartered Private Tertiary Institutions; Private Tertiary Institutions; Polytechnics; Public Colleges of Education; Private Colleges of Education; Public Nursing Training Colleges and Private Nursing Training Colleges.

Figure 1.1 is the pictorial representation of the categories with their respective components.
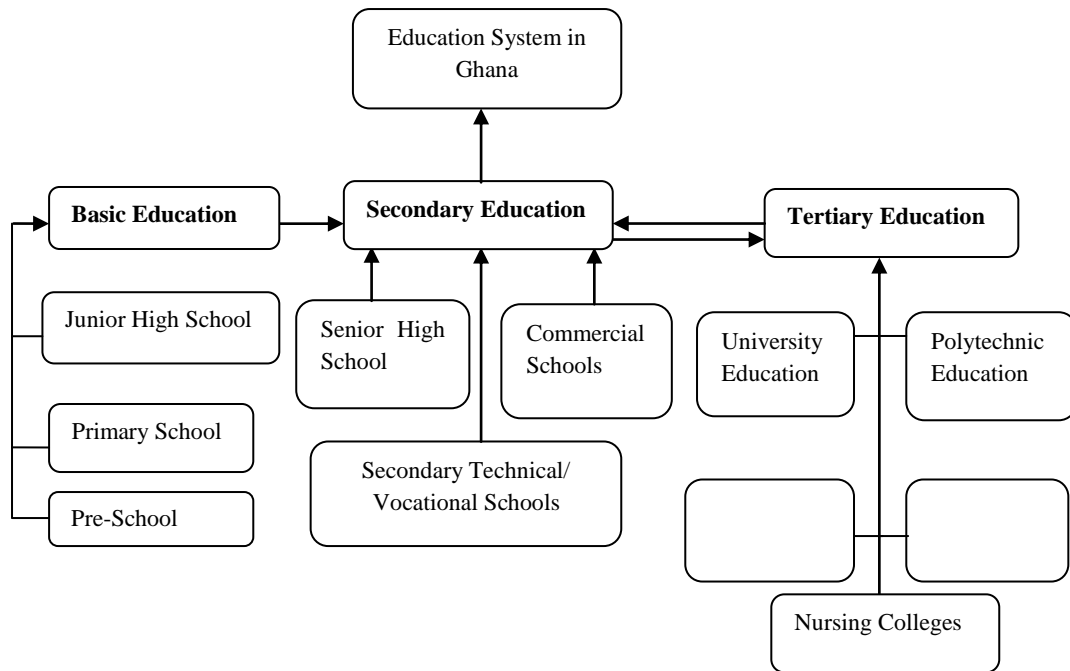
Figure 1.1 Components of Educational System in Ghana
Source: Author

    1.2.1.1 Basic Education

    Basic Education is the beginning of formal education in Ghana just like the rest of the world. It consists of three stages of Pre-School, Primary School and Junior High School. It is free and compulsory and starts with pre-school for 2 years with a 4-year old child after which the child proceeds to primary school at age 6 for 6 years. It is expected that at age 13 the child enters Junior High School (JHS) for 3 years and so 4 years old before pre-school, 2 years of pre-school, 6 years of primary school and 3 years of Junior High School. Basic education therefore takes the form 2-6-3 years of education. Which means, by the time, a child completes basic school; the child will be about 15 years old. As captured in table 1.1, gross enrolments at the basic level has be increasing from 6,334,382 in 2008/9 to 7,163,003 in 2012/13 academic years representing an average of 13% of the base year.

Table 1.1 Gross Enrolment Numbers for Basic Education

Enrolment	2008/9	2009/10	2010/11	2011/12	2012/13
KG	1,338,454	1,440,732	1,491,450	1,543,314	1,604,505
Primary	3,710,647	3,809,258	3,962,779	4,062,026	4,105,913
JHS	1,285,277	1,301,940	1,335,400	1,385,367	1,452,585
Total	6,334,382	6,551,930	6,789,629	6,990,707	7,163,003

Source: GoG, 2013, p. 9.

1.2.1.2 Secondary Education

Secondary education is composed of Senior High Schools (SHS), Commercial Schools, Secondary Technical or Vocational Schools of 3 years each depending on the one the JHS graduate offers to purse. Table 1.2 provides the enrolment at the Secondary education level for 2011/12 and 2012/13 academic years with an increase of 12% growth rate.

Table 1.2 Gross Enrolments in Second Cycle Education

Enrolment	2011/12	2012/13
SHS	758,468	842,587
TVET	62,303	61,496
Total	820,771	904,212
Population 15-18	2,044,848	2,291,267

Source: GoG, 2013, p. 11.

All things being equal, the percentage increase in gross enrolment both at the basic and secondary levels compared to the annual population growth of 2.1% (GSS, 2013a) indicates that the progress is commendable.

1.2.1.3 Tertiary Education

Tertiary Education is made of Universities, Polytechnics, Colleges of Education, Nursing Colleges and Professional Institutions. Bachelor degrees in universities are usually 4 years, Polytechnics Higher National Diplomas 3 years, Colleges of Education and Nursing Colleges 3 years each and the professional institutions vary depending on the programme of study. As captured from the beginning, the focus of this study is on university governance and therefore focuses on the university component of the tertiary education in Ghana. It is important to mention that figure 1.2 represents the current educational categories as at 2014; meaning it includes the reforms of the Anamuah-Mensah Presidential Commission report of 2002. A key component of the national reform agenda has been on the country's educational system.

Notable among is the tertiary education reforms of 1991 which sought to improve upon educational access, relevance and quality so as to speed up the developmental agenda of the country.

These broad programmes and policies are multi-sectorial with the main aim of reducing poverty to the barest minimum and generally to improve the lives of every citizenry through the provision of relevant knowledge and skills. Under these strategic programmes, some gains have been made towards the realisation of macro-economic stability and the achievement of poverty reduction goals.

1.2.2 Current State of Ghana

Ghana has moved more quickly than she had envisaged in terms of her economic performance though much is yet to be done. For instance, the plan target of becoming a middle income country by 2020 was achieved 14 years in advance (2008) with GDP per capita (PPP) of $3,300 in 2012. As defined, a country with a per capita income of more than $976 a year is a middle-income country and Ghana's was $1,318.36 in 2008 (IMF, 2009).

Ghana's economy has maintained commendable growth trajectory with an average annual growth of about 9.0% over the past five years until 2013 (AfDB et al., 2014) and was the world's fastest growing economy in 2011. The Ghanaian economy continued to record significant growth rate in 2012 to sustain the country's middle

income status as envisaged under the Ghana Shared Growth and Development Agenda (GoG, 2013). Additionally, the report showed that the per capita income increased from US$1,563 in 2011 to US$1,570 in 2012 compared to the target of US$1,478.10 set under the GSGDA. Explaining further, GDP growth in 2012 was driven mainly by strong performance in the Services sector which recorded an average growth rate of 10.2%, compared with the situation in 2011 when the growth was led by the Industry sector with an average growth of 41.6% as a result of the impact of crude oil production that started in Ghana in 2011. The Services sector therefore continued to dominate the economy in 2012 with a share of 50%, followed by Industry (27.3%) and Agriculture (22.7%). In 2013, for example, though Africa maintained an average growth rate of about 4%, compared to 3% for the global economy, Ghana's economy grew at 7.4% (GSS, 2014) and for 10 years (2004-2013) Ghana's economy has grown at an average rate of 7.4% annually according to AEO (2014). Growth in sub-Saharan Africa was 5% in 2013 and is projected to be 5.8% in 2014 (AfDB et al., 2014). The Bank further posits that, Ghana is currently among the most promising economies in West Africa and in the continent, and has recently been growing faster than the average of these two groupings (AfDB, 2011). According to UNDP (2013), Ghana's HDI value for 2012 is 0.558 in the medium human development category. This mark positioned the country at 135 out of 187 countries. The Agency further posits that between 1980 and 2012, Ghana's HDI value increased from 0.391 to 0.558, an increase of 43 %t or average annual increase of about 1.1 %. Additionally, within the same period, Ghana's life expectancy at birth increased by 11.5 years, mean years of schooling increased by 3.4 years, expected years of schooling increased by 4.1 years and GNI per capita increased by about 71 % between 1980 and 2012.
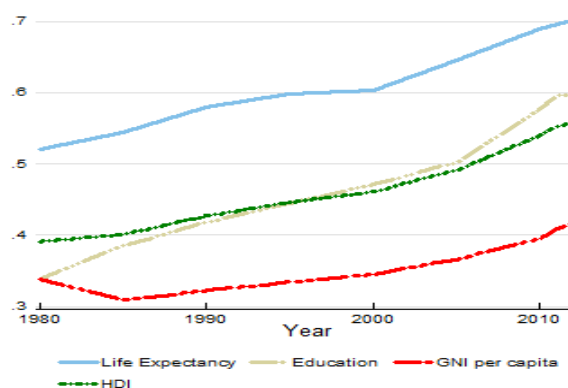
Figure 1.2 Trends in Ghana's HDI Component Indices 1980-2012
Source: UNDP, 2013, p. 2.

Figure 1.2 shows that there are positive gains in as far as Life Expectancy, Education, GNI per capita and overall HDI is concerned. In effect, there is some improvement in Ghana's development but is that enough?

On the educational front in general and according to GoG (2013) on the 'Education Sector Performance Report for 2012' spending on education continued to increase in 2012, with a total expenditure of GH¢ 6.0billion in 2012, up from GH¢ 3.6 billion in 2011. In 2012 education expenditure was equal to 8.4% of GDP which is more than the 6% recommended by UNESCO. The largest source of funding to the education sector is the Government of Ghana (76% of all funds). However, 97% of this is allocated to compensation, leading to heavy reliance on other sources to pay for goods and services and assets, which make up 21% and 5% of total expenditure respectively (GoG, 2013).

Under the higher education reforms also, there have been increases in the number of universities from about 3 in 1991 to about 70 in 2014 (NCTE, 2014a). This increment in the institutions has also resulted in the increment in student enrolment. For example, student enrolment increased from 9,609 in 1990/91 (UNESCO, 2002) to about 73,000 in 2004/05 (NCTE, 2006; MoE, 2010, & UNESCO, 2006) and further to over 160,000 in 2013/2014 (NCTE, 2014a) academic year.

Although the proportion of Ghana's population defined as poor fell from 51.7% in 1991/92 to 39.5% in 1998/99 and further to 28.5% in 2005/06, poverty still

remains an important challenge (GoG, 2010). Headline inflation at the end of March 2014 was 15.9 per cent, up from 13.5 in December 2013, 13.8 in January and 14.0 per cent in February 2014 (BoG, 2014 & GSS, 2014) an indication that life conditions could get worse. Additionally, structural challenges have been characterised by large fiscal and balance of payment deficits (GoG, 2013).

The Role of Education in addressing Ghana's Challenges

Ghana in its bit to exploit its strengths and mitigate the impact of its challenges, identified education as a conduit to:

1) The acquisition and application of knowledge and skills in solving problems in society aimed at achieving growth and social equity for national development.

2) Enhancing productivity and creating employment opportunities especially for the youth. In particular, this was to address the increasing unemployment especially among the youth. The employment issue was to be mainstreamed into the development planning process at all levels such that, MMDAs and MDAs will be supported to develop and implement employment creation programmes (GoG, 2003).

In the medium to long term solution to these issues, government identified tertiary education as one major way out of the challenges. It is for this reason that tertiary education reforms of were introduced not just to provide access but to also make tertiary education more effective, efficient and relevant to the development needs of the country. Reforming the tertiary educational system was also to ensure that there is uninterrupted quality education for all Ghanaians, reduce poverty and create the opportunity for human development (GoG, 2003). Additionally, opportunities were to be created so that research and development results in universities and other scientific institutions find expression in the day-to-day operations of farmers, artisans, government and industrialists.

Though the tertiary education reforms since introduced, have increased the number of tertiary institutions to award degrees, increased the number of universities and subsequently increased student enrolments, there appears universities might be fulfilling the access component of the national agenda to the detriment of the relevance and quality parts. This is because, in spite of all these policiy interventions

with some modest gains as indicated earlier, GoG (2010) still posits that there still exist high levels of unemployment, underemployment, disguised unemployment and accompanying incidence of poverty which constitute a threat to national cohesion, peace and stability, and require action to create sufficient jobs especially for young people in poverty endemic areas. More daunting is the African Development Bank (2012), position that though the Ghanaian population is becoming more educated, the current supply of skills required by the key growth and job creating sectors by the Ghanaian universities and polytechnics is still proving inadequate and according to the Bank, it is therefore important that tertiary, technical and vocational schools are encouraged to establish pro-active links with industries

1.3 Statement of the Problem

Globalization is the shrinking of geographic space and the permeability of physical and political boundaries that have followed from the twentieth century's revolutionary transformation of information and communication technologies and the only slightly less revolutionary changes in transportation (Evans, 2006). The 1990s witnessed the period of globalization where governments through the demand from the multi-lateral donor agencies advocated that government alone could not carry out social responsibilities. And so there was the need for private individuals, private sector and the civil society to take part of the unmet responsibilities of the state. Prior to this was the Structural Adjustment Programme of the International Monetary Fund (IMF) and the World Bank which advocated for cut on budgets relating to welfare which included education. This programme also advocated privatisation, marketisation and performance; and a shift of the cost of public services (e.g. higher education) from the state onto the individual. Thus, it occasioned the significant withdrawal of the state in social provision through drastic reductions in social expenditure. Meanwhile the demand for education (especially at the university level) kept increasing due to population increase and expansion of the secondary level of education. Many African countries, including Ghana realising the important role of education and yet accepting that government alone could not provide it, felt there was the need to invite the private sector into the provision of university education. This era

brought in higher education reforms in Ghana in 1991. The reforms particularly focused on access and quality university education towards the provision of skilled manpower for national development. To address these issues, there was a change in national tertiary education policy. Almost all post-secondary institutions were put on a plan to be upgraded to tertiary status, private sector was invited to provide university education, there was an increase in the number of public universities to address some of the urgent national needs and the existing public universities were to be expanded to accommodate more student enrolments. Additionally, to address the issue of quality, two state regulatory bodies were set up. The National Council for Tertiary Education (NCTE) with the broad mandate for overall coordination and supervision and the National Accreditation Board (NAB) with the mandate for quality assurance.

Since then, more than 60 private universities have been accredited and public universities have increased from 3 to 10 to provide more access to university education. The student numbers have certainly also increased. The student numbers have increased, for instance, from about 73,000 in 2004/05 (NCTE, 2006 & MoE, 2010) to over 160,000 in 2013/2014 (NCTE, 2014a) academic year. With these arithmetical numbers, most probably Ghana might be addressing the issue of access but what about quality which remain equally important towards providing the necessary and relevant skills for the social economic development of the nation. According to AfDB (2012, pp. 6-7), though the Ghanaian population is becoming more educated, the current supply by the Ghanaian universities and polytechnics of skills required by the key growth and job creating sectors is still proving inadequate within the context of skills mismatch. Accordingly, the Bank advised tertiary, technical and vocational schools to establish pro-active links with industries to as it were, address the required skills needed by industry.

Indeed, key machinery to achieving quality is the existence of the various relevant and necessary inputs that interrelate with structures and system guided by policies termed as governance. Governance becomes more an issue on the backdrop that public universities have not been financially resourced enough so the managers of the universities have introduced fee-paying programmes, academic facility user and residential fees in universities in Ghana. Additionally, Effah and Mensah-Bonsu (2001) posit that public universities are faced with the challenge of limited access,

declining quality, inadequate funding; the need to improve governance and management and to make the curricular more relevant to societal needs. So if the public universities that are established by the state are faced with the listed problems what about their private counterparts whose funding is generally from the fees of students. University governance practices for improvement purposes have recently been of increasing concern to higher education administrators and practitioners (Đỗ, 2014)

No wonder, they have called on the government to support them with resources to effectively operate; a sign that even with the fee paying university education that are run in the private universities, funding is still inadequate to effectively and efficiently government the universities.

Increment in the number of universities and students come with huge governance issues that must be of interest to all stakeholders including the state on whose behalf these institutions function.

Therefore, the expansion of the university education sector through opening up to the private sector and increase in the number and size of public universities (from 3 universities 1991 to about 70 universities in 2014), increased in student enrolments from 73,000 in 2004/05 (NCTE, 2006 & MoE, 2010) to over 160,000 in 2013/2014 (NCTE, 2014a) academic year and the concern for required skills, knowledge and good quality education needed for national development requires an examination of university governance

This is because it is through effective and efficient governance that quality can be achieved at university education. While admitting that university governance might defer from one region to another, it is truism that, best practices can be learnt from each other. As a result, this study seeks to explore into the administration and management of universities and for that matter governance practices and how such practices play a role in the quality of university education in Ghana.

1.4 Research Questions

1) Have the role and purpose of university governance changed since its inception?

2) Are there differences between the old and the new system of university governance?

3) What are the decision-making structures with regards to how universities in Ghana are governed;

4) What are the key desirable governance issues needed to address quality issues in university education in Ghana

1.5 Significance of the Study

In the efforts to make a difference between poverty and wealth, knowledge becomes an indispensable means and university education is at the centre of such knowledge. James D. Wolfensohn, a World Bank President in 2000, posited that, it is impossible to have a complete education system without an appropriate and strong higher education system Holm-Nielsen (2001) and therefore university governance through which knowledge is produced should be of importance to the Ghanaian, the African and the World at large.

Good governance remains the bedrock of development. Indeed, the roles of Universities in the production of leaders who govern nations remain pivotal, and so the management and administering of universities should be of interest to every good meaning person. Especially, as research (AfDB, 2014) advocates that Ghana might be progression in numbers but not the required skills and knowledge in as far as university education is concerned. University governance has become an important international issue in higher education (Amaral, Jones, & Karseth, 2002, De Boer, Goedegebuure, & Meek, 1998, Gerard, 2003, Hirsch & Weber, 2001) and this must reflect at country level.

No wonder the concept of governance has become increasingly popular over the past 15 years signifying its growing acceptance in a number of key sectors of society, more particular, at the educational front (Sumner, 2008).

According to European Universities Association - EUA, (2009), beyond the traditional functions of teaching, research and innovation, universities are expected to fulfil new roles and tasks and respond to new challenges in an increasingly multifaceted and global environment. To EUA, increasing institutional autonomy is

key to enabling universities to respond to these new demands. European Universities Association (2009) posits that the question of governance and autonomy are also at the heart of the institutional audits carried out by EUA's Institutional Evaluation Programme. For EUA, governance and institutional autonomy are key to responding to the progressively more multifarious and global environment in university education, what about Ghana and to the larger African community? Indeed, university governance therefore must be equally important to the African nations if it is to the European nations.

Since the state liberalised the establishment of universities to private individuals and organizations, it must be the state's duty to ensure that these service providers deliver to the required standards, so that in the event that these universities are faced with governance challenges that have the tendency to affect quality, the appropriate agencies can intervene. The output from this research therefore will be of immense help.

While there is broad agreement on the importance of university governance for the achievement of universities' missions, especially in the 21st century, there is little or no specific information that looks at university governance issues in Ghana especially in the wake of the challenge that quality of university output is been questioned (AfDB, 2012). More particularly that university governance has received relatively little attention in higher education research literature until quite recently, and most of what is available on the topic is not grounded in empirical research (Jones et al., 2004).

The key university governance issues that will emerge from the research findings will constitute a guide to the university community to enable them concentrate on which governance issues matter most in their systems of operation.

A comprehensive exploration of the university administration and management and its related higher education reforms in Ghana dating back to 1948 - 1991 and 1992 to present is required to provide valuable information on how the past was and the present for knowledge for all participants involved in this fast growing industry.

The findings of the study therefore will inform the state, the public and private sectors on the issues that underlie university administration and management and

recommend a policy direction on how such issues affect the quality of university outputs.

1.6 Scope of the Study

The study sought to explore the key issues that underpin university administration and management in Ghana. In order to understand the phenomenon from its natural form, the research design is focus on one public university and two private universities. The study investigated on how these streams of university systems are governed spanning from Quality Assurance, Funding/Accountability, Regulatory and Policies using interview data from respondents and supported with documentary review. The study further sought to find out the policy change in university education in Ghana. The key desirable governance issues were also investigated.

1.7 Limitations and Delimitations

To gain access to documents that are directly related to university administration and management was a limitation in this study more especially from the private universities. The assurance of keeping to the anonymity rule of the selected universities enhanced the chances of getting some of the documents. The assurance guaranteed that the information given could not be traced to the institutions and or participants in the research.

Also, the plan to interview the Vice-Chancellors/Principals/Presidents and Registrar's of the selected Universities was also a challenge. However, the researcher's rapport with senior management of some universities as a university administrator helped to work a way out informally, to have access to these respondents, though it took a longer time than planned.

On the issue of delimitations, the researcher could not contact two of the key informants and one person from the experienced group. Though their absence is regrettable, the researcher believes it has not had any influence on the findings and conclusions.

1.8 Definition of Terms

Unless otherwise given a specific definition in the report, the definition of terms has been used in this research bearing in mind the stated definition in this section of the research.

Governance: Governance means many different things to many different people (Sumner, 2008). Jessop (1998) describes it as any mode of coordination of interdependent activities or as hierarchy (or self-organization). Some authors highlight the issue of power, as when Hewitt de Alcántara (1998) defines governance as the exercise of authority within a given sphere. Also Braun and Merrien (1999), argue that governance system refers to all actions, institutions and procedures which make up the decision making process usually with an entity. Governance is considered as a shift evident in the institutions and institutional relations that formulates, implements and coordinates policy (Marsden & Murdoch, 1998). Whilst governance occurs without government, government cannot happen without governance (Taylor, 2002).

For this study, governance as used interchangeably with university administration and management means; activities, actions, inactions and procedures that take place within a university that make up the decision making process.

Output: in this study, output is defined as the immediate results that come out of a university governance system having gone through a defined process.

Private University: A private university however shall be a university or university college established and run by an individual, group, company, religious organization or non-state organization whose funds are generally generated from private individuals, student tuition fees, groups or associations. This university does not receive any subvention from the state and the state is not represented on its governing council.

Public University: a public university shall be a university that is established by the state and whose creation was through an Act of parliament, with government appointing persons to its governing council and financed from the public purse.

Quality: Quality in this research shall refer to the process of establishing stakeholder confidence that provides particular inputs that go through a defined process to bring results fulfilling to the stakeholder expectation.

State: The word 'State' shall be used interchangeably with the words 'nation' or 'country'.

1.9 Organization of the Dissertation

The research is composed of five chapters with sections and sub-sections as the need arises. Chapter one is termed as 'introduction and statement of the problem' and introduces the background to the study bringing out a short history of Ghana and its educational system. The chapter also gives a general introduction to the study building on the relevance of education and juxtaposing that with the role that education plays in society. It also brings out the statement of the problem. The significance of the study makes the reader ponder on why it is important to do a study of this nature. In spite of the huge increases in the number of universities and enrolments, and yet decline in funding to universities, it is believed that universities must find a way out to fund their infrastructural demands to support academic and administrative work. The study therefore investigated the key governance issues in universities that exist in their effort to maintain standards. The scope of the study gives the reader the opportunity to ponder on what to expect since the study has a boundary that must be respected. Therefore, within that framework it is important to re-iterate that governance in universities in Ghana, shall be restricted to; funding/ accountability, quality assurance, as they relate to management and regulatory framework. This will allow a more in-depth understanding of the university administrative and management issues. The research has limitations and delimitations. The last component of chapter one is the structure of the dissertation.

Chapter two is the literature review which seeks to look at the works in the field that relates to the topic. Within the discussion, the chapter looks at the theories that serve as a guide for the study; institutional theory. This theory posits that institutions are a social structure and social behaviour is built on rules and cultural schema. In this chapter, we also see the various university governance models; state control and state supervising models. The literature thereafter focuses on the core elements of university system: autonomy, funding and accountability, quality and standards. This chapter concludes with a conceptual framework based upon the literature reviewed.

Chapter three looks at the research methodology. This, in essence allows the reader to have an insight into how the entire research has been conducted, the justification for the selected universities and the how the data was collected and analysed.

Chapter four looks at the findings and discussion from the field. Specifically, the chapter is focus on the meaning and purpose of university education systems; university governance; policy difference between old and new governance system and key desirable university governance issues as it pertains to quality university output, all within the context of Ghana.

Chapter five looks at a brief overview of the statement of the problem, key findings, conclusions drawn from the findings and recommendations which include policy and for further research.

CHAPTER 2

LITERATURE REVIEW

2.1 Introduction

This chapter fundamentally looks at the existing theories that are related to governance and organisational management in generation. As a result, key concepts such as organisational theory, institutional theory, New Public Management, governance and university governance among others are considered.

2.2 Literature Search Process

The literature search process is based on Gravetter and Forzano (2012) who posits that to review literature you move from the general to the specifics.

    1) General idea on governance;

    2) Used words and themes to locate relevant university management and administration as it relates to governance;

    3) Used journal abstracts to select only relevant articles and books to narrow the focus and search and

    4) Reviewed the literature by tracing new themes and issues relevant to the research topic.

The use of the internet was the main source of getting literature because even in the case of the library books, the researcher had to still use the internet to locate the books in the library.

2.3 Concepts of Organizational Theories

The concept of organizational theory according to Shafritz et al. (2011) has no definite date in as far as its beginning is concerned except that a trace can be made to

management and organizations dating to the origins of commerce amongst the Muslims, Hebrews, Greeks and Romans. The authors within this context categorized organizational theory into: Classical; Neo-Classical; Human Resource; Modern and Post Modern. Though these periods have been assigned some time lines, there is no logical order as some of the period of classical, neo-classical, human resource, modern and post-modern run concurrently.

2.3.1 Classical Organizational Theory

The period of classical organizational theory believed that there was only one best way of doing things in organization and emphasis were on outputs. It was more about results rather than the processes. Table 2.1 provides a chronology of the classical organizational theory with key actors, the period and the main ideas that the actors sought to portray. The table commences with the period of 400BC of Socrates with an idea of generic management and concludes with Luther Gulick's idea of Planning, Organizing, Staffing, Directing, Co-ordinating, Reporting and Budgeting (POSDCORD) in 1937 being what organizations do. Gulick argued that the core of the work of the chief executive in an organization can be summed up in the POSDCORD and possibly sub-organized into subdivisions.

Table 2.1 Chronology of Classical Organizational Theory: One Best Way

Period	400BC	1776	1856	1886	1911	1916	1922	1937
Leader	Socrates	Adam Smith	Daniel C. McCallum	Henry R. Towne	Frederick Taylor	Henri Fayol	Max Weber	Luther Gulick's
Idea	Generic Management	Wealth of the Nations	Superintendent's Report	Proposal to ASME	The Principles of Scientific Management	General and industrial Management	Bureaucracy	Notes on the Theory of Organization
Concentrated	All managers same	Division of labour	General principles of organization	All Managers are the same	Scientific design of work	First comprehensive theory of management	Characteristics of Modern bureaucracy	POSDCORB

2.3.2 Neo-Classical Organizational Theory

This paradigm according Shafrizt et al. (2011) is not theory perspective but a critique of the classical theory. The weaknesses of the classical theory were being advanced by people like Bernard Chester on the induce individuals to corporate and Richard Cyert and James March argument that organizations just like individuals have behaviour in 1959 as depicted in table 2.2.

Table 2.2 Time Line in Neo Classical Organization Theory

Period	1938	1946	1948	1957	1959
Leader	Bernard Chester	Herbert Simon	Philip Selznick	Robert Merton	Richard Cyert, & James March
Idea	Economics of incentives	The Proverbs of Administration	Foundations of the theory of Organization	Bureaucratic Structure and Personality	Behavioural Theory of Organizational Objectives
Concentrated	Individual induced to cooperate	Theory should tell both the truth and what is false	Formal organization is the structural expression of rational action	Hierarchy, authority and power	Organizations just like individuals have behaviour geared towards its objectives

2.3.3 Human Resource Theory

The human resource theory thinking is based upon the premise that organizational growth is depended more on the individual growth and development in the organization (leadership; motivation; individuals in teams and groups; effects of work environment on individuals; power and influence and organizational change: 147). Table 2.3 provides the various contributors to this line of thinking, the period of their contributions and the main ideas that they advocated.

Table 2.3 Human Resource Theory or Organizational Behaviour

Period	1926	1941	1943	1957	1971
Leader	Mary Follet	Fritz Roethlisberger	Abraham Maslow	Douglas McGregor	Irving Janis
Idea	Giving of Orders	Hawthorne Experiments	Theory of Human Motivation	Human Side of Enterprise	Groupthink
Concentrated	Obeying orders is based upon previous patterns	Human problem requires human solution	Human beings have needs that have to met	There are human side of any organization that must be directed to fit the needs of the organization.	Group decisions can be a fiasco

2.3.4 Modern Organizational Theory

This paradigm bases on the argument that organizations are made of stable structures that relate well for success. The theory concerns with the vertical differentiations of hierarchical levels of organizational authority and horizontal differentiations between units in organizations. This theory is more focused on structure or design of organizations. As indicated in table 2.4, this group include Tom Burns and G. M. Stalker; Peter Blau and Richard Scott; Richard Burton and Borge Obal among others. They talked about the formal concept of organization by Peter Blau and Richard Scott; the Five Basic Parts of organization by Henry Mintzberg and that organizations were mechanistic and organic systems as in table 2.4

Table 2.4 Modern Structural Organization Theory

Year	1961	1962	1968	1979	1990	1998
Leader	Tom Burns, & G. M. Stalker	Peter Blau, & Richard Scott	Arthur Walker, & Jay Lorsch	Henry Mintzberg	Elliot Jaques	Richard Burton & Borge Obel
Idea	Mechanistic and Organic Systems	Concept of Formal Organization	Organizational Choice: Product versus Function	The Five basic parts of Organization	In Praise of Hierarchy	Technology as a Contingency Factor

Table 2.4 (Continued)

Year	1961	1962	1968	1979	1990	1998
Concentrated	Organizations are organic and have systems	Organizations are formal place of relationship	Should organizational labour be Generalise or specialised	Organizations are in parts all working towards success	Hierarchy being the most natural structure for efficiency	Technology affects Organizations

2.3.5 Post Modern Organizational Theories

With respect to the Post-modern organizational theory, concentration has been on politics, Culture, Change and environments in organizations (Shafritz et al., 2011). Power and Politics by Jeffery Pfeffer and Henry Mintzberg; Environmental by Jeffery Pfeffer and Gerald Salancik; Organizational Culture Theory addressed by Edgar Schein Scott and Yanow, Harrison Trice & Janice Beyer and Institutional Theory addressed by DeMaggio and Powell.

Many theories could underpin this study but the researcher has opted for institutional theory as the most appropriate as Morgan (2006) posits that there is no right or wrong theory in management in an absolute sense because every theory illuminates or hides.

2.4 Institutional Theory

Governance is embedded firmly within institutional theory because it draws from the works of Ouchi (1979), Powel (1990), Powel and DiMaggio (1991) and Hohria & Eccles (1992) positing a plural state where multiple interconnected actors contribute to the delivery of services and pluralist state where multiple processes inform and guide the policy making systems.

The strength of Institutional Theory is that it provides explanations as to why certain practices are chosen even sometimes without any immediate economic return (Meyer & Rowan, 1977, DiMaggio & Powell, 1983, Berrone et al., 2010) especially in the case of a university.

Institutional Theory provides a theoretical lens through which researchers can identify and examine influences that promote survival and legitimacy of organizational practices, including factors such as culture, social environment, regulation (including the legal environment), tradition and history, as well as economic incentives, whilst acknowledging that resources are also important (Hirsch, 1975, Roy, 1997, Lai et al., 2006, Baumol et al., 2009, Brunton et al., 2010). Legitimacy here refers to the adoption of sustainable practices seen by stakeholders as being proper and appropriate (DiMaggio, & Powell, 1983). Institutional Theory is traditionally concerned with how groups and organizations better secure their positions and legitimacy by conforming to the rules (such as regulatory structures, governmental agencies, laws, courts, professions, and other societal or cultural practices that exert conformance pressures) and norms of the institutional environment (DiMaggio & Powell, 1983, 1991, Meyer & Rowan, 1991, Scott, 2007). This theory posits that external social, political, and economic pressures influence organizational decision-making as organizations seek to adopt legitimate practices or legitimize their practices in the view of other stakeholders (North, 1990, Jennings & Zandbergen, 1995). Institutional Theory can be used to explain how changes in and regulations and policy can affect governance in universities.

Institutions as social phenomenon are made up of "cultural-cognitive, normative and regulative elements that, together with activities and resources, provide stability and meaning to social life (Scott, 2001) making them survive. Morgan (2006) posits that organizations as centre of cultures focus on the values, ideas, beliefs, norms, rituals and some other patterns of shared meaning that institutions use as a guide for organizational life. Institutional theory (Hirsch, 1975, Meyer & Rowan, 1977, Zucker, 1977, Rowan, 1982, DiMaggio & Powell, 1983, Meyer & Scott, 1983, Scott & Meyer, 1983, Tolbert & Zucker, 1983, Fennell & Alexander, 1987, Scott, 1987, DiMaggio, 1988) suggests that institutional environments impose pressures on organizations to justify their activities that lead to the outputs. Accordingly, Oliver (1990) posits that these pressures serve as a motivation to organizations to increase their legitimacy so that they can appear to be in agreement with the established norms, rules, beliefs, or expectations of external constituents. Within that context, universities as organizations are regularly monitored by regulatory institutions to ensure that

universities comply with the rules and values that guide them. In Ghana, the National Accreditation Board and National Council for Tertiary Education, have the mandate of the state to ensure that universities operate within the guide lines of tertiary education. Institutional Theory focuses on the deeper and more resilient aspects of social structure, considering the processes by which structures, including schemes, rules, norms, and routines, become established as authoritative guidelines for social behaviour (Scott, 2005). This prescribed culture is then used as a measuring point to determinant the legitimacy of organizations. Universities just like other Organizations are viewed as "imprisoned" by institutions through the powerful processes of institutional isomorphism (Riaz, 2009, p. 27) so as to obtain homogenization put forward by DiMaggio and Powell (1983). The irony of this is the call for universities to be innovative in other to be responsive to the dynamic society. So, how can you be innovative while trying to be responsive to the rules and regulations that give you legitimacy? In addressing this, Zucker (1987) posits that there are times that organizations function as institutions. This is because when organizations move beyond carrying out their activities to survive or gain legitimacy to being innovative; they become institutions (environment) such that other organizations look up to them. Universities therefore must not allow themselves to be coerced into being under the environment as institutions, thus the old adage that 'obey and be free'. Indeed, to be innovative calls on universities to be risk takers and prepared to take responsibility for whatever the consequences are.

The theory asserts that institutions are made up of diverse elements that differ in a number of important ways. Institutions therefore, are composed of various combinations of elements, that vary among them and over time determine which elements are dominant or play a more important role. The impact of government organizations, legislation and court decisions come under primarily regulative agents on the structure and activities of organizations. Early theorizing and research on institutions posited "top-down" models of social influence which examined the various ways in which rules, norms, and shared beliefs impacted organizational forms (Scott, 2004). But in the effort for reform into institutional theorizing, there was a shift from discussions of institutional "effects" to institutional "processes"; and theorists began to craft recursive models, recognizing "bottom-up" modes of influence, to supplement or replace prevailing top-down models (Scott, 1995, 2001).

Indeed, recognising that institutions have rules, norms and beliefs means that there are actors involved either as seeing to it that these rules are adhered to or need to adhere to the rules themselves. Similarly, as noted, analysts needed to recognize that actors subject to institutional influences are capable of responding in a variety of ways. DiMaggio's (1988) effort was reinforced and advanced by Oliver (1991), who recognized the value of linking resource-dependence arguments with institutional models. The suggestion here is that organizations and their leaders might not simply respond to institutional demands with reactive agreement but could employ a range of tactical responses, which are reactions that included compliance, as well as, compromise, avoidance, defiance, and manipulation.

Scott (2005), argues that technical forces primarily shape the "core" functions, including work units and coordinative arrangements, while institutional forces shape the more "peripheral" structures, such as managerial and governance systems (Scott 1981; 2003; 2004). Institutional theory (Meyer & Scott 1982; DiMaggio & Powell 1991) also identifies professional mechanisms by which systems of organizations become more and more alike − "isomorphic" in their formal policies and structures and so is the public and private university governance. Organizations reflect and their participants must work to reconcile, somewhat independent sources of structuring. While organizations can and do decouple work activities from accounting, control, and other review systems, the extent to which this occurs varies greatly, both over time and among organizations. Some institutional requirements are strongly backed by agents or by effective surveillance systems, rewards or sanctions.

Doing comparative studies between public and private universities fits into the main stream of institutional theory which also aims at looking at organizational similarity and differentiation, the relation between structure and behaviour, the role of symbols in social life, the relation between ideas and interests, and the tensions between freedom and order (Scott, 2004). In order to survive, both private and public universities must conform to the rules and belief systems prevailing in the environment (Meyer & Rowan, 1977; DiMaggio & Powell, 1983; Scott, 1995).

Institutional theory therefore is anchored on 3 pillars as epitomized in figure 2.1 being: the environment, the organizations that operate in the environment and the institutions that grant legitimacy and keep watch over which organization is operating within the limits of the rules, laws and routines.

There is a regular interaction between these three pillars and whereas some interaction may be favourable (in non-dash arrows), some other interaction will not be favourable (in dash arrows).

```
                    Environment



   Organizations                    Institutions
```
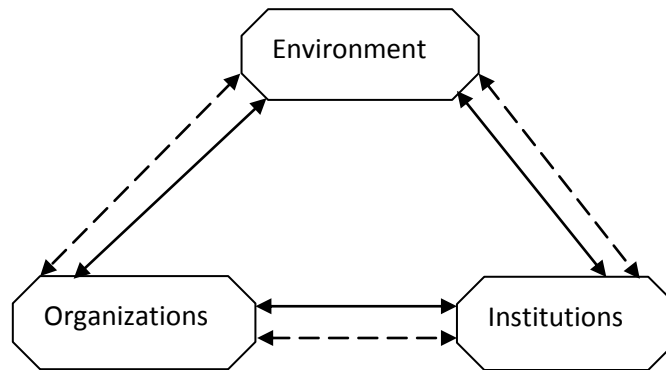
Figure 2.1 The 3 Pillars of Institutional Theory

Within the context of institutional isomorphism, DiMaggio and Powell (1983) identify three mechanisms that organizations will get involve especially that some private universities are been mentored by the public universities. Accordingly, they see Institutional Isomorphism as a restrictive process that compels one unit in a population to resemble other units that face the same set of environmental conditions.

```
                    Environment


   Coercive         Mimetic         Normative


                   Organization


              Institutional Isomorphism
```
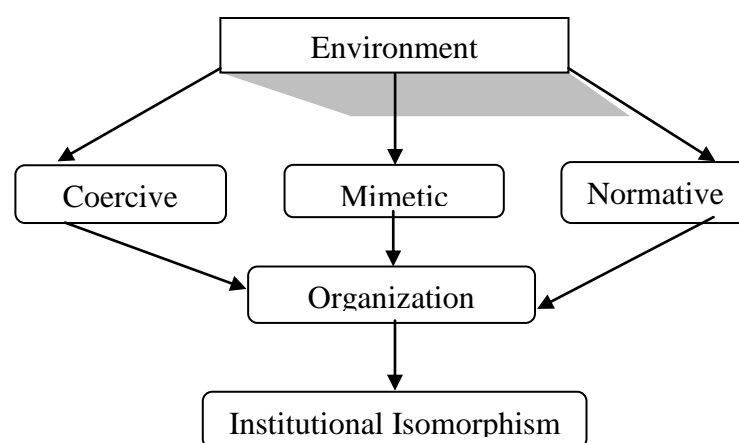
Figure 2.2 Isomorphic Process

The Three mechanisms of institutional isomorphism are:

1) Coercive Isomorphism: when organizations are under the power of political influence seeking to gain or maintain legitimacy. Universities want to conduct their activities in such a manner that their accreditation will not be tempted with.

2) Mimetic Isomorphism refers to that homogeneity of carrying out activities in organizations that stems from similar responses to uncertainty

3) Normative Isomorphism pressures refer to that homogeneity from professionalization. One mode of the legitimization derived from the licensing and crediting of educational achievement or professionalization

Figure 2.2 therefore is how organizations become isomorphic from the environment through the coercive, mimetic and normative processes.

2.5 Governance

2.5.1 Governance and Its Related Concepts

Hughes (2012) posits that governance is hard to define because according to Pierre and Peters (2000), the concept of governance is notoriously slippery. Hughes however thinks that governance is about devising institutional arrangements, steering organizing and how to set procedures that guide the operation of an organization.

Governance consists of the traditions and institutions by which authority in a country is exercised (World Bank, 2014). The Agency further posits that governance includes the process by which governments are selected, monitored and replaced; the capacity of the government to effectively formulate and implement sound policies; and the respect of citizens and the state for the institutions that govern economic and social interactions among them. It indicators the bank numerates as:

1) Voice and Accountability
2) Political Stability and Absence of Violence
3) Government Effectiveness
4) Regulatory Quality
5) Rule of Law
6) Control of Corruption

Bosselmann et al. (2008) say governance involves the formation of rules and decision-making procedures and the operation of social institutions guided by these rules. According to the authors governance issues may include:

1) The State as an Actor

2) Empowering Local Communities

3) Democratisation and Decentralisation

4) Women

5) Indigenous People

6) Citizenship and Civil Society: Catalysts for Change

Horrocks and Bellamy (1997) enumerated the following as community governance issues for policy and practice in their work, "Telematics and Community Governance: Issues for Policy and Practice".

1) Corporate Information Strategies for Community Governance

2) Developing Partnerships for Community Governance

3) Community Development for the Information Age

4) Democracy and New Technology

5) Infrastructure

6) Regulating Community Telematics

Osborne (2010) advocates that the idea of governance is to render service in the form of policy formulation and implementation for the good of the public. In that context, he classifies the paradigms of policy formulation and implementation regimes into two that already exist and tries to demand if there is no need for a third paradigm. The two in the system according to him are: Public Administration (PA) and New Public Management (NPM) and he supports the call for the New Public Governance. Whiles Gow and Dufour (2000) contest the impact of the NPM and wonder if it is a paradigm at all, Osborne alludes that it as a paradigm but a failed one. There is however no doubt about PA being a paradigm that has come to stay. Lynn (2006) posits for example that the terms public administration, public management and public governance seem to have entered the academic discourse in the mentioned order. In that context the terms administer, manage and govern are sometimes used interchangeably though varied, he argues. Osborne (2010) therefore puts the policy and implementation regions as three consisting of: Public Administration (PA) within

the period of 1945s to about 1979; New Public Management (NPM) within the period of 1980s to 1999 and New Public Governance (NPG) from 2000. Figure 2.3 depicts his idea.

| PA (1945 – 1979) | ⟷ | NPM (1980 – 1999) | ⟷ | NPG (2000 to present) |
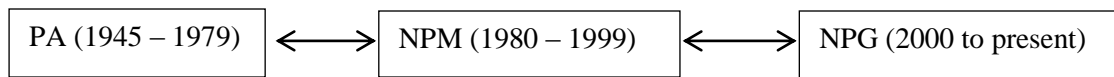
Figure 2.3 Policy and Implementation Regimes

2.5.2 Features of Public Administration (PA)

Hood (1991) identifies the following as characteristics of PA.

1) Concentration on the rule of law

2) Focus on administering the formulated rules and guidelines

3) The key role of the bureaucrat being to make and implement policy

4) Politics and administration divided in public organizations

5) Committed to incremental budgeting system

6) Advocate of professionalism in public service delivery

7) State to meet all citizens' needs; social and economic (Osborne, 2010).

2.6 New Public Management (Managerialism)

The concept of new Public Management is about having a government that works better and with less cost which was a result of the fiscal crises of the 1970s (Denhardt, 2011). This period witnessed the fiscal austerity measures, efforts to improve public productivity, experiments with alternative service delivery mechanisms, privatization etc. At the same time, public managers who were interested in accountability and high performance began to restructure their bureaucratic agencies, redefined their missions, streamlined agency processes and decentralised decision. Managerialism is also viewed by Braun (1999) as management by objectives. This is to suggest that a system of management that lay emphasis on running an organization based upon set objectives and results.

To advocate that public organization should operate like the private organizations is to say that governments and business organizations are becoming similar in respect of their functions, management approaches and public visibility (Bozeman, 2004). This is because private organizations are increasingly being penetrated by government policies and public organizations are increasingly becoming attracted to quasi-market approaches. Most universities especially the public universities are now following the market oriented system where they view the university as a corporate actor (Braun, 1999). If the real world of organizations is changing, then has our development concepts in respect of university governance kept pace with this pattern? Are public and private universities different and in which way are they different or similar? According to Braun (1999), the assumption behind the new managerialism in university governance is that performance in the public arena will improve by making the governance look as much as the private universities because good managers have the same task and need the same qualities irrespective of the sector they find themselves. According to the proponents of this model the differences in an organization being public or private exist in two major forms: economic authority and political authority.

2.6.1 Economic Authority: Understanding the Roots of Privateness

This form of authority is premised on the assumption that organizations provide economic inducements for persons inside and outside of the organization so does the state provide some form of financial packages for public universities. Authority therefore is the explicit or tacitly permitting someone else to make decisions for another (Bozeman, 2004). The consequence of authority is compliance. How to determine public from private one needs to examine market failure, public goods and property rights ownership. Agencies charging user fees, government-sponsored enterprises, can be imbued to a degree with elements of property rights and so you will find public universities within this category of charging user fees.

2.6.2 Political Authority: Understanding the Roots of Publicness

Why do we respond to political authority? Is it fear, rationality or coercive power of the state or trying to avoid the consequences of noncompliance or a deep-

seated loyalty to share traditions, political community and political habits? Political authority is unique because legitimate actions are taken on behalf of the state and certainly political authority takes precedence over all other authority types. A government organization or institution created by statute/law/Act is imbued with the political authority of the state. Unfortunately however, many businesses are private agents acting independently on the basis of economic authority and political authority is only indirectly important insofar as it influences the legal environment of the enterprise. Public universities therefore fall within the confines of being established through an Act.

Within the context of the above argument, all organizations are public because political authority affects some of the behaviour and processes of all organizations. This is because the theory of publicness implies that: public pertains to political authority; organizations can be more public in respect to some activities and less public in others and all organizations are public but some are more public than others (Bozeman, 2004). It is a matter of the degree of autonomy that an organization is allowed in respect of its governance that is important.

Characteristics of NPM

The NPM concept is built around the thinking that management in the private sector can be applied to the public sector because the later had better management practices (Bale & Dale, 1998).

1) Lessons from private sector focus

2) Organizations distant from policy makers

3) Entrepreneurial leadership within public service organizations

4) Focus on inputs, output control and evaluation based on performance management

5) Decentralised public service and focus on cost management

6) Markets, competition and contracts for resource allocation and service delivery in Anglo-American and Australian/New Zealand regions.

Despite this criticism, there are still advocates of the NPM (Hughes, 2002) and critics (Flynn, 2002) who say that NPM is concerned with outdated private sector techniques and intra-organizational focus (Metcalfe & Richards, 1991). Osborne (2010) classifies both the PA and NPM as partial theories. Osborne's argument is

support by Rhodes (1997) who posits that NMP is limited and one dimensional in its attempt to capture and contribute to the management and governance of public service. Osborne therefore advances his argument that based upon the critic on both PA and NPM, it appears both have failed to capture the complex design, delivery and management of public service in the 21st Century hence the NPG.

2.7 New Public Governance

This is not a new paradigm to supersede PA and NPM or the only best way according to Alford and Hughes (2008). Osborne (2010) argues that it is a conceptual tool with a potential to support the understanding of the complexity of challenges and reflection of the reality of the working lives of managers who govern. Thus, NPG is a product and also a response to "complex, plural and fragmented nature of public policy implementation and service delivery in the 21st century", (Osborne, 2010, p. 9). He posits that three broad schools of thought on governance have been classified: Public, Good and Corporate governance.

Critique of the NPG

1) Not one phenomenon or paradigm (Ferlie et al., 1996)

2) Limited territory to Anglo-American, Australian and some Scandinavian countries (Hood, 1995; Kickert, 1997)

3) Different in focus and locus from country to country (Borins, 2002)

4) Just a school of thought on PA (Frederickson & Smith, 2003)

5) Benefits partial and contested (Pollit & Bouckaert, 2004)

6) Disaster waiting to happen (Hood & Jackson, 1992)

7) Failed paradigm (Farnham & Horton, 1996)

2.8 Public Governance

Public governance is the effective application of public administration to encompass the complex nature of modern state within an over-arching institutional relationship in society (Osborne, 2010). It is about how policy elites and networks interact to create and govern policy process. Public governance according to Rhodes

(1997) is the network governance of how organizations with or without government provide public service.

2.9 Good Governance

Leftwich (1993) and Rhodes (1997) define good governance as making normative models of social, political and administrative governance by a supernational body. Accordingly, premium is on the market-based approaches to the allocation and governance of public resources usually at the country level. According to OECD (2007), the idea of 'good governance' is given different meanings by different organizations, but is generally characterized as referring to openness, participation, accountability, predictability, and transparency. The United National Development Programme (UNDP) refers to good governance as 'not only ridding societies of corruption but also giving people the rights, the means, and the capacity to participate in the decisions that affect their lives and to hold their governments accountable for what they do. It means fair and just democratic governance'. According to the European Commission in European Governance: A White Paper, good governance consists of five principles; openness, participation, accountability, effectiveness, and coherence.

The Organization for Economic and Co-operative Development (OECD) identifies a similar set of central elements for good governance:

1) Openness, transparency, and accountability;
2) Fairness and equity in dealings with citizens;
3) Efficient and effective services;
4) Clear and transparent laws and regulations;
5) Consistency and coherence in policy formation;
6) Respect for the rule of law; and
7) High standards of ethical behaviour

2.10 Corporate Governance

Corporate governance according to Cornforth (2003), encompass the internal systems and processes that provide the direction and accountability within an organization. In most cases according to the author, concerns with the relationship between policy makers and or trustees and senior managers, those who implement the policies. Corporate governance is a replica of good governance at the organizational or institutional level. According to Hughes (2012), issues of corporate governance have become important in the private sector as boards of organizations and regulators want better ways to organise such organizations for the benefit of their stakeholders. But can the same be said of universities that the benefits of its stakeholders are the core of its outputs?

It is an open secret to say that bad governance is among the major barriers to economic development and social betterment in the developing world (Castañeda, 2003; Wolf, 2005; Kurtz & Schrank, 2006). On the contrary, the belief that good governance promotes growth and development is all but completely indisputable (Kaufmann, 2005) irrespective of how subjective the term 'good governance' might mean. While to determine growth, it can be measured in a rather straightforward fashion, good governance on the other hand is much more problematic (Kurtz & Schrank, 2006). No wonder in granting many developing aid, good governance is a pre-condition.

The process whereby societies or organizations make decisions, determine whom they involve and how they render account can be viewed as governance (Canada's Institute of Governance, 2002). Governance could also be the agreed form, structure and processes through which universities make decisions and act (Tierney & Lechuga, 2004). In this regard, governance is neither centred on an individual nor a single organization. However, for effective and efficient governance, there must always be leaders around the institutions or organizations who seek to make governance coordination meaningful to the extent that they will be accountable to the people they govern. A governance system that is effective and efficient means and implies good governance. Governance, according to Bovaird and Löffler, (2003) is

the ways in which stakeholders interact with each other in order to influence the outcomes of policies for the public.

By 'good governance', Bovaird and Löffler, (2003) meant the negotiation by all the stakeholders in an issue of improved public policy outcomes and agreed governance principles, which are both implemented and regularly evaluated by all stakeholders.

2.11 University Governance

Gayle et al. (2003) defined university governance as the structure and process of authoritative decision-making across issues that are significant for external as well as internal stakeholders within a university. The core University Governance related issues mentioned in the work of the authors are:

1) Technology and Distance Learning

2) Teaching and Learning

3) Resource Allocation

Edwards (2003) argues that university governance is about how an organisation steers itself and the processes and structures used to achieve its goals. Governance is also crucially concerned with how organizations relate to each other and to their key stakeholders. Some governance issues the author mentioned include:

1) Size and composition

2) Roles and Responsibilities

3) Council of a university as custodians or delegates; related is the issue of whether the bodies themselves are to be more like a board of directors or a forum of participatory democracy (like a Parliament and representative of stakeholders).

University governance is defined as the legitimate ways that university governs its affairs (Shattock, 2006). Unambiguously, the manner in which power or authority is exercised in organisations in resource allocation and management can also be university governance. It involves the enactment of policies, procedures for decision-making, for organisational effectiveness (Carnegie, 2009). Additionally, the practices that provide for oversight, control, disclosure, accountability and openness

(Harris & Cunningham, 2009) and using the university's laid down structure, and overall organizational coherence is governance (Considine, 2004).

For this research University Governance Issues is defined as administrative and management matters surrounding the governance of a university that have a direct effective (positively or negatively) on the quality of output of the university. These issues may include the indicators but not necessarily or any important topic or problem for debate or discussion. Hence, the research sought to explore the existing governance issues and if these issues might have any impact on the quality of outputs from the three Ghanaian Universities.

Governance of the university requires that the university leadership defend academic freedom, encourage shared governance, promote accountability, ensure meritocracy in selection and strive for excellence (Bloom & Rosovsky, 2010). So, to look at governance means, an overview of the processes and the outcomes. That is the more reason why in the university system, it is not just your certificates that are important, but also the transcripts that come with those certificates. In the same vein, university education should not just end at transcripts and certificates, but also the impacts that the holders of such certificates have on communities they find themselves and the society at large. Effective and efficient university governance therefore must not just be what happens on the university campus but what also happens in the outside world with the university's graduates. The challenge however is that, universities might be able to control the outputs but might not be in the position to determine the outcomes as Bovaird and Löffler (2003) put it; outcomes are often contingent on factors outside the direct control of the agency responsible for delivering particular outputs. Whiles 'good governance' is still very much a contested area, such that measures of 'good governance' are used in widely different ways in different contexts around the world, it is important to also say that there is now widespread international and local interest in measuring not only the quality of services but also improvements in quality of life, both overall and in specific dimensions (Bovaird & Löffler, 2003). In that regard, universities must also take serious interest in how the lives of their products (graduates) are improved upon and not just on the fact that they have turned out huge numbers from their departments, faculties or institutions.

2.11.1 Models of University Governance

Universities as cultural institutions have had a long tradition of institutional autonomy from political non-interference in order that the universities can freely pursue the quest for new knowledge and transmit this new knowledge to society without any obstruction. In this old tradition of university governance, the head of universities have been classified as 'primus inter pares' (Braun & Merrien, 1999). According to these authors university's role can be group into two: university as a cultural institution with an identity and university as public service institution. Booth classification comes with its features: Universities as cultural institutions implies;

1) the university's frame of reference is supreme

2) the state governs the wellbeing and protection of that community whiles providing the means to carry out its mission

3) academic liberty is a sacred value

4) a community of academics

5) primus inter pares

6) university career is a vocation

7) free education from taxes

8) very little from the outside world.

Within the perspective of Universities as public service institutions, it is about the state and the universities substitutes of former relationships. In particular it is about:

1) public authorities defining the nature of the services

2) Various units within the university must aim to achieve the objectives of these services

3) For the duration of the contract, central authorities must limit their roles to checking and evaluating.

4) Administrative reform must be allowed

5) All necessary autonomy for attaining the objectives must be set out.

6) Public authorities should evaluate output rather than respect for the rules and institutional routine.

7) Universities should submit themselves for assessment

8) Transparency is important in scientific activities

This is also the management strategy which is closely related to the call for quality controls and the principle of accountability.

According to Braun and Merrien, (1999), in introducing the economic concerns into research and teaching requires a new paradigm in governing higher education systems.

University Control

State Induced Coordination ———————— Market Driven
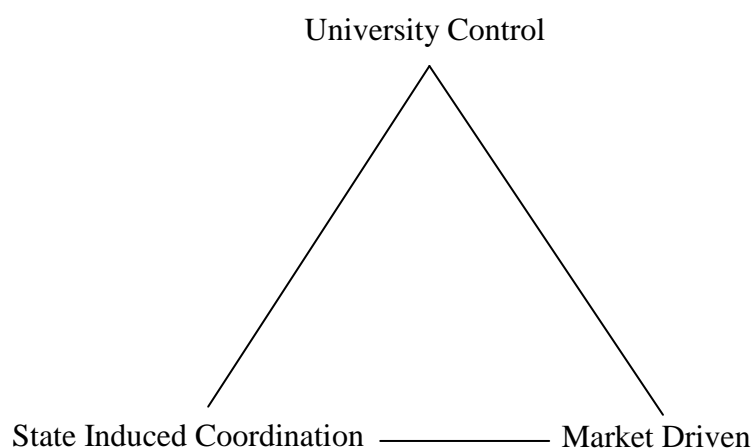
Figure 2.4 University Governance Model
Source: Braun & Merrien, 1999.

However, Van Vught (1989) argue that there should be only two models of university governance as depicted in table 1, reducing the three models as proposed by Clark: State Control Model and State Supervising Model.

Table 2.5 University Governance Model

State Control Model – European States (Intervention Model)	State Supervising Model – Anglo-American Tradition (Facilitation Model)
Strong authority of state bureaucracy	Strong academic and internal administration of universities
Strong academic Oligarchy	Stronger deans, University leadership and great influence on governing board

Table 2.5 (Continued)

State Control Model – European States (Intervention Model)	State Supervising Model – Anglo-American Tradition (Facilitation Model)
Regulates access conditions, Curriculum Degree requirements, Exams System Appoint and remuneration of academic staff	Remote state influence. Done at a distance
Academics maintain authority on regulating internal affairs.	High academic quality and maintaining a certain level of accountability Government does not intrude into university system

Source: Braun & Merrien, 1999, p. 21.

Vught sees university governance within the context of the state, regulator and academic oligarchy.

Braun and Merrien, (1999) criticized these systems saying that Vught has reduced governance to only the role that the state plays in university governance but they think the market forces are still very important in discussing university governance.

2.11.2 Critics of the Models

These models seem to treat university governance as coherent category at the macro level and McDaniel (1999) differentiates between instrument and levels of governance in higher education systems. McDaniel makes an attempt to differentiate between components of governance in five different categories:

1) Finance
2) General management aspects
3) Educational matters
4) Personnel policy
5) Student affairs

Vught model according to critics has reduced governance to just the roles that the state plays in university governance: either as a strong role or as a weak role. The critics therefore summarised their argument by posting that:

1) Market force must remain and not be dropped

2) An attempt should be made to differentiate between components of governance

3) There should be a conscious effort to include new managerialism as a new form of governance typology.

The next section of the literature review looks at the call for a new way of managing public organization, such that they will be more effective and efficient thus new public management.

2.12 University as an Autonomous Institution

The university is an autonomous institution that has a historical linkage, cultural heritage and academic non-interference (Felt & Glanz, 2002). It produces, examines, appraises and hands down culture through research and teaching. For the university to meet the needs of the world around it, its research and teaching must be morally and intellectually independent of all political authority and economic power. However, Teaching and research in universities must be inseparable if their tuition is not to lag behind changing needs, the demands of society, and advances in scientific knowledge.

University autonomy can be classified under two areas: institutional autonomy and academic freedom (Felt & Glanz, 2002). These two areas are not mutually exclusive and move together.

They posit that academic freedom is a personal privilege accorded to faculty members in respect of what to teach, what to research and how to go about these two activities.

University autonomy on the other hand, is an institutional privilege accorded a university in respect of how it should be governed without any direct interference from any authority outside of the university. However, IAU (1998) argues that university autonomy and academic freedom are not privileges, but basic and

inalienable conditions that enable universities to fully assume and fulfil their societal responsibilities. The association however concedes that full autonomy from bodies that set the universities up particularly so in where such universities rely heavily on funding from such bodies is not possible. As EUA (2009) put it, funding to universities limits their autonomy.

The group's argument is that there is no university autonomy as such, but that, there are degrees of autonomy that depend on the relation between co-existing, different forms of interests at a given point in time. Thus an idea of university autonomy is challenged by the versions of university autonomy that can be achieved in reality. This parallelism of the ideal and the real-life forms of university autonomy has massively contributed to a crisis in identity for the university as an institution. In essence, the bodies that set up universities still want to influence its governance as much as possible. This relates to the relationship between universities and their major stakeholders in respect of resourcing as against control and interference.

Against the background of a growing demand for greater efficiency of university education and economic applicability of its outcomes, the issue of academic freedom has come to play an increasingly important role for the understanding of university autonomy (Löscher, 2004). The author further argues that the demand for independence from external interference concerning course contents, the methods of assessing and standards of awarding degrees, and the admission of academic staff is accompanied by the demand for freedom with regards to the conduct of research and to the free expression of opinion.

Accordingly, university autonomy is self-governance and therefore given the university the freedom to:

1) define strategic aims
2) set criteria for the admission of academic staff and students
3) interact freely with other fields of society
4) allocate funds internally as thought fit
5) decide on both contents and methods of teaching and research

Universities are not exempt from overall societal changes and therefore have to take over responsibilities of a highly practical nature alongside their historic commitment to universalism, pluralism and as far as have been entrusted by society

with major responsibilities with regards to human development, will in turn remain vital in meeting society's need to accommodate and steer rapid and sometimes radical change (Löscher, 2004). Since society is not static, is the more reason universities must remain innovative in its teaching through research to remain relevant to society. EUA (2009) however identifies four areas of university autonomy: Organizational autonomy, financial autonomy, Personnel autonomy and Academic autonomy.
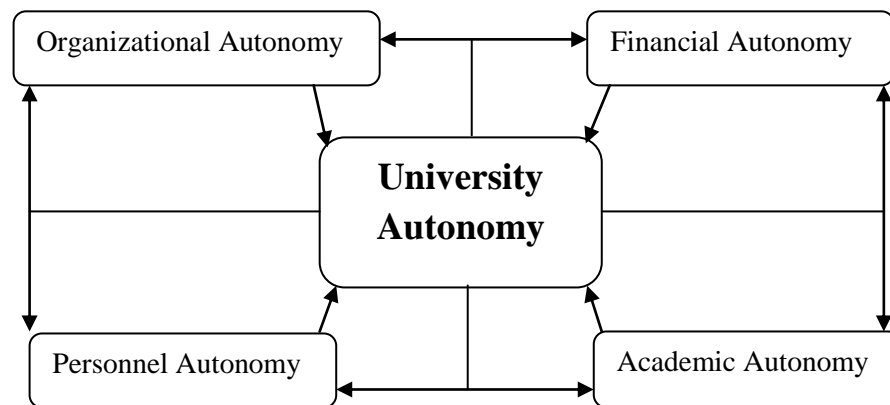
Figure 2.5 University Autonomy
Source: EUA, 2009.

Contending with figure 2 illustrated above, university autonomy does not rest in itself as an entity but is insulated with other parts to make a whole. As posited by Drucker (1994), every organization needs some level of autonomy and so is the university. The presence of autonomy in organizations therefore is not an issue but the degree of autonomy is what is worth discussing. The above shows how the little bits in autonomy make up the entire university autonomy. Universities like other organizations are created for a purpose (Drucker, 1994) and to achieve this purpose operates on a network of systems and interconnected programmes and activities (Capra, 2002) as indicated in figure 2.4 The summation of every university's autonomy is the collection of the various academic, financial, personnel and organizational autonomies. These four as earlier indicated make up university autonomy (EUA, 2009). Similarly, university autonomy is expressed through this same system. University's ability to introduce or terminate degree programmes, to

decide on the structure and content of these degree programmes, as well as on their roles and responsibilities with regard to the quality assurance of programmes and degrees, and finally the extent to which they can decide on student admissions manifest its academic autonomy (EUA, 2009). Also, under the academic autonomy, the universities decide what to teach, how to teach, what to reach and how to conduct such research but of course respecting ethical standards. Universities decide what constitute a degree and determine how its degrees are awarded.

Indeed, to maintain the academic autonomy is the recruitment of faculty who the university deem fit and qualified. Though in some cases, agencies might do initial screening on behalf of some universities, the ultimate responsibility is vested in the university to determine who qualifies to be admitted into the faculty, a duty no one cannot interfere. In government funded universities, though government might put a ceiling in respect of how many faculty the university can recruit, government has no direct role on who should be recruited

Though public universities might operate all its finances in respect of existing state financial policies, universities in general have their own internal financial management systems. So, it is normal to discover that most allowance that exist in universities, public and private alike in Ghana, defer from one university to the other. Usually, these allowances are fixed based upon the university's ability to pay.

Finally, under the organizational autonomy, universities are governed through Acts and Statutes most of which are made within the university. The direct internal governance (management) of a university is left entirely in the hands of the senior management led by the Vice-Chancellor in the case of Ghana. As Bott (2007) put it, University Council Chair equals Governance: Vice-Chancellor equals Management. All these minor autonomies are interconnected to give a university its state of autonomy. However, universities which seem to be more autonomous when it comes to opening programmes in reality face limitations, as this freedom is often tied to availability of funds, which effectively curtails the universities' academic autonomy (EUA, 2009). The university uses its internal governance system to decide who is appointed to what position without any external pressure or power, though in the appointment of some senior management the responsibility rest on the university's governing council, majority of those usually on the search committee are internal university membership.

In some countries, highly centralized policy making on higher education restricts the autonomy of universities and politicizes them, thus subverting the learning experience in response to political objectives (Kurtz and Schrank, 2006). Indeed, policy centralization makes it difficult for universities to be responsive to changes in knowledge, the labour market, and economic development.

According to Kurtz and Schrank, (2006) Benin, Tanzania, Cameroon, and Madagascar are examples of countries where governments supervise many aspects of universities' operations. They further explain that in Benin and Tanzania for example, the government appoints senior university managers, whiles in Cameroon; the Minister of Education retains supervisory authority over universities. The Ministry of Education in Madagascar similarly appoints all faculty members, sets salaries, and determines working conditions, which results in close links between faculty members and the political system. However, not all countries have stifling laws as Angolan law allows universities full autonomy in decision-making, and the state encourages the establishment of private higher education institutions as well as in Guinea and Liberia, where public institutions have considerable legal autonomy, and a law passed in The Republic of Congo in 1990 allowed the private sector to provide tertiary education for the first time (Kurtz & Schrank, 2006). In opening up tertiary education to the private sector however can poses the challenge of quality as the government of South Africa has found, that some private higher education institutions offer low-quality education despite their high cost fees.

According to Council of Europe (2002), times past has demonstrated that violating academic freedom and university autonomy have always resulted in intellectual deterioration, and consequently in social and economic stagnation. The council however warns that accountability, transparency and quality assurance are pre-conditions for any form of university effective and meaningful autonomy. The reason being that according to the council, it is only under such an agreement between society and universities can it be accepted that universities will serve the societies well and will, through freedom of choice of how to do it best, be proactive, meaning that they will not just respond to changes but will be leading agents in initiating and accomplishing desirable developments within the values of society. Though university autonomy is a necessary tool for governance it is not a sufficient tool for excellence.

In Ghana, university autonomy is quite high especially under the university reform of 1992 as all universities at both the public and private levels enjoy a great deal of non-political interference with their governance system. Before the reforms there was no appointment of a Chancellor of a university as the Head of State or the president of the republic was the automatic Chancellor of all public universities but with the new reforms, the various university governing councils have the mandate to appoint their respective Chancellors and to inform the various stakeholders including the government. Though, the state has the responsibility to pay all staff at public universities, the state has no 'hands' in who qualifies to be appointed as staff or to any position within the universities. However, when the state freezes the recruitment staff at the public sector, it affects all public universities. At the academic autonomy level, governmental influence is very limited except to say that, government through the National Council for Tertiary Education and the National Accreditation Board in collaboration with the key stakeholders in education sets the guidelines on who qualifies to be admitted by the universities. This applies to both the public and private universities. Unlike their private counterparts, public universities are obliged to operate within the confines of the public financial act of Ghana, a law that prescribes how public institutions are to use funds from the national purse. Except that a donor prescribes how funds given to a university is to be utilised, externally funded funds are also subject to this law.

2.13 Quality Assurance in Universities

While admitting that there might be exceptions, the quality and relevance of research, teaching and learning has continued to decline in tertiary education institutions (Holm-Nielsen, 2001). This is because according to Holm-Nielsen, many universities operate with overcrowded and deteriorating physical facilities, limited and obsolete library resources, insufficient equipment and instructional materials, out-dated curricula, unqualified teaching staff, poorly prepared secondary students, and absence of academic rigor and systematic evaluation of performance. She points out that in both public and private universities; the lack of full-time qualified faculty is an important factor of poor quality. Quality therefore becomes relevant in our search for

a better way to create a more effective and efficient educational system in the twenty-first century (Lewis & Smith, 1994). It is argued for example that in Latin America, less than 6 percent of professors teaching in public universities have a doctoral degree and 26 percent a master's degree. More than sixty percent of faculty are part time in the public sector universities, whiles in the private universities; the proportion is as high as 86 percent (García-Guadilla, 1998).

The history of formal quality assurance in universities dates back to the 19th Century. According to Rhoades & Sporn (2002) the idea of quality assurance in the United States dates back to the formation of accrediting bodies. There were six regional accrediting bodies the oldest of which were established in the late 1800s: the New England Association of Schools and Colleges, founded in 1885; the Middle States Association of Colleges and Schools, founded in 1887; and the North Central Association of Colleges and Schools. Some of these accrediting bodies: Northwest Association of Schools and Colleges, Southern Association of Colleges and Schools, Western Association of Schools and Colleges were voluntary, non-governmental, non-profit bodies and yet their decisions regarding the accreditation of institutions affected eligibility for federal funding including student financial aid (Rhoades & Sporn, 2002). Their scope of duty, span from pre-school to the university level and concentrated on quality assurance and improvements in schools. According to Rhoades & Sporn (2002), though many of the quality assurance issues today in the USA started as a self-regulatory activity organized by non-governmental associations, today there are a lot of specialized and professional accrediting associations that accredit programmes in their particular fields of study.

Quality assurance in Europe may involve establishing teaching evaluations of academics; whereas in the USA, quality assurance may refer more to accountability measures focused on productivity (Rhoades & Sporn, 2002). Quality assurance was one key component of the famous Bologna Declaration in Europe and through accreditation was viewed as a vague and non-committal by 2001 but European universities realised that one possible mechanism towards quality assurance was the accreditation (Haug, 2003) and so the pressure towards quality assurance in the form of accreditation has continued to increase over time. Clearly, this was a manifestation that, though the quality assurance/accreditation dimension to university governance

was not easily accepted in the Bologna process, it has become the building brick of most European Higher Education arena (Haug, 2003, p. 230).

It is interesting however to note that though accreditation was not part of the Bologna process in the European University governance system, it has become one of the 3 corner-stones in setting up quality assurance/accreditation mechanisms to any national higher education body in Europe. Just like in Ghana, most if not all European countries, have set up national systems that look at quality evaluation and quality assurance/accreditation.

With the proportion of young people demanding and obtaining access worldwide, university education expanding dramatically and with the advent of mass higher education, quality must remain high on the agenda of universities (Altbach & Knight, 2007) in the 21st Century and beyond. Developing countries host a significant number of international students; for example Bhalla (2005) posits that India hosted more than 8,000 students from abroad, and 95% of those students were from developing countries.

Indeed, one activity that should not be devoid of quality assurance in universities is the regulation and accreditation. To be able to insure that universities meet the quality component of their academic work requires a regulatory framework. Altbach & Knight (2007) posit that regulatory frameworks for quality assurance or accreditation, even when they exist, usually do not apply to providers outside the national education system in some countries. Regulatory frameworks do not only help to standardize the quality required, but also help to check compliance. In the US, whiles there are a lot of accreditation bodies across national and regional boundaries according to Altbach & Knight (2007), some of these networks and organizations may not offer objective assessments and may be more interested in racing for accreditation "stars" than in improving quality. The authors posit that the mechanisms for recognizing qualifications must be viewed within the context of national, regional, or international so as to accommodate the mobility of students and professional labour. So, we need to ask ourselves as university leadership and regulators whether existing national-level accreditation and quality-assurance systems addresses education mobility across countries, cultures, and jurisdictions. If university education provides the requisite knowledge and skills irrespective of the country, shouldn't regional or

international frameworks complement and augment national quality-accreditation systems?

> Is it advisable and feasible to develop mutual recognition systems between and among countries? Would an international code of good practice help to ensure quality? Social confidence in higher education demands giving priority to defining the roles and responsibilities of all players involved in quality assurance—including individual institutions and providers, national quality-assurance systems, nongovernmental and independent accreditation bodies, professional associations, and regional or international organizations.' Altbach & Knight (2007, p. 302).

If the roles of all these stakeholders are clearly defined, they will collaborate to build a system that ensures the quality and integrity of university education is acceptable not only in countries that these universities are sited but also cross-border university education. This is because with Information Technology; the knowledge economy; increased mobility for students, faculty, programs, and providers; an integrated world economy has propelled internationalization of university education outside of its nation states.

In Ghana, quality assurance is handled by the National Accreditation Board (NAB) for all tertiary education. NAB recognises that tertiary education is emerging as an international product and Ghana needs to keep abreast with world trends. As a Quality Assurance body therefore, the Board engages in international collaboration and information exchange that informs its operations (NAB, 2013). According to NAB, its aim is to ensure that the country's tertiary education system is able to respond to the fast changing world of knowledge and to make its graduates progressively competitive in the world of work. The Board also has a responsibility for evaluating and establishing equivalence for both foreign and local qualifications. Accreditation in universities is conducted in two phases in Ghana and every university needs both stages: Institutional and Programme accreditation. When a university is being established, NAB ensures that such a university has the necessary structures, including but not limited to: Qualified Staff (teaching and non-teaching); academic

facilities (lecture halls, Library) and other administrative bodies that can help run the university at the minimum required level. The second phase has to do with giving accreditation to each of the programmes that the university plans to run or is already running. If such programmes are already being run by the university, NAB ensures that the right number and qualified staff exist, physical structures for academic work including libraries, course syllables, examinations questions with the marking schemes, external assessors with their profiles among others. Most public universities will receive a five-year accreditation for both institutional and programme whereas, private universities are accredited for a three-year period. The National Accreditation Boards has forms that universities wishing to be accredited complete. The completion of these forms is some kind of internal assessment of the university's readiness for the NAB officials, who usually assembled senior academics together with officials from NAB itself knowledgeable in this process. Usually, the institutional accreditation takes place before the programme accreditation because the university must have the capacity to exist before it run any programme of study. The team's visit now assesses all the information provided in the completed forms. A report is produced by the visiting team and submitted to the university. Where, there are queries, the university needs to address those queries then, resubmit the response to NAB. If NAB is satisfied that the responses are satisfactory, the Board goes ahead to award the accreditation otherwise the process continues until the Board is satisfied. The institutional accreditation comes at a fee paid by the university. In the same way, the university wishing to receive accreditation for its programmes first all completes NAB programme accreditation forms for each programme of study. Senior academics from the various programme disciplines now visit the university to meet with the staff responsible. A report is submitted to the programme officials and a response is required especially on queries. The adequacy or otherwise of the response from the programme officials will enable the Board to grant the accreditation or not. In short, quality assurance of academic institutions and programs has the combination of internal self-assessment with external review and the weight of the emphasis is on evaluation based on the analysis and norms of peers and peer institutions and programs (Altbach & Knight, 2007) brought together by a body that is recognised to accredit the universities.

However, literature suggests that in the past, such evaluations in the US were done by the students (clients) and these were part of the annual review of the faculty (Aleamoni, 1976; Feldman, 1976, 1977; Seldin, 1984, 1999).

In Europe, the discussion on quality assurance was linked to an effort to enhance the efficient and effective use of public financial resources and for that matter accountability and to the idea of loosening ties between state ministries and institutions within the context of university autonomy (Altbach & Knight, 2007). In response to this pattern, Austria in 1993 altered its legislation regarding the organization of universities, prescribing evaluation of teaching and research, and at the same time permitted more institutional autonomy to universities. In Austrian higher education, Quality is a key element in the legal and mandated reform (Altrichter & Schratz, 1992; Stifter, 2000). Altbach & Knight (2007) posit that as part of the reforms, quality assurance and evaluation was implemented through the creation of new structures and evaluation instruments. Significant attention therefore, has been devoted to teaching, with the aim of increasing accountability and improving practices in areas of perceived deficiency such as; classroom performance and inefficiency within the framework of time-to-degree in Austrian universities.

To compare the U.S. system with that of the European system many view the US model as being market driven. Using Clark's (1983) so-called "triangle model" of university governance, they see the U.S. as having weak federal government influence, weak professional influence, and strong market influence (Becher & Kogan 1992; Clark 1983). In this market driven system the initial source of many models is the private "marketplace", the business world, both indirectly as well as directly. Unlike the European system, if you are appointed as President in US University, the renewal of your appointment will to a large extent depend on your ability to raise funds for the university. Fund raising therefore is a core function of US University Presidents, which is not the case in a European university governance system.

Quality cannot be self-decreed since it only exists when perceived as such by stakeholders (Haug, 2003, p. 231) but should quality be an issue of perception? If standards are set and regulated, can we determine if the graduates that we turn out meet these standards or not to the extent that it can be left to the discretion of just an individual or group or institution? So neither the universities alone nor the regulators

or industry can decree what is quality if society through its key agents (stakeholders) so accept that the right quality has been met.

Unfortunately, national quality assurance tools miss their purpose as they are not trusted beyond their country of origin (Haug, 2003). Otherwise, just like in Ghana, why do we have agencies that have to evaluate degrees/certificates from universities that are earned from outside of our countries? Is it that there is no sufficient degree of independence? May be to gain credibility, country's regulatory bodies may need to include other national agencies some of whom may be professional bodies and other countries in their regulatory boards.

On the other hand universities should not just be there for the sheer of compliance to quality assurance and accreditation but to also be innovative in its curriculum. Otherwise, they will, as Scott (2003) posited, be in the iron cage just to remain or obtain legitimacy. Universities should make in-rows into innovations into quality assurance and accreditation as a governance tool towards a dynamic society. To make quality assurance and accreditation more diverse and acceptable, especially in the era of regional integration may require some selective groupings. Association of South East Asian Nations (ASEAN), Economic Community of West African States (ECOWAS), Southern African Development Community (SADAC) countries are just a few examples.

With the increasing number of students, has the mode of delivery of instructions also changed to respond to these increases? Or has the curriculum been varied to respond to the large numbers that public universities now have? Indeed, we cannot discuss quality without the low student-staff ratios especially within the faculty and a large share of the budget devoted to overheads and non-educational expenditures with very little going into investments. Providing access to university education must be proportionately met with the staffing needs of each university, public and private alike.

Lewis and Smith (1994) argue that for every university to effectively and continuously improve on its quality it must target two broad areas that seeks to work towards high quality in so that high quality out puts can exit. Figure 2.5 summarizes their position.
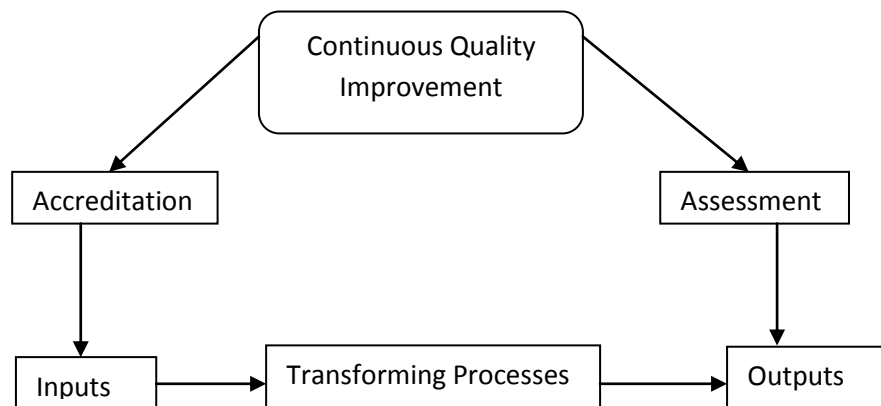
Figure 2.6 Integrating Quality Assurance in Higher Education
Source: Lewis, & Smith, 1994, p. 11.

Lewis and Smith argument is that quality assurance must be a continuous process and equal attention should be given to the accreditation just like the assessment of the university's products (outputs). Much as we accept that the issues of quality must never end, the challenge however with figure 4 is that, it does not depict what the authors say. When accreditation sets the requirements and standards for inputs that are transformed through a process to out puts, there must be a system that provides for feedback but figure 4 as depicted above ends with the assessment of the outputs.

2.13.1 Quality Assurance in Distance/Open Education in Universities

Quality assurance is developing in all educational sectors, and a wide range of publications attest to this, both within the critical examination of ideas (Barnett 1992) and the more functional on how it is done publications (Sallis 1993) cross the world. Tait, (1997) posits that at the beginning of the 20th century, when only 1% of the population entered universities, the only task of the universities was to educate the country's elite, that is, the narrow band of economic, administrative, and academic leaders and therefore we could rely on only the traditional form of university education but at present, the proportion of a year group that now gains an academic degree has risen to over 20% of the world's population.

Globally, quality assurance has established itself widely as a framework of ideas and practices within which the management of open and distance learning takes place within the confines of university education (Tait, 1997). According to Lewis (1989) and Freeman (1991), many elements of quality control and assurance systems have been in practice since the early days of modern open and distance learning. The technological and distributed nature of educational systems in open and distance learning has facilitated the recent development of quality assurance systems (Tait, 1997). These systems however, he posits have represented less quality assurance but rather more quality control in the old style, in their overall tendency to check on performance after it has been completed, rather than to build in a commitment to meet the needs of users (customers) as the programmes are being run so as to continuously improve. As far as Tait (1997) is concern, quality assurance system in distance/open education attempts to define what services should be provided to the user (student) in consultation with the user as it involves the accurate analysis of what needs to be done, with information broken down in what can be seen as an exhaustive fashion. Its aim therefore is to find ways of monitoring and evaluating analysis, and build in procedures with users and providers for continuous improvement in the practice of distance/open education. Though the overall objective is to achieve Total Quality Management (TQM), this system of quality assurance can break down professionalism as students inputs might not have any professional touch rather than just how they feel it should be done and also that the students cannot be held responsible by any external reviewer for their inputs.

Universities in the United Kingdom have now moved from professional autonomy, which was least subject to enquiry (Trow 1994), to one of the most demanding external structures of quality assurance, which directly affects funding. While we must all recognize that admission of students into our distance or open education system has no boundary, we should equally realise that no single quality assurance system in one university can be applied to another without any modification because of the social and cultural boundary context.

In Ghana, most of the older universities have one distance education programme or the other in operation. Most notable are the University of Education, Winneba; University of Cape Coat and University of Ghana being first, second and

third to start the programme. The method of recruiting of staff and students are the same as in the traditional method of university education. In many cases, since the distance programmes do not have the same contact periods like the traditional system, some of the regular teaching and non-teaching staff are also used as staff for the distance education programme. Indeed, with the shortage of teachers in Ghanaian basic education level, distance education seem to have met the aspirations of the country, where teachers can still be in the classrooms and pursue their studies using the distance education model. Though the distance education courses might not have the same instructional/contact hours as the traditional form because they have more written materials that are supplied to them, the moderation and other quality assurance measures that universities adopt is the same for both the traditional and distance programmes. The criteria set out for one to be awarded a diplomat or a bachelor's degree at both the traditional and distance models are the same in Ghana. In both cases, the student is required to meet a minimum number of credits before the degree can be conferred on him/her.

2.13.2 How Quality University Education Integrates Towards National Development

According to Van Vught and Westerheijden (1994), quality is driven by interconnected issues of: change in relationship between higher education institutions and the state; global upsurge of knowledge economy and the importance attached to higher education as the engine of economic growth; the increased participation of private higher education providers as a result of the increased demand for higher education and the growing cost of higher education. The more reason why quality in university education is the role the various constituents play in the quality process and not the preserve of an individual or organization. In deed the interplay between these stakeholders (actors) both within and outside of the university and overseeing the governance issues play a great role in determining the quality of the university products. But what kind of quality is required of university education? Quality that empowers you with knowledge to distinguish between what is right from wrong and have the conscience to be acceptable in the society (intrinsic) and quality that equips you with relevant skills that make you effective, efficient and productive (extrinsic).

The extrinsic qualities, according to Van Vught (1997) refer to the capacities of higher education to respond to the relevant and changing needs of societal in being productive. On the other hand, the intrinsic qualities of higher education refer to the basic values and ideals which form the heart of society. "The unfettered search for truth and the disinterested pursuit of knowledge" according to Van Vught, (1997, p. 81) is central to these qualities.

However, according to Vught and Westernheijden (1994) most quality assurance mechanisms adopted by governments and other societal actors are more tailored towards the extrinsic qualities of higher education that is skills that are impacted unto the student. However, higher education institutions also have the task to take care of the intrinsic qualities. With this position therefore, the authors argue that a quality assurance of higher education needs to combine both the intrinsic and the extrinsic dimensions of quality. In other words, a national quality assurance agency needs to combine both the internal needs of higher education institutions and the external needs of the society in quality assurance if the full benefits or outcomes of university education are to be achieved. They content that, a national quality assurance system that focuses on only the intrinsic dimension of quality risks of societal isolation whiles a quality assurance system that is limited to only providing accountability risks of not being taken seriously by academics.

Wilger, (1997) posits that emphasis must be placed upon the regulatory agencies to communicate the outcomes of any assessment to the various actors, both to satisfy demands of accountability and to enable institutions to use the results to effect changes aimed at improvement. The argument is that society remains dynamic and the university as the reservoir of knowledge for society must keep pace with societal demands. National higher education quality assurance systems must manage the balance between the improvement and the accountability dimensions of higher education quality assurance in order that they can get universities to fulfill their mandate of creating and preserving knowledge as well as offer instruction and training (Smeby & Stensaker, 1999; Vught & Westerheheiden, 1994).

2.14 University Accountability/Funding

Accountability has emerged in recent decades as one of the distinct modalities of ensuring that resources are not only utilized but also accounted for. Calls for accountability are made in relation to public and private sector organizations (One World Trust, 2007), politicians and political parties (Maer, 2010) and scientific (Smith, 1996) and technological developments (Lohmeyer et al., 2002). There are demands for greater transparency from an increasingly prevalent feature of many areas of organizational activity because it is believed that through the rubric of transparency, demands are made for organizations to demonstrate recognition of their responsibility for environmental impact, how money is spent, the returns received on money invested so as to be accountable to its stakeholders (Neyland, 2007). Accordingly, the rubric of transparency is an omnipresent feature of audit and accountability relations at every facet of the human endeavour. Accountability is and will continue to be prominent in university governance because of limited resources, greater demand for university education and an increased in competition for public funds (Miller, 1999, p. 187). Accordingly, universities have always been accountable to somebody or institution or the state at different levels (Miller, 1999, p. 187). Additionally, Miller posits that accountability is a valuable means to a better administration and management because it helps in the achievement of efficiency and effectiveness. It can bring about more effective institutional goals and objective in the operation of policies and procedures. It is difficult to think of how any university can operate on a sustainable manner (effective and efficient) without being accountable.

Accountability measures is being argued, as a hallmark of what is termed the "audit culture" (Strathern, 2000), a neoliberal, managerial, technocratic set of means for regulating and normalizing behaviour and for inducing conformity within a profession (Lincoln, 2011). While no sensible individuals would argue against accountability in its truest form because that is, stewardship for the use of public resources, it would seem the call for accountability has long since gone past the ideal of authentic stewardship and moved toward something quite different. Lincoln (2011) posits for example that faculty around the US are discovering that an increasing proportion of their time is being spent by the necessity of reporting requirements,

apparently to satisfy requests for accountability. So if you thought that accountability only has to do with money, you might be caught in the web as employees of universities are required to account for their time as the common saying 'time is money'. In Ghana, the appointment of a senior member (teaching and non-teaching staff with a minimum qualification of a master's degree), is for 24 hours for 7 days a week. This requires the category of staff to inform the appointing authority if they have any other part-time job.

The startling rises in tuition fees at public universities in the face of drastically reduced state support in most universities in the world, has opened a space for both neoliberal and neoconservative criticisms. Indeed, until the 1992 university reforms, Ghanaian universities never charged any form of fees but the reforms have brought in tuition fees (restricted to some students), Academic Facility User Fees (AFUF) and Residential Facility User Fees (RFUF). A quota of each year's admission is reserved for applicants who know they can afford the tuition fee in most public universities in Ghana whereas the AFUF is paid by every university student. The RFUF is paid by students who wish to use the university's halls of residents. The explanation from mangers of universities is that students who pay tuition fee pay for every cost that is involved with their training whereas, the AFUF and the RFUF are percentages of the cost of maintaining the facilities that the students use.

Public universities are facing the challenge of decreasing state funding with increasing numbers of traditional and non-traditional students and yet imposed limits on the fees to charge to students (Mason & Learned, 2006, p. 23). Both public and private universities are again saddled with the challenge of creating innovative services and programmes that will respond to the dynamic societal needs. Indeed, the complex nature of society makes it demanding for services and innovation from universities so that the university's products can be adoptable to the World's changing needs. To transform or be innovative comes with many roadblocks in life and so are the university's efforts to also respond to these transformation. In the US for example, the most challenging to the responds to the innovation in the US growing university education was the limitation of resources with funding being the most pivotal (Mason & Learned, 2006). This is because, university education compete with other sectors for resources including the first and second cycle education system, Health, Water

among others in every country. Hebel (2004) posits for example that, funding to public universities in the US had declined so much such that by 2004 more than 25% of university budgets had to be sourced externally. Funding cuts to public universities therefore have made it more difficult to govern the daily operations of universities but the bigger challenge is the demand to improve on the quality of university products and be innovative in response to society. Even more challenging is the regulations coupled with the increasing numbers of students. Can the increasing number of students be a way that university management want to use to raise some form of revenue to be able to operate the universities? So that the higher the numbers of students, the more revenue the universities will have for resources to govern the universities.

How public universities in Ghana introduce any form of fees is guided by their governance system through the approval from the university's governing council and the usage of such revenue is guided by the Financial Administrations Act 2003, Act 654. The private universities also introduce fees with approval from their governing boards but each have their own policy on how funds are utilised.

Some important things that should not be left out here are the concealed and clandestine connections between the rapid corporatization and privatization of the public university education, the slow deterioration of academic freedom (Schrecker, 2010), the increasing demands for accountability reporting systems (Giri, 2000; Strathern, 2000), and an enveloping neoliberal political climate in the university education arena (Lincoln, 2011). The advocates of the corporatization, privatization and commercialization of university education, hold the view that higher education at the public institutions has operated for many decades at a seriously under-priced level, relative to comparable private institutions (Lincoln, 2011). This is especially on the backdrop that in many cases, it is the same country's students who go to both the private and public universities with their parents paying the same tax to the state. The proponents of the fee paying university education, hold the view that if public universities do not really charge the required fees, it will be difficult for private universities to operate on a sustainable manner.

Internal auditors (financial), external auditors (financial), the Research Assessment Exercise (academic), demands of Value for Money (governance) and

Teaching Quality Assessments (academic) are just a few examples of the transparency exercises through which Universities are expected to demonstrate valued returns on public and private investment in University education (Neyland, 2007). Whereas there might exist a difference between transparency and accountability, it is almost impossible to separate these two words as they move together. But to say a university or organization is transparent or accountable will mean that some boundary has been determined. Universities achieved organizational transparency by constituting and maintaining series of boundaries (Neyland, 2007) because, it is not enough to set the boundaries.

2.15 Governance Structures

The governance of universities in Ghana just like elsewhere in the world, as it is legally provided for in the law that established them and for internal governance provided for by the statutes (Effah & Mensa-Bonsu, 2001). In Ghana, though most of the Acts of public universities are similar, there are a few differences respecting the local circumstances and the core mandates of each university. Every university, both private and public, has governing councils that seek to provide governance and policy direction towards the pursuance of the core mandate. The councils in each university hold responsibility for the university's governance and is at the upper level of the structure of the university. Except that in some specific matters where the university councils may refer to an appropriate technical committee or board to advice, the decisions of the councils are final and any appeal can only be made to the same council. In other words, only council can recent its own decisions. The core mandate of councils therefore are summarised as: Legislative, Administrative and Oversight (Effah & Mensah-Bonsu 2001).

Except in the case of the University of Professional Studies, Accra (UPSA) Act, which mandates the university council to set up an appeal board as an autonomous committee of council whose decisions cannot be varied by the council (UPSA Act 850, 2012), all other council decisions in the public universities are final except on academic matters.

Private universities operate in similar way except that their ownership of the bodies that set them up. Interestingly, just like in the case of public universities where

the state has the highest number of representation on the governing board, the ownership of the private universities also have the highest number of representation on their governing boards.
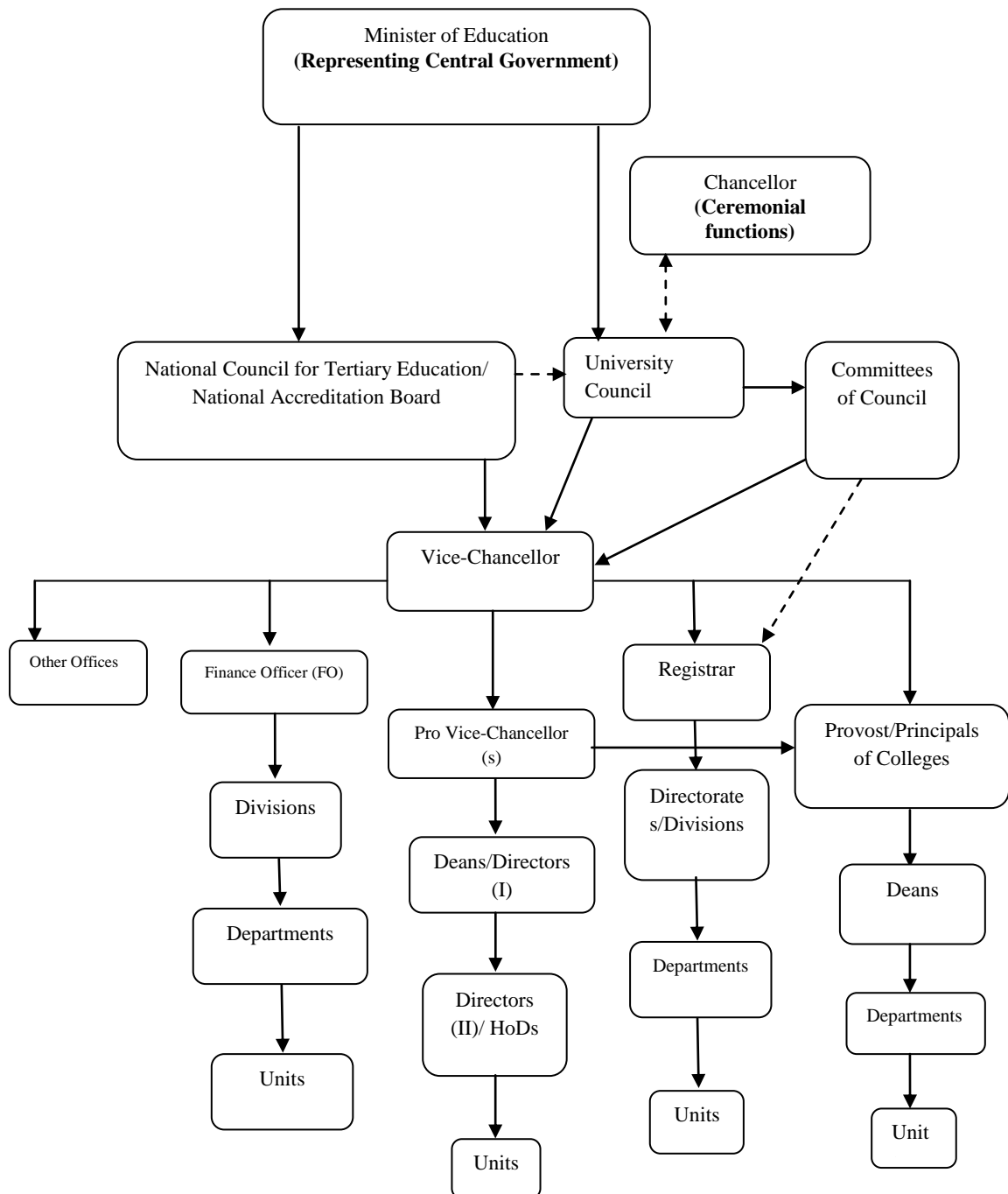
Figure 2.7 Public University Governance Relationships in Ghana

As indicated in figure 2.7 above, the Minister of Education has oversight responsibility for all matters that relates to education in Ghana but exercises some of these responsibilities through Councils, Commissions, Boards and other bodies that operate within the frame work of educational matters in Ghana. The National Council for Tertiary Education (NCTE) and the National Accreditation Board (NAB) are the first most important organs of tertiary education wings of the Ministry of Education, Ghana. These two organs exist to strengthen tertiary education system, whereas NCTE is set up to advice the Minister of Education on all matters relating to the development of tertiary education including the assessment of the financial needs and budgetary allocations to the institutions and for the better management of tertiary education in Ghana, The National Accreditation Board (NAB) of Ghana was established to take care of quality assurance and accreditation for tertiary education; the process for admissions, accreditation and professional examinations. In most public university councils, the National Council for Tertiary Education is represented. NCTE though acts as a buffer between government and the universities, also protects the universities from external control (Effah & Mensah-Bonsu, 2001). According to the authors, NCTE is built on the model of the Universities Grant Committee (UGC) of the United Kingdom. Though university governing councils do not operate the universities on a-day-to-day basis, the final authority of any decision of the university is vested in the council. The Vice-Chancellor holds the authority of the university in trust of the University council which has the mandate to appoint all senior management including the Vice-Chancellor and all other senior members of the university community. According to Effah and Mensah-Bonsu (2001), the Council is an admixture of persons from within and without the institution, with special efforts being made to include representation of professional bodies, business and industry.

The council operates through the committee system and on council committees; there are members of council representing the council except on the academic board. Some of these committees are chaired by the Chairman of the university council while others are chaired by the Vice-Chancellor. The University Registrar is the Secretary to all such committees including the council itself. Though there is a Pro-Vice Chancellor whose role is to assist the Vice-Chancellor, because of the short tenured nature of this office, the central control of the university is built

around the Vice-Chancellor and the Registrar. A Pro-Vice Chancellor will normally be in office for a maximum of four years and that is if he/she is re-elected, otherwise, he/she serves for only two years. In public universities that have only one Pro-Vice Chancellor, he/she is directly responsible for academic matters and so all academic deans report to him/her. Indeed, Deans and Directors supervise the various departmental programmes and provide leadership at this level of university governance on behalf of the Vice-Chancellor in the public universities and Principals at the private universities. The heads of departments also supervise the lecturers and see to it that the various units under their departments are functioning well. Any official issue that needs to get to the Vice-Chancellor must be routed through the Head of Department, the Dean and in some cases, Pro-Vice Chancellor before it reaches the Vice-Chancellor. This system though might be seen to be bureaucratic, it affords the various officers the opportunity to make an effort to solve the issue or as it were, and that they are aware of the issue at the department or faculty level. Is fits well in the context of redistributing power for effective governance as Zuo & Ratsoy (1999) posit that the concepts of shared authority and interdependent responsibility are important in the development of effective university governance. Before a lecturer is employed by a university, such an individual must first receive clearance from the department by attending an interview and then recommended to the faculty before the university's appointment and promotion board will interview such a candidate.

One key component of the Ghanaian university governance system which is not included in figure 2.6 is the Students' Representative Council (SRC). Though operates generally under the statutes of the university, the SRC has its own constitution and functions as one wing of the university if the university was divided into two (Junior and Senior Members). Except on matters of direct academic matters, the SRC is represented on almost every committee of universities as Zuo & Ratsoy (1999) put it as the clients of campus services, students are affected by decisions that are made on campus and have become actively involved in university governance. Student leadership is recognised at the national level as National Union of Ghana Students (NUGS) made up of the different components of the student front:

1) Graduate Student Association of Ghana;
2) University Students Association of Ghana;
3) Polytechnic Students Association of Ghana;

4) Professional Students Association of Ghana;

5) Teacher Trainee Association of Ghana and

6) Regional Students' Representative Councils.

Students are not only represented at university councils and committee levels but also, at the national level each time a committee is to be set up on matters of education. It is interesting to note that in Ghana, at both public and private; all universities, polytechnics, professional institutes and colleges of education have at least a student on their governing boards. This system is not strange to the rest of the world as Jones and Skolnik (1997) indicated that students comprised 9.2% of board membership, and that 100% of the reporting institutions had student members on their boards in Canadian universities. One important component of governance in bringing all stakeholders on board rest on the premise that as members of the university community, all the interest groups, including students, should strive to consider the interests of the university as a collective responsibility in which they all have a stake after all, if all worked well for the university, all these interest groups stand to gain.

However, emphasizing the interests of the collective is by no means to suggest that the interests of individuals and specific groups should be ignored. Whereas valuing collective interests can be seen as a positive means of increasing mutual understanding and reducing conflicts among different interest groups, the disregard of collective interests could be devastating, after all, it is the individual or groups interests that bring about effective and efficient governance.

2.16 Conceptual Framework

The conceptual framework for this research is that university governance is a process that requires adequate inputs to guarantee the desired outputs. The framework further argues that the processes involved in university governance are mediated by organs or structures or systems of the university both within and outside of the university through regulations and policies. The overall aim of university governance therefore is to achieve quality outputs.

2.17 Summary of Key Issues in Literature

Universities as institutions have built for themselves a culture of autonomy on all academic issues, regulatory, quality assurance mechanisms and supported by resources; both human and material. Universities through their governance systems build their cultures through values, ideas, beliefs, norms (Morgan, 2006) concluding that a particular way of do it is right. And therefore to gain legitimacy, every university strive to do it right so that they are in agreement with the set norms, rules, laws, policies and form the guide in as far as university governance is concerned. Indeed, there must always be in place a system to monitor progress of compliance with the agreed or set norms. However, it is more refreshing to put in place internal institutional mechanisms that will allow the universities to do self-appraisal at periodic intervals so as to inform policy direction and not just depend on the external monitoring schemes. And yet there is a call on universities to be innovative in as much as they conform to this social structures that are in place. For many governance experts, to be seen to be a good and effective university manager or regulator, you must also be seen to be ensuring that laid down institutional policies are adhered to. The purpose of working according to plans is to ensure that effectiveness and efficiency are arrived at for the desired quality. And yet in some instances, as a leader, you might be working towards compromise and not necessarily compliance.

Openness, transparency and accountability can be termed good governance not only in universities but also in other spheres of the human endeavour, only if the impact of these virtues can be beneficial to those who are been governed. It is for this reason that good governance can be contentious when it comes to its measurement; that which is good governance to you might not be to the other. But should there be any difficulty measuring what stakeholders have agreed in relations to the structure, laws, policies and processes? It is for this thinking therefore that governance should not be built on an individual but on organizations and or institutions. This is not to suggest by any least of imagination that governance can be effective and efficient if there are no good leaders. But it is a more sustainable way to build governance around institutions and organizations rather than on its leadership. Universities therefore must not pride themselves with good governance systems because they are accountable and

all the right policies are in place and been implemented, but also how relevant such rules and regulations have been to the graduates and to the benefit of the larger society or the immediate communities that these graduates find themselves.

Several models of university governance exist (Clark, 1983; Vught, 1989; Braun & Meerien, 1999; McDaniel, 1999) but these models have all been focusing on the external governance between universities, market forces and the state and integrate very little with the internal governance systems of inputs, processes, outputs, assessment and judgement of the governance system.

The call for public universities to be managed like businesses continuous to be as contentious an issue as the term governance and the discussion might not end any moment soon. For the proponents of this idea, public universities are no longer getting the needed resource support from the state and by implication the state does no longer view university education as a social good and therefore, universities must find their own way of operating by introducing reasonable fees to generate revenue. However, the school of thought that are against this ideal, think that university education must continue to be treated as a social good because it is geared towards the development of the country and is expensive and if left to who can afford, the poor and disadvantaged will be marginalised and so the state directly or indirectly must continue to fund university education.

A core element of a university across the globe is academic freedom which is a component of its autonomy. The university's academic board or senate as the case may be decides who qualifies to be a staff of the university (teaching and non-teaching), or to be admitted as a student and who qualifies to graduate. The board's decisions on the grading system, curriculum, other academic policies and matters that have academic implications are final.

Quality continuous to be an issue in universities as every effort is put in place to ensure that the desired quality standards are met through various policy guides. Quality in the infrastructure of the university, teaching and learning resources, quality of teaching staff, physical structures, are all issues of concern to universities. It is the more reason why the regulatory authorities who seek to ensure that all the required quality measures are in place through the accreditation processes is a good mechanism as there must be some level of compliance. Quality assurance has been a key feature

of the Bologna declaration (Haug, 2003). No wonder the processes of been granted an accreditation by the National Accreditation Board (NAB) is so demanding but of course necessary and important if the required standards are to be sustained.

Funding cannot be devoid of accountability and so are the appropriate policies that guide the disbursement of revenues that the universities accrue. However, though there is less funding support from the state to the public universities, yet there is an ever-increasing demand for accountability in as far as university governance is concerned. To complement this shortage at the public university level, tuition fees are been introduced opening the inundation gates for commercialization of university education. In Ghana, a percentage of students (fee paying students) pay tuition fee in public universities and there has also been the introduction of the Academic Facility User Fee (AFUF) and the Residential Facility User Fee (RFUF). Bearing in mind that the private university students pay full fees including tuition and other related fees, is it fair for the state to continue to fund public universities such that students in the public universities don't pay tuition fees especially on the bases that all these students are being trained for nation building and their families all pay tax to the state? This appears to be discriminatory among the very citizens of the country and a moral issue. Indeed, there is no doubt whatsoever that, universities remain accountable to someone or an institution at one point in its governance process.

In all these discussions, university council remain supreme in university governance in both the private and public universities but of course with varying authority and power. Councils' roles include but not limited to: legislative, Administrative and Oversight.

CHAPTER 3

RESEARCH METHODOLOGY

3.1 Introduction

This chapter clearly spells out how the research has been conducted. It should be noted this is a qualitative research that explores university governance in Ghana. The sections that follows throws more light on research design, qualitative approach and data collection procedures.

3.2 Research Design

This study is conducted within the framework of qualitative research design. The desire to use the qualitative is influenced by exploring how people behave in their customary (natural) surroundings and how such behaviour can be better understood as it unfolds naturally.

The researcher adapted the social constructivist worldview, which holds the assumption that individuals seek understanding of the world in which they live and work, and so the focus was on the specific contexts in which respondents have lived and worked in order to understand both the historical and cultural settings under which such experiences were gathered (Creswell, 2009).

3.2.1 Phenomenological Study and Its Design

This is an aspect of philosophy that deals with direct experiences of phenomena so as to determine their essence and the things that make them what they are (Bernard & Ryan, 2010). The study of "the shared meaning of experience of a

phenomenon for several individuals" (McCaslin & Scott, 2003, p. 449) is also viewed as a phenomenological study.

To do this kind of study requires that one puts aside his or her biases so that you don't filter other people's experiences.

Phenomenological study will usually involve the allocating and locating of participants who have experienced or are experiencing the phenomenon that is been explored (Rudestam & Newton, 2001). In outlining my biases, it is important to state that I had the opportunity to serve in a university council and serviced other committees of the university council and therefore had an enlightenment of the university governance system but at no point did I let that override the research purpose. As a student leader, I was on the university council for a year and attended all the regular and emergency meetings of the university council and committees that I belonged. Additionally, after my graduation from the university, I was elected to represent the alumni association of the university council. During this period of my second time in the university council, I also represented the university council on some of its committees. Finally, as an administrative staff of the university, I served as secretary to one of the university council committees. This exposure has left me more thinking about university governance than before and therefore, my interest is to learn from the experiences of these other senior university management staff, the students and the regulators. In so doing as Bernard and Ryan (2010) argue, to be able to select quotes from narratives, the researcher's understanding of the phenomenon plays a great role and support and so my level of involvement in the university governance processes. Yin (2009) argues that 'what' and 'how' questions are best suited for exploratory research as such questions develop pertinent premise and does not limit the research to what you find but how such issues have been or are being handled as captured in this study's research questions.

3.2.2 Justification for the Selected Universities

As mentioned earlier, the researcher used three universities in the study. Ghana currently has about ten operating public universities. Out of the ten, the researcher selected one university that is neither the oldest nor the youngest and it is also neither the smallest nor the biggest public university. The choice is meant to take care of a university that has transitioned from the old system of governance to the new. Secondly, this university was chosen in other not to get the excesses from a very

old university and that of a too young university. Finally that the outcome of the research will be useful to all manner of universities, this university was selected.

With the private universities, the researcher selected two universities out of about 65 private universities currently operating in Ghana. The private universities are in two streams; private universities set up by religious groups and therefore their ownership and governance style is vested in the religious groups and the second group that belongs to a profit making body either as an individual or a company.

Though many more universities would have been more appropriate, due to time limitations and resources constrains, the three universities adequately, supported the study.

3.3 Research Procedure

The research adopted the phenomenological steps as outline by Bernard and Ryan (2010). This method is applied on the public university governance and is particularly necessary because of the researcher's exposure to the public university governance system. Key in this kind of study, as earlier stated requires that one puts aside his or her biases so that you don't filter other people's experiences. Specifically in gathering and analysing data from this part of the research, the researcher adopted the live with the respondent method. At the public university, the researcher interacted with the respondents and took the data. The transcribed data was them manually coded and put into patterns of themes.

The phenomenological procedure was used to ascertain if the initial proposition that universities are governed by Acts, laws and memoranda supports the argument. This paved way for the   policy recommendation on university governance and a conclusion done to mark the end of the research process.

As a qualitative research, the process was largely inductive with the researcher generating meaning from the data that was collected (Creswell, 2009).

3.4 Sampling and Sampling Technique

To gain in-depth understanding of university governance in Ghana, the researcher used 11 categories of respondents from one public university, and two private universities with 23 respondents for the research. The 11 categories are made of council chairs, current managers; past managers; current regulators; past regulators, current and past student leadership of universities. The 23 respondents (Table 3.1) include:

3 - Council Chairs- Currently in Governance

3 - Vice-Chancellors - Currently in University Governance

1 - Former Vice-Chancellor - Experienced Group

3 - Registrars - Currently in University Governance

1 - Finance Officer - Currently in Governance

1 - Executive Secretary, NAB (Regulator - Currently involved in University Governance)

1 - Executive Secretary, NCTE (Regulator - Currently involved in University Governance)

2 - Former Executive Secretary, NCTE (Former Regulator - Experienced Group)

1 - Former Executive Secretary, NAB (Former Regulator - Experienced Group)

3 - Student Leaders (National Level-Past Students)

4 - Student Leaders - Currently Being Governed.

The sampling is purposeful as the researcher included those who are responsible for governance in privateand public universities, those who are being governed, those who have been in governance, those who play oversight roles and the regulators.

Table 3.1 Subjects and Categorization

S/N	Category	Quantity	Remarks
1	Vice-Chancellors/Principals	3	Currently in University Governance
2	Former Vice-Chancellor	1	Experience Group
3	Registrars	3	Currently in University Governance
4	Council Chairs	3	Oversight responsibilities
5	Executive Sec. NCTE	1	Currently Regulator
6	Executive Sec. NAB	1	Currently Regulator
7	Former Executive Sec. NCTE	2	Past Regulator
8	Former Executive Sec. NAB	1	Past Regulator
9	Finance Officer	1	Currently in governance
1	Student Leaders	4	Currently being governed/Selected cases
1	Student Leaders	3	National/Past Student Leaders
1	**Total**	**23**	

The 11 categories from the selected universities can be grouped into three; the experienced group, those in University Governance (Key informants) and finally those with oversight Responsibility.

1) Experienced Group: This is aimed at soliciting in-depth views on the existence of key governance issues that existed during their time and their roles in addressing such issues within the frame work of university governance. The main data sourcing method shall be interviews which will be unstructured as that will provide the opportunity for these individuals to freely speak to the issues. The research shall particularly focus on the following:

    (1) A former Vice-Chancellor,

    (2) A former Executive Secretary of NAB,

(3) Former Executive Secretary of NCTE,

(4) Former Student Leaders in the University

The output from this group is termed the experienced view on university governance.

2) Those in University Governance (Key informants): this group was made up current senior university administrators, current senior executives in charge of regulating and current student leadership. The researcher used the interview method to collect data from these respondents and supported it by documentary review. Thy were made up of the following:

(1) Vice-Chancellors of the Selected Universities,

(2) Registrars of Selected Cases

(3) Student Leaders from Universities

(4) A Senior Management Member (FO) from Public University

(5) Executive Secretary of the National Council for Tertiary Education

(6) Executive Secretary for National Accreditation Board

3) Oversight Responsibility

This group was composed of three university council chairs whose duty it is to head the oversight responsibility of ensuring that the governance systems and structures of their respective universities are operating at an effective and efficient manner.

The interview was semi-structured which allowed them provide in detail their experiences.

The various sources and types of data helped to build validity and trustworthiness as the act of questioning, listening, observing and recording was employed during the data collection process.

Creswell (2013) and Polkinghorne (1989) posit that researchers in their bid to gather data in phenomenological research can use interview (5 – 25 persons), documentation, and questionnaires among others. The number of respondents (23 persons) used in this study therefore is adequate for the research. Similarly, Moustakas (1994) posits that two broad general questions are important in phenomenological study: what you have experienced in terms of the phenomenon and the contexts that influenced or affected your experience of the phenomenon.

3.5 Data Collection Methods and Instruments

The methods deployed in the data collection include interview, documentary research and observation.

3.5.1 Interview – Unstructured

The researcher used the unstructured interview guide. Unstructured interviews are best suited for interpretative study process (Thomas, 2011). Earlier contacts with the respondents offered the researcher the opportunity and gave an inside into the research and once the respondent understood the broad topic of the research and the research questions that the study sought to answer they were allowed to determine the direction of the interview. The researcher's role in this process was to facilitate, listen and document what was being said because the researcher approached the subjects with an open mind (Thomas, 2011). Having transcribed the audio data, themes from the captured data were matched with similar themes from the other data and final findings made based upon the data.

3.5.2 Documentary Research

Archival Research (documentary research): documentary review gave the researcher an idea of the existence of documents and how such policy documents have been applied in the past (Wolcott, 1992). The documentary research to a larger extend, was dependent on the content of the interviews that was granted. In one form, it was used to validate some of the issues raised in the interview and in another form; it was used to support the governance issues that arose from the respondents. The source of the documents was also dependent upon the respondents. This was used as a supplement to the interviews.

3.5.3 Observation

Observation is one key way of collecting data in qualitative research. The researcher used the unstructured observation method as the researcher had to immerse himself in the social setting as if he was part of the system so as to understand what goes on within the phenomenon (Thomas, 2011). The purpose of the observation was

to familiarise with the immediate setting of the selected cases (Holliday, 2002) and to also serve as a confidence and trust building measure within the senior management of the private and quasi-public universities before the commencement of the actual data collection process.

3.6 Data Collection Procedure
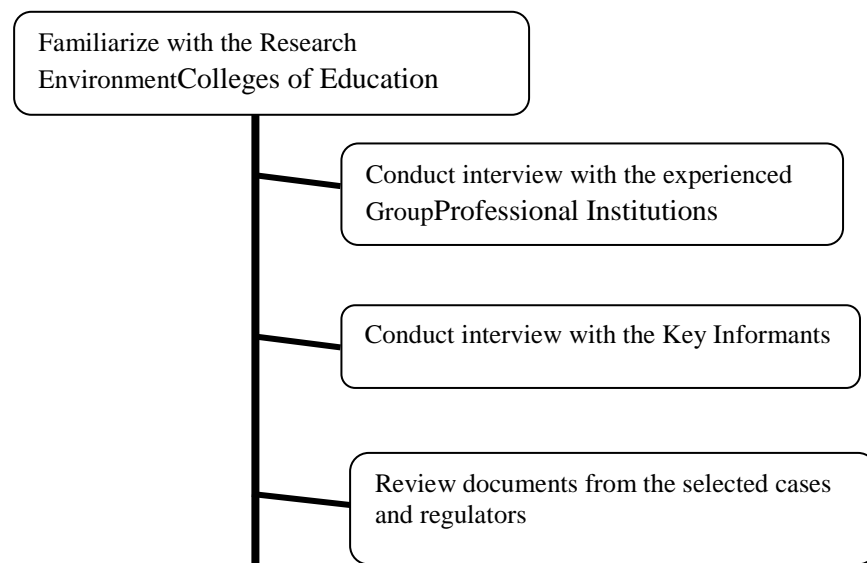
Figure 3.1 Data Collection Process

The procedure adopted in gathering data as indicated in figure 3.4 shows the various data sources and stages.

1) Observation: The first stage allowed me to interact with the environment and the respondents within the universities. As a university administrator in the public university system, I am already familiar with that system of operation and only carried out this exercise in the other two selected universities; private and quasi-public universities.

2) Interviews: The respondents for the interview were grouped into two: experienced group and the key informants.

3.6.1 Interview Experienced Group

The second and third stages of the data collection was to conduct interviews with the selected experienced individuals: a former Vice-Chancellor, former Executive Secretaries of NCTE and National Accreditation Board (NAB) and past student leaders because these are individuals that have had first-hand university governance experiences or have had regulatory responsibility over the universities.

3.6.2 Interview Key Informants

The current Vice-Chancellors, Registrars, Regulators and current student leaders were the key informants for this research. This group is essential because their experiences in university governance as they live it provided the necessary data for the research. The other group that were interviewed within the same context was the Chairs of Councils because of their current roles as heads of the oversight bodies; university councils.

3.6.3 Documentary Review

The documentary review was in a way of authenticating some of the data that was gathered from the current and past leadership of universities and regulators in Ghana and mostly was carry out immediately after each interview, if there was need.

3.7 Credibility and Validity

Qualitative researchers utilize various validation and credibility strategies to make their studies credible and rigorous (Creswell & Miller, 2000). Credibility for this study was achieved using the validation strategies of triangulation. The different sources and methods of collecting data were for credibility and validity purposes. The data from one source was triangulated with the other sources of data (interviews and documents) and the different groups. Data from multiple sources provided corroborating evidence (Creswell, 2013) as data from current Vice-Chancellors, Registrars, Regulators, University Council Chairs and Student leaders on one hand and former Vice-Chancellor, Registrar and Regulators on the other, is to ensure some form of validity of the data. The final research work will also be peer reviewed by a

senior qualitative researcher serving as 'the devil's advocate' as posited by Lincoln and Guba (1985) and Creswell (2013) so that the researcher is kept honest.

3.8 Data Analysis

Qualitative data are what happens in a particular social setting or place among a particular group of people (Holliday, 2002). Qualitative data are usually reduced to themes or categories and subjectively evaluated as such emphasis is on description and discovery (Rudestam & Newton, 2008). The inductive model of thinking was used in the analysis by forming categories, and identifying patterns from the data (Creswell, 1994).

Qualitative research focuses on understanding human phenomena from investigations, making interpretation and given meaning to events that are being investigated.

To do this, the researcher should be one with listening, observing and forming empathic alliance skills (Rudestam & Newton, 2008). The researcher was mindful of the themes as they unfolded from the collected data and made the effort not to be tempted to structure or analyse the data prematurely. Once the basic data were recorded and transcribed, the data was reduced depending upon what was captured, reconstructed and analysed.

The interviewed audio recordings from the narrations were transcribed and sent to the respondents to be validated before the interpretation was made. This was to ensure that the views of the respondents had been captured rightly. The researcher adopted the discovery patterns format as advocated by Grbich (1999), Braun & Clark (2006), Babbie (2010) and Rapley (2011).

3.8.1 Discovering Patterns

This is a method that the researcher looks out for patterns across the data available through the cross-case analysis or the different subjects (Babbie, 2010). Six sub-topics are identified by Babbie when one uses this approach in identifying the core patterns in the data:

1) Frequencies: this refers to how often a particular issue occurs in the phenomenon.

2) Magnitude: concerns the level of occurrence.

3) Structures: what are the different types of this issue?

4) Processes: is there a particular order of the issues as they emerge?

5) Causes: what is causing the issue (s)? Does it occur seasonally or throughout?

6) Consequences: how does the particular issue affect the phenomenon like university governance?

The researcher relied on the themes from the interviews to analysed the data and in a similarly way, the themes teased out was aligned with other themes for a holistic overview.

3.8.2 Coding for Themes

The researcher adopted what Babbie (2010) calls the open coding and this is the initial summary, classification and labelling of concepts, ideals from data using the discovery of patterns in qualitative data analysis. Though the general concepts from the conceptual framework were used as a guide in the data coding, the codes determined the pattern and themes that emerged from the data because of the exploratory nature of the study. Where possible, some concept mapping was done to see the relationships among concepts or ideas in a graphical format.

3.8.3 Interrogating Documents

There is no format for searching for information from documents either than being careful in your reading for meaning and the substance of the documents (Thomas, 2011). The documentary research was targeted at specific issues as depending on the interviews and other areas related to governance at the university level in the selected cases and the regulators.

3.9 Ethical Issues

The researcher committed himself to be very confidential on matters that either the universities concerned do not wish to get out to the public or the

respondents in particular. The respondents were also assured of their confidentiality and that if at any time they did not feel like continuing in any of the methods being used to gather data that they were involved, they could withdraw (see appendix A). The researcher also tried as much as possible not to intrude into the culture of his subjects. The researcher's aim was to develop an understanding of how their systems work and relied on the respondents' view of the phenomenon (Creswell, 2009) with support from the documents.

3.9.1 Data Collection

During the collection of the research data, the researcher used consent forms to document that the respondents had duly accepted to participate in the research from their own free will and to also assure them that the information they provide was to be used purposefully for the research. The respondents were also assured of confidentiality and that if at any time they did not feel like continuing in providing information, they could withdraw. As much as possible, the researcher made every effort not to intrude into the culture of the subjects and the selected cases. In instances where audio recorders were used, the consent of the respondents were sought.

3.9.2 Data Analysis

Numerous ethical issues exist in qualitative data analysis depending on your phenomenon and the subjects of the study but in this particular research study, the researcher concentrated on three key ethical issues.

Subjectivity is of essence to the research because of the personal judgements and interpretation of the research data. With the researcher's deep background in university governance in Ghana every effort will be made to minimize to the barest (subjective) the researcher's biases in the interpretation of the data.

The second of the ethical challenges is protecting the privacy of the subjects of the research and the case studies selected especially that the researcher finds governance as a very delicate issue that lie at the core of every organization. In this regard, except the regulatory agencies and the National Union of Ghana Students (NUGS), all other institutions involved in the research have been concealed. In fact throughout the research only designations have be used, there is no mention of any

individual name. Additionally, every effort has been made to suppress details of institutions and individuals involved to avoid audience of the research figuring out the institutions and individuals that have been used for the research.

Finally, to ensure that the researcher captured the data rightly and has not misrepresented any of the respondents, the researcher reached out to almost all the respondents with the data captured for validation. This was to ensure that before interpretation is made to the data, the opinions and experiences have been rightly captured.

3.10 Researcher's Role

The role of the researcher is very crucial in qualitative research and the researcher needs to understand the role he/she plays in the study which includes some experience with the issue under study (Rudestam & Newton, 2008).

The methodology adopted for the study demands that the researcher acts as the primary instrument in data collection, and the approach chosen is in-depth interviews, dialogue with subjects of shared experiences, and in this case utilizing the researcher's own expert knowledge as a university administrator turned-researcher in university governance with about 10 years' experience of university governance and still actively engaged. As indicated earlier, the researcher's exposure and direct contact with university governance in Ghana is in diverse ways: first as a university student leader which offered the researcher the opportunity to be a member of university council and attended quite a number of university committees' meetings and as well as the university council. Secondly, as a second term university council member and that capacity, also represented the council on some of its committees and finally as a secretary to a council committee. All these opportunities made it possible for the researcher to interact not only with senior university management, council members but also university council chairs over the period.

However, the researcher's professional experiences in a participant role in university governance brings the potential danger that the research would be `contaminated', by the views and opinions developed as a consequence. In particular the researcher is aware of the potential pitfall of being bias, of seeing and interpreting

the world through the narrow professional perspective of his little experience and obscuring other views essential to the development of a complete picture. The challenge to the researcher therefore is to suspend belief and to explore as closely as possible the realities beneath previously-observed occurrences or lived experiences and to search for hitherto unobserved and even undiscovered phenomena.

The researcher's previous involvement and experience will only give him a support in the search for what exist in university governance and convincing explanations of the phenomena. There are talks and unsubstantiated comments that universities are going through challenges in respect of university governance and on that accord, the researcher considered it necessary to investigate and where appropriate, contribute to such discussions through empirical research data and findings. Researching the field of governance is problematic in general, and this research design is governed, in substantial degree, as explained, by the need to overcome difficulties by not mentioning any respondent or university's name in the entire research processes.

The most appropriate method, though challenging, is to gain direct access to two top senior actors in university management, two top student leaders and two top persons in both the supervisory council (NCTE) of university governance and the quality standards' board (NAB) for tertiary education in Ghana using the researcher's advantage of thorough familiarity with, and understanding of the field of governance and senior administrative work.

On this accord, the researcher therefore feels well-equipped to undertake "insider research" and confident that his own status, maturity and experience in university governance will help to facilitate both the access to documents and the interviewees. The more reason why the researcher couldn't have agreed more with Rudestam and Newton (2008), when they posit that there should be closer relationship between the researcher and the object of the study and the context that influence the study. In fact, in qualitative research, it is difficult to separate the researcher from the object of inquiry.

The researcher sought for approval from National Council for Tertiary Education (NCTE), which is the body responsible for overall supervision of Universities in Ghana.

CHAPTER 4

FINDINGS AND DISCUSSION

4.1 Introduction

The data in this chapter is about the three universities, three other institutions (NCTE, NAB and NUGS), a former Vice-Chancellor, former executive secretaries of NCTE and NAB, present and past student leaders. The data was collected using the interview method and when necessary, documentary review was done as a support to the interview. The data sources include 11 categories from 23 respondents as detailed in table 3.1 of this research. The data as captured looks at university governance within the context of how these respondents view the meaning and purpose of university education, the evolution of university education and its governance in Ghana and the key desirable university governance issues and how such have been managed in Ghana. The study progresses by analysing the key issues in respond to the research questions thematically from the transcribed interviews and as and when necessary supported by documentary excerpts.

4.2 Anonymity and Confidentiality

As captured in chapter three of this research, specifically the section that deals with ethical issues and as contained in the consent form (see appendix A), respondents were guaranteed of being protected. This was against the backdrop that governance is such a sensitive matter and very few executives of institutions including universities will want to disclose how their governing systems work especially as it relates to the internal nucleus of the institution. In the same way, respondents may not necessarily feel comfortable discussing issues pertaining to the internal institutional processes. To protect respondents and uphold the idea of anonymity, every effort was made to have respondents designated by codes. Table 5.1 provides the details of the respondents

(designations), the type of university/institutions/organizations that they represent and codes used for the purpose of anonymity and confidentiality as guaranteed.

Table 4.1 Respondents, Representation and Codes

S/N	Respondent	Representation	Code
1	Council Chair A	Public University	CC A
2	Council Chair B	Private University 1	CC B
3	Council Chair C	Private University 2	CC C
4	Vice-Chancellor A	Public University	VC A
5	Vice-Chancellor B	Private University 1	VC B
6	Vice-Chancellor C	Private University 2	VC C
7	Registrar A	Public University	Reg A
8	Registrar B	Private University 1	Reg B
9	Registrar C	Private University 2	Reg C
10	Finance Officer	N/A	FO
11	Student Leaders A	Public University	SL A
12	Student Leaders C	Private University	SL C
13	Executive Secretary, NCTE	NCTE	N/A
14	Executive Secretary, NAB	NAB	N/A
15	Former Vice-Chancellor	N/A	FVC
16	Former Executive Secretary, NCTE 1	NCTE	FES, NCTE 1
17	Former Executive Secretary, NCTE 2	NCTE	FES, NCTE 2
18	Former Executive Secretary, NAB	NAB	N/A
19	Former Student Leaders	NUGS	FSL

However, since observation was carried out in private universities before the interview process took place as captured in the methodology section, it will be prudent to highlight some key issues that were observed in these universities. The observation report is particularly important in that, it offered the researcher the opportunity to physically experience the difference between what was supposed to be the policies of these universities as against what was in practice and some other undocumented practices of the universities. This made the researcher more informed

on what was ideal as compared to what was been practiced in these universities. Additionally, the observation also aided in some of the differences and similarities between the public, quasi-public and private universities in Ghana.

4.3 Observation

The observation was carried out in two of the three cases that were used for the study. The main aim of the observation of the study was meant to inform the researcher on the current observable things particularly, on the physical environment, how senior management conduct their daily routine and the relationship between students and staff among others.

Interestingly, in both universities (private), they had smaller lecture halls smaller conference rooms, with fewer student numbers in each class as compared to the public university system. In view of the smaller student numbers in classes, they have the opportunity to sign class attendance sheets. A normal class size from my observation was not more than fifty students in the undergraduate class whiles the graduate classes had about ten students on the average. The students appeared to interact with each other more, most probably because of the fewer numbers.

Senior management (Vice-Chancellors, Pro Vice-Chancellors, Registrar's and Finance Officers) appeared to spend most of their time in meetings within and outside of the university. For example to have the opportunity to just introduce myself to the Vice-Chancellor C in his office, it took the researcher nine visits to his office though the researcher and the VC had communicated severally through the phone. However, it appears in these two universities (Private), most staff knew their roles as very few senior level staff were seen visiting the top management. Information to people who were not part of the university community seem to be controlled very tightly. This was because even though the researcher had written to management and had an approval letter from Registrar C, that he could use their university as a study centre. As a result, relevant staff and documents that were at his disposal, when the researcher asked for the strategic plan from the Pro Vice Chancellor, it took the approval of the Vice-Chancellor before the document was given released. Whereas in the public university, this document is a public document as the researcher

downloaded it from the university's website. Well, this is part shows the kind of management style that the university had, otherwise, was the Pro VC not competent enough to release the said document to any legitimate external person?

The two universities also appeared to have a handful of part-time lecturers because on many occasions that students were in class that there was no lecturer, each time the researcher went asking, the class representative always said the person was coming from outside meaning a part-time lecturer.

Another issue that the researcher observed in these universities was the evaluation of lecturers by the students. Students evaluated each lecturer and this evaluation formed part of the basis for the lecturers' promotions and other appointments. In fact, in a chat with Vice-Chancellor C, he appeared very strong on it saying that, "as a lecturer if more than 75% of your students have negative comments about you, then it is not possible to stay in the next academic year". He was quick however to add, "of course, this had to do with how you went about your lecturing assignment and not your personal life".

Another thing that the researcher observed in these two universities was that, there appeared to be very moderate spending on the purchase of vehicles for senior management. Whereas in almost all the public universities senior management had two official vehicles (SUV and one saloon), that was not the case in these universities. The researcher's checks revealed that only the Vice-Chancellor had an SUV and no one had more than one official vehicle in these universities.

The presentation of this part of the data is divided into four components, comprising: Meaning and Purpose of university education; University Governance in Ghana; Evolution of university education in Ghana and the Relationship between university governance and quality university education. The culmination of these four components provides the empirical evidence and discussion of university education and its governance system in Ghana using the selected universities.

Even though this section of the research addresses what constitute university governance in Ghana, in order that university governance is contextualised, the meaning and purpose of university education within the Ghanaian context is first discussed. In understanding what constitute university education and its purpose will go a long way for one to appreciate what constitute university governance in Ghana.

4.4 Meaning of University Education

University education continues to receive varied definitions from different persons within the universities and outside of the universities. The key issues that have emerged from these definitions and meanings assigned to university education has been summed up as university education being a place that research is conducted, provides service to the community and above all a place for training. Analysing this view, it appears to be the purpose of university education rather than its definition. Therefore, the argument that the university is a complex academic institution with autonomous system is what will be used. Therefore, these other views only go to justify why the university, regarded as a complex academic institution with an autonomous system. Thus, the university is an autonomous academic institution with a complex system. This was because according to the respondents, it offers holistic and divergent skills, career focus in nature; offering entrepreneurial skills; such that with these skills the individual becomes more useful to himself, the community and the society and above all being an academic training centre regarded as the highest point of education.

4.4.1 University as an Autonomous and Complex System

The general view expressed by respondents according to the researcher's understanding and interpretation is that the university is an autonomous academic institution that governed by a complex system. Why autonomous academic institution they explained because, it is a place that knowledge is created (research) and this knowledge affected people in the form of skills (teaching) being the highest among all the three levels of education in any country.

A key definition and meaning of university education as expressed by former Vice-Chancellor and former Executive Secretary, NCTE 2 is that of an institution with complex system with some level of autonomy. In the opinion of the former Executive Secretary, NCTE 2, the university is a complex entity because it is "a place where they determine their own work schedule, and their academic structure"; nobody from outside the university tells them what to do and how to do it. University autonomy has to do with the authority and powers of the university. The authority to

decide what to do and how to do it falls within that term university autonomy. It is not surprising therefore when the NCTE that is a buffer between government and tertiary education institutions has one of its values and core principles as "striving to protect academic freedom and autonomy of tertiary education institutions" from which universities belong. However, former Executive Secretary, NCTE 2 is quick to add that though the university as a complex entity has high level of autonomy on academic matters, it does not have "untrammelled autonomy on other" issues. The authority of the university is not absolute because it is subjected sometimes to other authorities depending on the issues. Among some of the issues that the university has autonomy on includes but not limited to staff qualification and recruitment, student qualifications, curriculum, and other internal policy direction. The university has the power to decide who qualifies to work and in what position especially within the faculty. On the other hand in Ghana, who is appointed into senior member position in the university is not totally under the control of the internal university system. This is particularly about public universities. The exercise of that power is vested within the university to put in the necessary system to employ qualified and competent people to such positions. Additionally, the curriculum to teach is the preserve of the university academic board according VC A but the former Executive Secretary, NCTE 2 disagree in part as he posits that, though academic board determines what is to be taught in the university, such is subject to the approval of the National Accreditation. However, if indeed universities were meant to produce the relevant skills for nation building, why would not other sectors of the national fabric be part of deciding what universities should teach. Though there might be some national guidelines on who qualifies for admission into a university like the case of Ghana, it is still within the authority of the university to determine who should be admitted into what programme and what to teach. The autonomy of a university emanates from the legislation that establishes it. So largely, most of the policy direction to the universities are determined by the university community themselves. Within that context, the university can be said to be a self-Organization. A self-organization is an organization that has the powers to set its own rules on governing itself without external interference. Such an organization periodically does self-appraisal to determine if it is on the right path in respect of agenda setting. This is because the powers of a

university to be "autonomous is to do things properly" with total regard to internal and external policies that have been put in place by the same system. Therefore, though universities generally will conform to national rules and regulations, the internal management of the university governs through self-made policies. A university Act, for example may say, the Vice-Chancellor shall be appointed by the university council but sets aside how it will be done to the determination of the internal policy (statutes) and the same applies to other key decisions making procedures in the university. It is probably for these reasons that Vice-Chancellor A argued that a university is an institution where you are given the autonomy to do things appropriately. But how much of autonomy should a university have? This question is relevant because, in the first place former ES, NCTE 2 posits that the university has autonomy on academic matters but "cannot have untrammelled autonomy on other issues". Secondly the judiciary is usually said to be independent and in it is the researcher's candid opinion that such independence is equally tantamount to autonomy. So what is it that makes the university unique when some other institutions are equally autonomous? It is simple; the university is the highest academic training institution that creates and preserves knowledge.

4.4.2 University as a Place of Creating and Preserving Knowledge (Research)

Indeed, it is the university's ability to create and preserve knowledge that allows it to be a centre that can impact knowledge and skills. No wonder that even with modernization, the university continue to focus on three cardinal areas: teaching, service and supported by research, a similar view expressed by Council Chair B, former Executive Secretary, NCTE 2 and former Executive Secretary, NAB. They defined a university to be a place where "research, teaching and service to the community" is done. Accordingly, Sanyal (2005) calls this; instruction and training (teaching); application of knowledge to serve the society (community service) and creation and preservation of knowledge (research). Though the various levels of these core areas may differ from one university to another in the case of a purely research university, teaching university and in both cases, these three areas manifest in every university with varying levels. It is therefore not surprising that in the view of some of

the respondents a university is not only a place for teaching but also research, and dissemination of the research to the immediate community. Nevertheless, beyond this traditional function of universities, should not universities look at new roles in response to increasingly multifaceted and global environment (EUA, 2009). This is more important because at the university level, "one acts on knowledge thus advancing the frontiers of knowledge". There is an inter connectivity between all sectors of the educational ladder (Basic, Secondary and tertiary) and the university is at the upper most in all the levels and serves as the reservoir of knowledge for instruction and training personnel for the other levels of education.

4.4.3 Universities as Centres of Instruction and Training (Teaching)

The University is a centre that equips individual with high-level cognitive and intellectual skills in the forms of problem solving, been analytical and a critical thinker, according to VC A. Precisely, he says, "if you are properly trained as a university scholar, you should be able to access situations as they are, think through and adapt a solution". However, will this suggest that university graduates who are unable to think through every issue and resolve same have not been properly trained? Similarly, university is a place that also equips the individual with the abilities to communicate (oral and written). Former VC similarly posits that the university is a place that equips people "to be critical in their thinking". It is argued here that, the university is not the beginning of skill transmission to the individual because University only provides the avenue for students to gain competence based upon earlier skills obtained from previous studies. As a student leader put it, university education is "advancing from your second cycle education and getting more training in specific field of career". Another student leader said with university education, "you restrict yourself to a kind of profession you want to do in future". So the kind of skills that you acquire at the university is geared towards a "career" and "profession". This is contestable because at the secondary level of education also, the subject that one chooses to do is dependent on the career that you plan for your future. Obviously, you cannot choose to offer courses like: accounting, financial management and abandon courses like physics, chemistry and biology when you plan to be a medical doctor in future. The kind of skills and knowledge that you therefore acquire at the

secondary level to a greater extent also depend on your future aspirations. However, another student leader said that at the university, you acquire "skills that you don't learn one thing, you are taught to acquire divergent knowledge". This is because in the university, there are core courses in addition to your main subject line courses that every student must do especially at the undergraduate level. So though, you might be studying accounting for example as a course, you will still be required to study some courses like communication skills and General Science. These courses are said to equip the student with the necessary skills to communicate effectively and understand simple scientific environment around, for example.

However, there are some other levels of education that provides entrepreneurial skills. The university is also said to be a place that trains the student to acquire entrepreneurial skills. Former VC for example, said the "university is a place that prepares the individuals to be entrepreneurial". This point is backed by some former student leaders who hold the view that university is a place that transforms the individual; "university is a place that you come out as a better person and can be on your own".

4.4.4 Highest Point of Education

University education is posited by respondents, as the highest point of education in every part of the world. This is because unlike all other definitions, this argument posits that university accumulates all the other levels of education such that, "it is at the top of the education ladder" everywhere in the world. The view of Council Chair A that university education is at the highest point of education is collaborated with the views of Vice-Chancellor B, VC C, former Vice-Chancellor, former Executive Secretary, NCTE 1and former Executive Secretary, NAB (ES, NAB). Council Chair A said "university education is the highest in our educational system and even in the world" whiles former VC posited that "university education is sort of the highest level of education that any country or any person want to aspire to be". Possibly because it is only in the university that a Doctor of Philosophy Degree (PhD) or doctorate degree which is the last among the three academic degrees that can be awarded. Also, the type of education that one gets in the university is at an upper level of training built on lower levels of education that the individual would have already

acquired. Similarly, in as far as the former heads of regulatory agencies are concerned, they hold the view that university education is at the top most of the educational ladder in every country. Former ES, NCTE 1 for example said that "University education is at the top of education in every country", whiles former ES, NAB defined university education as "the upper-most of the educational ladder". Certainly, these views suggest that there is no other form of educational training that is higher than what a university offers. However, what kind of training is offered at the university rated the highest in every part of the world? According to the respondents, universities are unique academic institutions that provide training that is the highest amongst all levels of the education, train individuals to be entrepreneurial, career focus, with divergent and holistic in nature with the aim of transforming the individual to be useful to the individual, the community, the nation and certainly to society. It might as well be relevant to question the role of university education in modern Ghanaian society. In conclusion, taken the views of the respondent into consideration, the researcher accepts in part the definitions offered. The argument that the university is the "highest, complex and autonomous" academic institution where teaching, researching and service to the community appears suitable. Universities apart from being for teaching, researching and service to the community must be autonomous from any external controls especially concerning curricula; assessment and standards of awarding degrees and admission of faculty. Though it is true that universities offer various skills (divergent, holistic, career focus and entrepreneurial) to individuals, that cannot be used as the definition of a university as it appear to be more of the purpose of the university rather than its definition. Therefore, the university is the highest complex and autonomous academic training institution. It is complex and autonomous because not all academic matters are subject to the interference of any external force and regarded as the highest training because, it is the last of the three levels (basic, secondary and tertiary) of education in any country. This provides the opportunity to discuss the purpose of university education in the next section.

4.5 Purpose of University Education

University education continues to serve many purposes as expressed by respondents. The purposes of university education include but not limited to university education been geared towards: national development (self, community, and country), Skills and Knowledge for Job; Agent of Change; Networking and Linkages and avenue for Leadership training**.**

4.5.1 Skills and Knowledge

According to Registrar A; ES, NCTE; Student leaders; former ES, NCTE 2 and former ES, NAB; universities give "knowledge and skills" to their graduates. Accordingly, Council Chair B; CC C; some former students; former VC; VC B and current student leaders argue that the skills that the university provides is "divergent, holistic, career focus and entrepreneurial" in nature. To support the view that universities in deed equips the individual with skills the researcher further argues that University education equips the individual with high-level cognitive and intellectual skills in the forms of problem solving, been analytic and critical in your thinking. Complementing these other skills, the university also equips the individual with the abilities to communicate in both oral and written so you can express yourself in both writing and speaking. To a greater extent therefore, university education is a means of gaining a job or provides one with the skills that permit entry into a desirable future career. In summary therefore, university education advances the intellectual skills, communication skills, interpersonal skills, vocational and employable skills of the individual. So why are there still university graduates without jobs if they do have all these skills? Because even if there are no jobs out there, since they have been equipped with entrepreneurial skills, they should be able to create some jobs for themselves. It is for this reason that what goes into (inputs) university education and the processes remain paramount so that the skills that are impacted to the graduates can meet the desired quality for national development.

4.5.2 Agent of Change in Society

According to Vice-Chancellor A and also posited by a current student leader, a key purpose of universities is to add value to you as an individual and also, add value

to society because as an individual, what you do also affects society. A general view held by the respondents is that the products of universities serve society. So assuming that it is true that universities are the trainers of those within society will suggest that universities play a significant role in what society was, is and hopes to be. All other levels of the educational system are resourced by the university when it comes to manpower directly or indirectly because university graduates are found across the basic, secondary and even tertiary levels of education. So if the values of society are not been respected today should the universities be held accountable since the one purpose of university education is to imbue in its graduates skills that are relevant for societal change? This is more worrying in the face of the argument that "Universities act as agents of positive change in society" such that "any added value to a university can yield a quadruple value for the nation" according to ES, NCTE. Much as the researcher agrees with this argument, there seem to be a gap between what some members of society experts of university graduates as against what they really do. In spite of the huge numbers of university graduates that are manning all levels governance within the Ghanaian society, very little in terms of positive change is been experienced, according to Vice-Chancellor B and Registrar C. The reason Registrar C concludes that, "the educated people have failed this country". Could it be that universities are not equipping its graduates with the desired skills that are relevant for society to effect positive change? Or that what the universities are impacting to these graduates are not so relevant to societal needs. The researcher's view is that either the right (quality and quantity) inputs into the training are inadequate or there is total disregard for usage of the skills acquired in the training because this university graduates are meant to be leaders in wherever organization they find themselves. Additionally, if the content of what universities reach and teach is solely determined by only the universities, there is a tendency to produce graduates that may not be relevant to societal needs.

4.5.3 Leadership, Networking and Linkages

4.5.3.1 Leadership

Respondents also indicated that another purpose that university education plays is training people to hold leadership positions. Though this appears to

be the classical purpose of university education, this purpose has not completely faded out because at the university level, one is trained to not only to take care of himself but also for others. The argument posited by VC A and former VC that though there are other people who are supposed to be productive because "they have attended secondary school" and other levels of education, "but you become the manager to supervise and to assist these people to develop" as a university graduate further goes to support the point that university provides a kind of training that equips the individual with some leadership skills. Similarly, the view of former executive secretary, NAB that the purpose of university education is to equip you with the knowledge and skills to manage yourself and others, further alludes to the argument that university education trains one to become a leader. The university is "a knowledge based community that provides you with the managerial and supervisory responsibility" because in the university you are trained not only "to take care of yourself but to support others".

4.5.3.2 Networking and Linkages

Another purpose of university education as stated by respondents has to do with the fact that university education creates a platform for interaction forming some networking and linkages. The executive secretary, NCTE for example posits that taking his background as an instance, he probably wouldn't have been able to interact with certain people if not for education. A former student leader similarly university education offers one the opportunity to meet people who can be helpful to you in while in school and in the future hence her argument that university education creates linkage and networking.

4.5.4 National Development

The three council chairs all posited that university education prepares individuals for national developments. Chair A posits that the purpose of university is for "national development", whiles Chair B said university education is "there to facilitate national development". Chair C says that university education is "meant for nation building". According to Vice-Chancellor C, the university is a place that the man power needs of the country are trained. Similarly, Registrar B argues that a university is meant to produce the human capital needs of the country in all sectors of

economic advancement. It is the researcher's view therefore that if the manpower needs of a country are trained by the university as one of its purposes, then it stands to reason why university education serves national development. A flashback at the sub-heading that universities impact to their products skills and knowledge that are relevant and useful to the society, might be a justification for the argument that such knowledge and skills are for national development. The skills that the individuals get from universities make them well trained and equipped to be productive within organizations that they find themselves. A well-trained and highly educated workforce underpins growth because skilled labour can be deployed flexibly to achieve high levels of productivity through the application of existing technologies and innovation that university would have impacted on its graduates goes to the benefit of national development. To further argue in support of this point, former Vice-Chancellor posits that "university trains one to be entrepreneurial, innovative and critical thinker" suggest that you can be useful not only to yourself but also to your country. So how do you become useful to a country if your skills do not fit well into the national development agenda? Following these arguments, the researcher agrees that the university remains a place that the man power needs of the country are trained. Agreeing with the views expressed by the former VC, a former student leader also posited that the university equips you with the relevant skills and knowledge so that you can get a job because when you graduate from the university you can be on your own so as to be "useful to your community and country". As Registrar C put it, "the educated group of our society who have managed our nation have failed us". His argument is that since it is the educated group who are at the hem of affairs nationally and the country is not developing, then they have failed the nation as he again put it "they have mismanaged all sectors of our rich and prosperous nation, Ghana". Unfortunately, almost all of these persons have attended one university or the other with not just bachelor's degrees but some with masters and others with doctorates, he added. The argument put out there by Registrar C justifies the opinion expressed by former Executive Secretary, NAB. He opined that as witnessed in many countries like the USA and UK, Universities have been the "base for transforming a country", in that, universities provide the right calibre of the human capital to support the developmental agenda of all nations. Indeed, it is therefore not surprising that the

National Council for Tertiary Education (NCTE), in its mission statement for strategic plan (2010-2014) states that it will among other things "ensure that tertiary education assumes its rightful role as a catalyst and resource base for national growth and development". This in part suggests that universities have not been able to assume their rightful role of being the human resource anchor for national development. According to Vice-Chancellor C, the university is a place that the man power needs of the country are trained. Similarly, Registrar B argues that a university is meant to produce the human capital needs of the country in all sectors of economic advancement. According to Vice-Chancellor C, the university is a place that the man power needs of the country are trained. Registrar B also argues that a university is meant to produce the human capital needs of the country in all sectors of economic advancement.

The researcher's view on this subject is that universities indeed serve the nation with the human resources across all sectors of national development agenda. But economic development of a nation must be sustained through a transformed society that is civil through change. Additionally, it is the researcher's view that well-skilled labour that is not supported by a discipline, transparent and persons with integrity within the society may erode all the gains, the reason why the universities must also be seen to be training its products with people of integrity to act as agents of change in society. Based upon the argument that a key purpose of university education must be geared towards national development justifies the rationale behind the setting up of university education in Ghana in 1948.

4.6 University Governance in Ghana

This section of the research report espouses the point that before key issues in university governance can be brought to the fore, it is important to capture what the views of respondents are in as far as university governance is concerned. Therefore, the first part of this section is devoted to what respondents think is university governance and the second part brings out what they feel are the key issues in university governance in Ghana. The last part of this section is dedicated to the discussion pulling out the major issues that cut across the definitions of university

governance and the key issues that underpin university governance in Ghana. In this particular sub-section, the researcher has pulled out the key issues from the definition of university governance from the responses of the interviews based upon his understanding for discussion. The issues therefore ranges from University governance as; Structures, Policies, Systems and Regulatory; Leadership, Stewardship and Managing Resources.

4.6.1 Regulatory; Leadership, Stewardship and Managing Resources

So to govern a university is to be a good steward; going according to the rules and giving a good account of your actions and inactions especially the management of the university. And so to govern has to do with managing resources so there is a link between resources and institutional priorities. But Vice-Chancellor A thinks otherwise when it comes to enforcing rules. He holds the view that as a Chief Executive Officer (CEO) of a university you need to know when to relax the rules and when to apply them strictly; "knowing when to be tough and when to be relaxed when it comes to the rules". Additionally, university governance to him has to do with:

> The Vice-Chancellor being on top of the issues, been very fast at taking decisions at the spur of the moment. Yes, there are policies, there are regulations, books talk about good governance, but for me there shouldn't be any formula.

His argument is based on the premise that for example; in a public university where government does not release subventions in good time (5 months behind schedule) and so Vice-Chancellors go and borrow money to pay salaries meanwhile such universities have monies lying in faculty accounts that will not be in use for the next 5 months. In his own words, he posits that:

> I know of universities within the system where they borrow to pay salaries while they have money sitting in the faculty account somewhere. So why can't you pull that money into the central account, pay salaries and when government pays the subvention, you repay instead of going for a loan?

His position is that, to govern in a university, you need to be innovative and proactive in solving the problems that come your way. Going strictly to the laid down norms sometimes worsens your problem. He however admits that as a university that exist in the global world, you look around and see the best practices and see how best your system can absorb some of those things and try to implement them. "So you are looking out there for the best practices around the world but you must respect your local environment's ability to adapt into these best practices". Adoptability, yes but when it comes to enforcing rules or applying the laws, should there be any discretional power? In a system of governance where leadership decisions are based more on what and how they feel rather than going according to laid down rules and regulations may not be helpful to the system. Where there are no laws, natural justice requires that conventions are applied, except that; the particular issue is emerging for the first time in the history of the institution.

The view expressed by Registrar B that university governance entails how to look at your resources available and distribute the resources in such a way that the vision and mission of the university is achieved fits well into those other views expressed by Council Chairs, some Vice-Chancellors, Finance Officer, Former Vice-Chancellor, some student leaders, former regulators and current regulators.

Of course as posited by Vice-Chancellor B and also by Council A that university governance involves the management of resources certainly comes with accountability issues. It is therefore not surprising when the finance officer of a university in defining university governance posited that in practice, good governance in a university means accountability. "It is to ensure that accountability in terms of stewardship always exists". In doing so you are "committed to adhering to the hierarchy, systems, laws, rules and policies in a transparent manner so that you safe guard the interest of all stakeholders".

Agreeing that university governance involves stakeholders is also to suggest that university governance is about running the university according to plan; and "how the council and its committees relate to ensure that all stakeholders feel satisfied" according to a student leader must equally be important. So if university governance means who is in charge and therefore more about the Council and how it coordinates and directs the mission of the university, then those on the university

council must be people of integrity. Council in its effort to play the oversight role monitors the progress of bench marks set and holds those in management accountable. Council governs whiles the Vice-Chancellor and his management team manages.

The next section of this report is an evolution of university education in Ghana from the views of three seasoned senior university administrators: Former Executive Secretary, Former Pro Vice-Chancellor, Dean and Head of Department; former Vice-Chancellor, Former Pro Vice-Chancellor, former Dean and Head of Department and a former member of the Ghana Education Council, former Executive Secretary of NAB and currently a council member of the National Accreditation Board of Ghana. This is meant to examine if the role and purpose of university governance has changed and what the differences are between the old and new system of university governance in Ghana.

4.6.2 Historical Account of University Education Governance System in Ghana

In this section of the research, the researcher tries to consolidate the narratives of the three eminent former senior university administrators and former regulators in a bit to give an account of how university education governance system has operated in Ghana since its inception in 1948. As mentioned earlier the views expressed by these individuals are given a onetime coherence such that the narratives complement each other. The section concludes with the key differences between the old and new university education governance systems in Ghana taking cognisance of the university education reforms of 1991.

University education started in Ghana in 1948 with the setting up of University College of Gold Coast under the mentorship of University of London. Even though university education dated back to the days of Achimota School, "it is not officially regarded as university education because this only provided training of pre-first year university courses". Indeed the fact that the "British colonial government set up the Asquith Commission, in 1943" to investigate higher education and determine where they could set up a university for British Colonies in West Africa (Nigeria, Ghana, Sierra Leone and the Gambia) gives the testimony that there was no formal university education in Ghana until 1948.

Prior to the setting up of the University College of Gold Coast, the British colonial administration approved a minority report of a Commission which recommended that the University for the British Colonists in West Africa be set up in Ibadan, Nigeria. Unfortunately or fortunately, a group of elites in Gold Coast (now Ghana) disagreed with this report and subsequently petitioned the British authorities.

> But certain celebrities in Ghana including Dr Joseph Boakye Danquah (J. B. Danquah) and Kwabena Sakyi, a prominent lawyer in those days decided they wanted a university in Ghana. (Former Executive Secretary, NCTE 1)

So they put up another proposal and this was accepted provided the university was to be funded by the colony itself. So the concept of self-financing of university education started as far back as 1948 even though, the research cannot confirm if indeed funding the University College of Gold Coast was entirely taken care of by the colony and if it was, how it raised the funds cannot also be determined. Accept to say that at least the first ten batches of the university college were not only provided with free luxury accommodation and given allowances, but were also provided with meals as former executive secretary, NCTE 1 who was a student from 1956 to 1959 put it:

> I went to university college of Ghana, now Legon in 1956. We were actually the first people to go into commonwealth hall. Commonwealth hall was built for 300 students each one occupying one cubicle bigger than this office, but at that time there were only 53 students in the hall. At dinning we were served on silver ware by well-dressed stewards, we were fed 3 times daily, in addition to snacks at 10am and tea at 4pm. At that time we were getting an allowance of 39 pounds a semester.

Several issues arise with the above statement; did the country Ghana fund university education from the taxes of the colony or there was some foreign support? Of course the numbers demanding university education were very low. But it is important to ask what plans were put in place by the political leaders to fund education in the future? How did Ghana as a country progress from this luxury of yesteryears to today where universities are facing huge infrastructural challenges? As

the three Council Chairs all posited that the biggest challenge that their universities face is "huge infrastructural gap between student populations and available accommodation; academic and non-academic facilities". Additionally, the three Vice-Chancellors also alluded to the challenge mentioned and added that "to recruit and retained qualified academic staff possess a challenge to university education" and for that matter university governance. Very aging faculty are retiring but no qualified replacements especially that the minimum entry for an academic position in the university is now a PhD. Extracting from one of the universities, though the same exists in all the strategic plans of the other two universities in this research is "to recruit and retain high calibre qualified, committed and willing academic staff", confirmation that qualified academic staff is an issue in not only private universities but across board. Did we have a staff development plan and financial sustainability blue print? And if yes, what happened to it; if no, why?

The focus of the University College was more classical in its graduates as its aim was to train graduates to replace the upper labour force of the Gold Coast who were mainly expatriates. As a respondent put it, 'Initial purpose of university education was meant to replace the expatriate staff and therefore was more classical". Indeed, this was not only about Ghana as in classical times, universities trained only leaders because only those who were in leadership brackets could afford to go to the University.

The University College of Gold Coast therefore started and went on, but it was just about this time that the fight for independence also intensified. So Dr. Kwame Nkrumah, the first President of Ghana came and decided that because "the country was heading towards independence, and of course at that time the civil service was all made up of expatriate staff", there was the need "to develop Ghanaians to replace these people when independence takes place". Apart from "the sole administration, the country also needed certain individuals to start with developmental agenda of the country" and so came into fruition the Kwame Nkrumah University of Science and Technology (KNUST) in 1952. The KNUST succeeded the Kumasi College of Technology which was established by a Government Ordinance on 6th October, 1951. "It was however, opened officially on 22nd January, 1952 with 200 Teacher Training students transferred from Achimota School", to form the nucleus of the new College.

The other problem was teachers because in 1960 Dr. Kwame Nkrumah launched the Ghana Education Trust (GET) and "we needed teachers for the numerous (at the time) secondary schools around, at least not less than 50 schools. Now how do you get the teachers"? So the idea was to establish the University of Cape Coast, which was started as a "University of Science Education in October, 1962". The University was established out of the need for highly qualified and skilled manpower in science education. Its original mandate therefore, was to train graduate professional teachers for the country's second cycle institutions and the Ministry of Education, in order to meet the manpower needs of the country's accelerated education programme at the time.

From 1962 when the University College of Science Education was established, there was no additional university that was set until 1992 when the University for Development Studies was set up. So University of Cape Coast came as the last university to be established under the old system of university education whiles University for Development Studies (UDS) marked the beginning of the new educational reforms of 1991.

Apart from the other reforms that the university education witnessed, a key feature was how university councils now has the power to appoint the Chancellor of their respective universities which title hitherto was for the Head of State of Ghana. Additionally, the old system empowered the government of the day to appoint the Vice-Chancellor with recommendation from the governing council but this practice was also reviewed as councils were now empowered to appoint the Vice-Chancellor and only inform the appropriate stakeholders which includes government.

Upon the recommendation of the University Rationalization Committee (URC) and the subsequent government white paper that university education fell short addressing problems of the society and only sought to focus on theory rather than practice, University for Development Studies was established in March 1992 by the Government to:

Blend the academic world with that of the community in order to provide constructive interaction between the two for the total development of Northern Ghana, in particular, and the country as a whole (PNDC Law 279, Section 2c).

The University was therefore borne out of the new thinking in higher education that emphasized the need for universities to play a more active role in addressing problems of its society, particularly in the rural areas.

The UDS by its mandate and nature of her constituency is pro-poor focus and also located in the three poorest regions of Ghana (Northern, Upper East and Upper West Regions). The university started as a full-fledged university with the powers to award its own degrees, diplomas and certificates without being affiliated to any older university.

Then followed the University College of Education of Winneba (now University of Education, Winneba) in September, 1992 under the mentorship of the University of Cape Coast. The core mandate of the University is to produce professional educators that will "spearhead a national vision of education aimed at redirecting Ghana's effort along the path of rapid economic and social development". The university came into existence as a result of the amalgamation of seven diploma awarding institutions and has four campuses located at Winneba (Head Quarters), Kumasi, Ashanti Mampong and Ejumako. The university also has 32 study centres doted across the country. The University sought to bridge the gap between the demand and supply of teachers as a result of the massive expansion at the basic and secondary levels of education in Ghana.

Other public universities that have been set up along with the private universities since the educational reforms of 1991 include: the University of Mines and Technology (UMaT), Tarkwa; University of Professional Studies, Accra (UPSA); University of Health and Allied Sciences, Ho and University of Energy and Natural Resources, Sunyani. According to the National Accreditation Board, there are nine public universities and one professional university. There are also about 61 private universities/university colleges and institutions that provide degree programmes in Ghana.

The Ghana Institute of Management and Public Administration (GIMPA) and the Ghana Technology University College (GTUC) operate in very different way as compared to either being public or private institutions. These two institutions though are not on government subvention; government appoints persons on their governing councils one of whom is the Chairman of the Council. These two institutions however

with approval from their governing councils are allowed to charge full fees to run their operations. Whiles the governing councils of these two institutions are formed by the government of Ghana, they are financed through self-generated funds. In the case of GIMPA, it was taken off Government Subvention in 2001 but for GTUC, the university college has never been funded by the state. GTUC was started as a kind of relationship between the Government of Ghana and the then Ghana Telecom Company. These two universities charge their own fees and except the appointment of the governing councils, government has virtually nothing to do with them. Through these fees, they are able to carry out their mandates. Could this be suggestive that the public universities in Ghana can be taken off government subvention if they are allowed to charge their own fees as GIMPA and GTUC do? So the ownership of a university might not be the issue but being given the option to determine what charges are reasonable and acceptable to be able to run the operations of the university; private or public alike. As it is currently, the ownership of GTUC is not clear because whiles it has a council that is formed by the government, Vodafone Ghana which acquired majority shares of Ghana Telecom Company, claims ownership of the facilities in the university. The University College Strategic Plan (Ghana Technology University College, 2011, p. 6) puts it:

> GTUC still has a status issue. While the school is governed by a Council formed by the government, Vodafone also claims ownership of the university facilities. There is the need to have this issue resolved to enable the school have an identity. This is one of the issues confronting the school.

Apart from the public universities, which were set up with a national agenda in mind, there is no evidence that the private universities were set up with the view towards meeting the national agenda apart from the access objective of the educational reforms. Accordingly, a retired regulator put it; 'I think that we were a bit too lenient in allowing some of these to go through'. His view is that when the state opened up tertiary education to private participation, there should have been a guide on which areas such private participation should focus on instead of living it entirely to the decision of the private entities.

According to former Executive Secretary, NCTE 1, education in general from the "1970s to the mid-1980s went into sharp decline", and for which reasons informed the basic and secondary educational reforms of 1987 in Ghana. These reforms brought in the 6-3-3-4 of education in Ghana putting aside the 6-4-7-3 years reducing the number of years from twenty to sixteen to progress from primary to university. So the 1987 reforms have six years of primary education, three years of Junior Secondary School, three years of Senior Secondary School and four years of university. The four years in the university as in figure 4.2 has to do with general degrees whiles other courses like Medicine, Architecture and Law (professional) takes much longer period. Specifically, the new education reforms of 1987 took the form as indicated in figure 4.1 in respect of years.
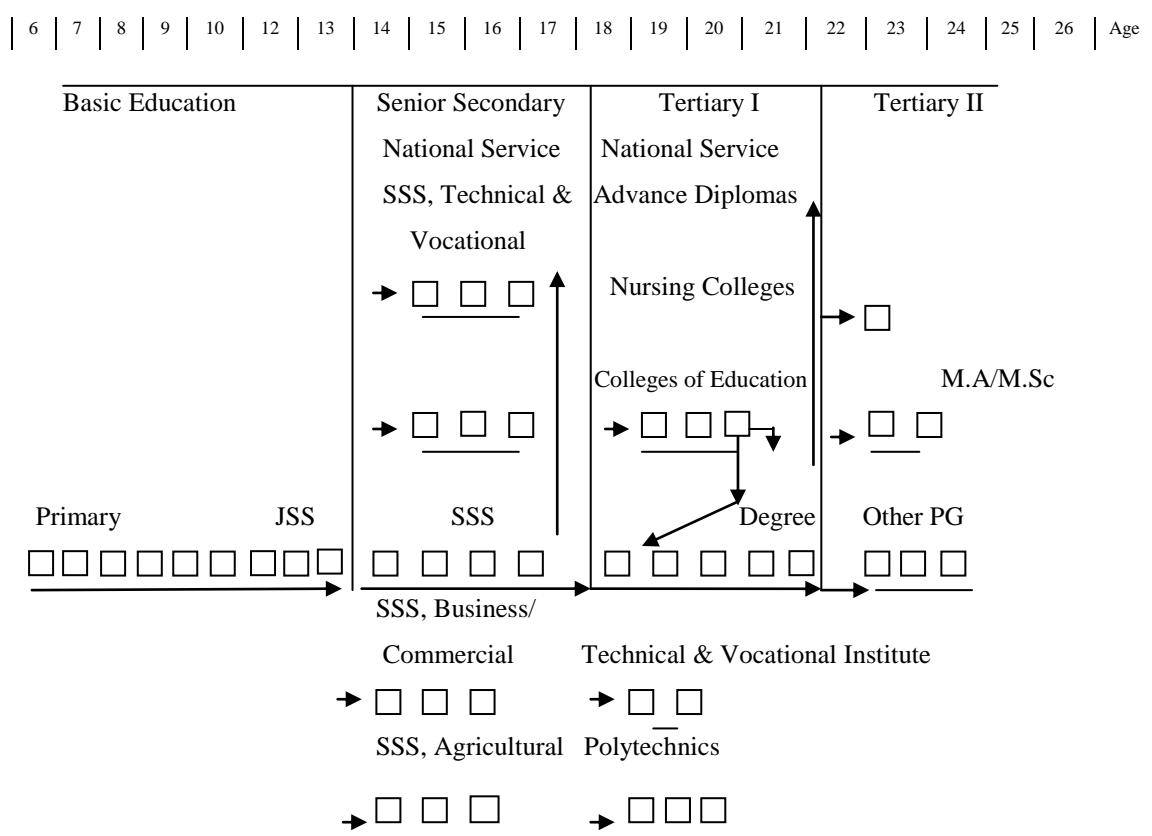
Figure 4.1 Structure of 1987 Education Reforms in Ghana
Source: Bingab, 2012, p. 40.

As illustrated in figure 4.1, 'the reforms were tailored more towards the USA module of 6-3-3-4' thus moving away from the initial British system that had Ordinary Level ('O' Level) of five years secondary school and two years of Advance Level ('A' Level) and emphasized more on vocational and technical education (Polytechnics and Vocational Secondary Schools).

As part of the total educational reforms in Ghana the University Rationalization Committee (URC) was also constituted in 1987 because, there was need to revamp and open up the university education system. The need became more prominent because with the reforms at the basic and secondary levels as more demand for higher education was eminent apart from the structural changes that were required of Universities. The committee released its report on the state of the higher education in the country and included in the report were the changes that were needed within the structure, administration and governance of higher education institutions. As was captured in the terms of reference for the Committee, its main objectives were "to develop strategies to expand access and equity, to improve efficiency and effectiveness at the university" level so as to improve on the quality and relevance of degree programmes.

Based on these objectives, the URC identified some key issues facing the higher education in Ghana and recommended the way forward as:

1) Restructuring of academic programmes to be relevant to students and the economy

2) Effective managing of higher education so that it will be cost effective

3) Improving the existing facilities and efficient utilization of available resources and space

4) Finding new strategies to expand higher education in Ghana.

In all, the URC made 166 recommendations to reform the higher education system. These were adopted by the government and became the Government White Paper entitled "Reforms to Tertiary Education System" issued in 1991. Indeed the reforms at the university level advocated for Ghana to open up university education to private participation because this was the time that there was a demand across the world for all countries to open up their markets, apart from the need arising from

increased in enrolment at the basic and secondary levels of education. As a regulator put it:

> I can say that because of limited access to public institutions, the reforms thought it was prudent to open University education up and it was all across the world. You know when all those market reforms, globalization and all those reforms set in, it affected education as well. So if we are opening up our markets, education is also part of the market so let us open it up to private participation and that is how come the law allowed private participation.

In summary the university educational reforms of 1991 were targeted at improving quality, efficiency, access, equity, relevance and sustainability, a suggestion that prior to the reforms university education had challenges in its quality, efficiency, access, equity, relevance and was not sustainable, to say the least.

4.7 Policy Differences between Old and New University Education Governance System in Ghana

University education in Ghana might appear young if you compared it to the UK in Europe, Thailand in Asia, Australia and the USA but six decades of university education as accounted for has come with some issues worth thinking through especially comparing the period of 1948 to 1991 (closed door policy on university education) and the period of 1992 – present (open door policy on university education). There has been increase in institutional capacity to regulate university education for access and quality; funding university education strategy has changed; university councils have been empowered more and above all, the introduction of private participation in university education.

4.7.1 National Policy Shift on University Education

As posited by the respondents, the university educational reforms ushered in private participation in university education. Before the reforms, there was only

public university education in Ghana a situation that appeared not be sustainable because of the ever-increasing demand for university education, coupled with the education reforms of 1987 at the basic and secondary levels that created more basic and secondary/technical and vocational schools. The national policy shift now welcomed private sector into university education unlike in the previous. The current system has provided more access to university education and the researcher thinks, that the policy change was in the right direction but as to the relevance and quality of the current system will be determined by a lot of factors including the inputs that go into university governance. As part of the private participation into university education there was need to strengthen institutional capacity to supervise and monitor university education to ensure standards are maintained.

The new university governance system based upon the reforms now has two statutory regulatory agencies responsible for university education. One meant for the general oversight responsibility of universities (NCTE) and the other responsible for quality assurance issues (NAB) unlike in the past when there was only one body, the University Commission. Though this is a good idea to have two institutions, it might be partly because with the private sector participation in university education without an upper limit to the number of universities, the two regulatory bodies will be sufficient to handle the increases in the number of universities on matters of supervision and ensuring that quality is not compromised. So far the regulatory agencies have proved to be effective in the discharged of their duties as they have very swift in handing any regulatory issue as far as university governance is concerned.

4.7.2 Funding University Education in Ghana

As narrated in the historical account, university education in Ghana though started as self-financing by the colony, the entire training of the university graduate was funded by the state. The universities were well-resourced by the state and in addition paid allowances to the university students. Under the current university education system, the cost of running the university is a partnership between the state and the students at the public sector whiles at the private and quasi-public sector, the students bear the full cost of their training. It is the researcher's candid opinion that

the old system where the state was responsible for the total cost of training a university student is not sustainable as getting resources for other equally important sectors of the national economy was going to post a serious challenge to the country. Especially that, some of those who were trained left to the western countries for greener pastures.

4.7.3 Powers of University Councils

The University councils have more powers now than in before the university education reforms in Ghana. Under the former university education governance system, the powers to decide who was the Chancellor of a university was not at issue at all as the Head of State was the Chancellor to all universities (public) in Ghana by law. Additionally, the government of the day also appointed the Vice-Chancellor of the University.

However, the current arrangement gives powers to the university council to appoint the Chancellor and the Vice-Chancellor of the University. The researcher believes that the new system allows the university to be more autonomous as the Vice-Chancellor will be accountable to the governing council of the university which is composed of stakeholders of the university and not just the government. This has minimized the interference of the government on the day-to-day operations of the universities. As far as the quasi-public university education is concerned, the appointment of the Chancellor and Vice-Chancellor is within the powers of the university council. Whiles the power to appoint a Vice-Chancellor is vested in the university council, the owners of the private university decides on who can be the Chancellor of the university. The researcher argues here that in the case of the private university, it may be difficult to entirely leave the appointment of the Chancellor in the hands of the university council because of private interest.

4.8 The Key Desirable University Governance Issues and Quality Education in Ghana

If it is true that university governance is about the structures, systems, policies, processes and procedures that universities adopt in the quest to guide everyone in the

enterprise to justify their activities for legitimacy so that universities can achieve their visions and missions, then it should sound normal to say that university governance is a process and not an event. Governance involves collaboration between management, the board and stakeholders. It also provides the structures, systems and sometimes the means that the institutions can use to achieve their set objectives.

It is therefore important to find out the desirable university governance issues that arise in this process of working to achieve the objectives of the university. Several issues have come up from the respondents. Key among these issues that will be subjected to further deliberations has been grouped into four thematic areas: Funding, Accountability and Infrastructure; Regulating and Quality; Legislation and policy and Stakeholder Participation. The details of the themes have been discussed below.

4.8.1 University Governance as Structures, Policies, Systems and Regulatory

As far as the data is concerned, almost every respondent indicated that university governance cannot be separate from the structures, policies, systems and regulations that guide the operations of a university. Accordingly, they posit that University governance is about "structures or framework that the owners or regulators put in place to protect their interest and those for whom they represent". In that context, university governance entails the various Acts or Constitutions, Policies, Rules and Regulations that guide the operations of a university. Though Tierney & Lechuga (2004) collaborates with this view when they view governance as the agreed form, structure and process involved in decision making, shouldn't that have a link with the goal and objectives of the university? A reason we couldn't have agreed better with. Council Chair A, when he views university governance as putting in the necessary systems so that the university management can be effective and efficient towards the realization of the mission and vision of the university. He opined that:

> University governance from council's perspective is to ensure that all relevant policies, systems and structures are allowed to function such that those in-charge are made responsible and accountable for all their official activities. So council is there for that purpose of decision making and accountability.

Council Chair B collaborating with Chair A argues that it is the policies and structures of the university that council and management use as guide in the operations of the university. But it certainly cannot be enough just to have 'sleeping policies' while the operations of the university is based upon discretionary power. Council Chair C believes that the purpose of the policies and structures is for results as expressed by his colleague, Council Chair A. Similarly Vice-Chancellor A posits that university governance has to do with the core mandate of the university thus using policies and regulations to serve as a guide in decision making since governance involves taking decisions. Arguably however, he contends that to manage your resources, taking decisions, being accessible as a leader, constant appraisal of your institution and looking at policies all form the governance system. These policies can be both internal and external. Some of the internal policies he mentioned include University Act and some external being Public Procurement Act and Financial Administration Act. Interestingly, VC B posits that university governance is about leading and managing the system to improve your institution taken the target set as your pointer, which to some extent is not too different from VC A. However, for VC C, who says though his university is a private university, they have adopted almost the carbon copy of the public sector governance style with the authority there. Possibly this is the kind of authority that prevented his Pro VC from releasing the university's strategic plan until his approval. The idea of seeking approval from a VC to release a Strategic Plan of a University, which is supposed to be a public document, appears absurd, more so in a private university that had given approval for the study to be conducted on its campus made it more shocking.

Additional feature of university governance as posited by respondents is the committee system of governance (Reg B and C). The University Council is a product of the Structures and Systems that govern the university management. The committee system which is led by its governing council is composed of many boards and committees. There is therefore some level of hierarchy to provide the necessary authority for smooth operations of a university. For example, in a university, the governing council's decisions are final but will refer such matters that border on academic issues to the academic board. So, how do university council decisions become final when academic matters are solely the preserve of the academic board?

Whereas every university council is composed of people from both within and outside the university with its chairperson usually from outside of the university, the academic board is mainly staff of the university and in most cases faculty and is chaired by the Vice-Chancellor. Within the Ghanaian context, university councils are composed of lay majority. This means, majority of the members of council come from outside of the university. In all the three universities, at least fifty-one per cent of the council members are people outside of the university. The lay majority system avoids a situation where members of the university council within the university can just rise and take a decision for and on behalf of the university council without necessarily the involvement of the external members of the university council. As former Executive Secretary of NCTE 2 put it, "university governance is more about the council". His argument is that it is that body that directs and determines the mission and focus of the university. In that regard, it is what council chooses to do and how it does it that reflects the university governance system of a university. As expressed:

> Governance simply means who is in charge. It is to steer so when we talk of governance at the level of the university you are talking about the body at the top that has a broad general oversight of the university. That body that directs and determines the mission and focus of the university.

At the same time, the former Executive Secretary of NCTE 2 holds the view that, university governance is a shared responsibility amongst students, staff, management, unions as internal stakeholders and government, industry, associations, Regulators as external stakeholders and that is normally manifested in the composition of the university council. So, the 'bus' might stop with the university council in as far as university governance is concerned but to govern a university is about a responsibility that rest on the shoulders of each and every key stakeholder.

Without limiting the powers of the university's governing council, Ghanaian Universities use the "bicameral system of governance" whereby council must consult with the academic board on any matter that is of academic nature. Indeed the powers and authority of the council remains uncontested, but council cannot make a final determination of a matter that has in it academic consequences unless such a matter has been referred to the academic board for its advice and sent back to council.

Running the university according to plan and a type of governance that involves everybody from the top to the lower level is the view expressed by a student leader. He posits further that university governance is participatory in that it is a share responsibility alluding to the view expressed by former ES, NCTE 2, because it operates in the committee system in which student leaders are represented on committees for the interest of the students. His argument is that even the Council which is the highest decision making body of the university, students are represented on the council and other statutory committees of the university such that the views of the students are articulated.

4.8.2 Increasing Demand in the Face of Dwindling Financial Support

Under this section of the report, funding, accountability and infrastructure are needed to ensure desirable university governance and so will be discussed together because of their shared relevance and purpose. Whereas, no funding goes without accountability irrespective of the magnitude of the accountability in any civilised society, the only way that a university can be equipped with adequate infrastructure is through funding. This is of particular importance because during the 1970s and the early 1980s, a significant deterioration in conditions took place within the tertiary education sector. Firstly in terms of financial provision and physical infrastructure and secondly in the relationship between the institutions and successive governments; a situation that led rapidly to infrastructural inadequacies, low staff recruitment and retention, poor morale and decline in academic standards across all sectors of the educational system in Ghana.

4.8.2.1 The Financing/ Funding Issue

Funding or as it were, financing university education continue to be a desirable university governance issue at not only publicly funded universities but also at the private universities in Ghana. Yet as captured from the respondents, funding inadequacies continue to be a huge challenged to the smooth operations of universities. Among the respondents that this researcher contacted; those currently in university governance, the experienced group and persons responsible for the regulatory agencies all alluded to the fact that financing university education in Ghana remains an issue that must be confronted with all seriousness.

At the public university level, government funding to universities have been reduced to focusing on only paying of salaries and infrastructural support. As posited by literature, that support for university education is dwindling and yet demand for accountability is ever increasing is an accession that has also been expressed by some respondents. Vice-Chancellors A, B and C all alluded to this whiles Vice-Chancellor B holds the view that his university is not so much constrained with funds. He explains that they charge full fees for the programmes that they offer, most likely the reason why they are not so much constrained with funding. Vice-Chancellor A says that they are unable to make the various units operate under the main central university umbrella autonomous as he would have wished because, their major challenge "is inadequate funding from government". Vice-Chancellor C agrees that funding continue to be an issue the more reason they have to think beyond the school fees to other areas of generating more revenue for the university. He reveals that as a faith-based university however, they get some form of financial support from the church.

The public universities have several sources of income for the smooth running of the university but the most substantial being that from the government. Though the government funding to the universities have reduced to only salaries and infrastructural support from the Ghana Education Trust Fund (GETFund), source of funding from the government still remains the most significant. Former Executive Secretary, NCTE 2 had this to say on funding university education in Ghana:

> One of the things that Ghana did which is lauded everywhere is the introduction of the Ghana Education Trust Fund (GETFund). But if not for Ghana Education Trust Fund, I don't know where tertiary education would have been by now. It did so well to bring back infrastructure to open up the system physical, academic and infrastructure for the universities which helped in the process of turning around the educational system.

The Ghana Education Trust Fund[1] (GETFund) is a public trust established through an Act of Parliament in 2000, GETFund Act 2000 (Act 581). Its mandate is to provide funding to supplement the efforts of government for the provision of educational infrastructure and facilities within the public education sector. Former VC argues that as a state funded university, the role of the government in as far as financing is concerned should not just be reduced to paying salaries and physical projects supported by the GETFund, so what about the necessary tools to work. If the government as the sole financier does this, staff of the university can fold their arms. At the end of the month, get their salaries but anyone with a conscience will try to at least do something to be productive hence the reason the public funded universities are devising all strategies to generate income to be productive towards meeting the mission and vision of their universities he argued. As posited by him:

> Funding is a critical issue we are looking at funding and you ask yourself, I want to do this, how do I do it, where do I get the money. It is a public institution despite the fact that government will put in money. Now the government just pays the salary and just sit, because if he pays the salary fine, but don't have the necessary facilities to work. So I can fold my arms and at the end of the month I get my pay, but a person with conscious will try to at least do something. Let me try and do something little.

The argument that rages on is who bears the cost of university education, the state or the students? As posited earlier by the former ES, NCTE 1, university education should be designed in such a way that government pays the fees of all those who fall within the programmes geared towards national agenda whiles those who fall out of that bracket pay their own fees through scholarship schemes and loans. Both current student leaders and past student leaders commenting on the issue of paying fees hold the view that, they are not against student paying fees, but the

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[1] GETFund's main source of funding is 20% of the value added tax (VAT) that the state generates. The fund provides support for only physical infrastructure and human resource development to public institutions in Ghana.

amount is what they are in contention. One student leader said; "Students pay fees, I don't have a problem with students paying fees" and continued by positing that "but what I am against is probably when it becomes too expensive that, the ordinary Ghanaian child cannot afford". Collaborating with the views expressed by former ES, NCTE 1, this student leader also suggest that those who cannot afford the fees charged should be supported with scholarships. Another student leader when asked whether he supported the idea that students should pay fees said: "Yeah we should pay, as a matter of fact we are paying already because we do pay some fees annually".

Similarly, FO argues that universities should charge fees and make provision for those who cannot afford in the form of scholarship schemes. The difference however between the FO's view and that of the student is that, the FO thinks that the public funded university should be allowed to operate like a private business but then the university makes financial provision for those who cannot afford to pay the fees.

There are two categorize of people in the universities. We have the academics and we have the administrators (like you). I view university as a business; the academics view universities as social goods just like the road from Accra to Takoradi, even though we are tolling them, it is still social good. I mean let people have good roads, good water etc. but as an administrator or finance officer; I view university as a business. A time has come for us to be start thinking about self-financing. During the past 10 years, we have gradually reduced our dependency on government; it used to be 75%, now we are only 49%. The intention is within the next 10 years, we should be less than 20%.

So in the view of the Finance Officer, administrators like him consider university education as business. Those who can afford should come for it but why does he hold this view? When quizzed on if the university was not going to be turned into a place for only the rich, as was the case of the past, he replied:

We won't go there. Because we have put in place some interventions. We have categorized the programmes. Some programmes if you want to do it, and to me this is my opinion, I see them as you are going to accrue more benefits to yourself. For instance if you come to read BBA, MBA (accounting, finance, marketing, human resource), where do you see those people. People like me, you come in to occupy very prime positions, and you go into the banks to be working. To me if we make them pay a little higher and take part of their contribution to a scholarship fund to identify really needy people which we have done and we have instituted a scholarship fund; we had one for the ladies for the past being sponsored by some donors and now we have our own scholarship fund which is being financed by percentage of the school fees is going into that fund. And each year we shall award a minimum of 50 scholarships.

So from the point of view of him as a finance person, one way of addressing the funding challenge is for the public universities to be allowed to charge the full cost of training a university student especially with programmes he thinks that are more demanded on the market but make financial provisions to take care of those who cannot afford to pay the fees.

Registrar A similarly posits that it is a good idea to charge fees but it has to be done with a caution as he put it:

Yes it will be good to charge fees. But then you have to think about those who cannot afford to pay the fees. When you talk about public university it belongs to the government. So if the universities are given free hand to charge fees it means only a few will be able to afford university education, unless the government puts in place other structures and procedures for them so that they can access adequate funding to ensure that they are able to cater for themselves. Otherwise it will not be in the best interest of the entire populace. Only a few will be able to access university education and be able to get better jobs on graduation. Then we continue to widen the gap between the rich and the poor.

Making meaning from the statement of the FO and Registrar A, it is abundantly clear that at the public university, they provide scholarship for students that are poor. An agreement that not everyone can afford to pay for even the current partial fees charged at the public universities.

In this respect, it appears there is a common stand when it comes to if public university students should pay fees or not. The difference between those directly in university management as in the case of the former ES, NCTE 1, Registrar A and the FO and that of the direct beneficiaries of university education, the students, however is; how much the public university student should pay.

According to the respondents from the public university (University A), as a measure to addressing the financial inadequacy issue from the government at the public university level, there have been an introduction of some fees that can broadly be captured as user fees, which hitherto was not the case. Some of these fees at the public universities include: Academic Facility User Fee (AFUF), Residential Facility User Fee (RFUF), and some tuition fee by fee paying students (not more than 10% of students admitted in each year), research grants and non-student fees (farm, bookshops, canteen services etc). The issue that continue to be discussed is whether students at the public universities should pay fees that cover full cost of their training just like their counterparts at the private universities. What about the recommendation by URC which was accepted by government in 1991 that there should be no further delay in pursuing the concepts of 1) cost-sharing and 2) full cost-recovery with students in the universities? The arrangement was such that student loans were to be provided for all students, and bursaries were to be available for those studying in areas of national need and/or of exceptional merit and finally employers were also expected to contribute, through a proposed Education Fund. It remains a fact that because of the increasing demand for university education, Government of Ghana might not be able to shoulder the full-cost of tertiary education. In that light, other stakeholders like the students should contribute to their training and therefore the introduction of some fees on students must be lauded. On the other hand, to demand that students pay full fees for training can be suicidal because Ghana remains a poor country and such a policy will cut off majority of the youth from university education. Sá (2014) in a discussion paper posited that applications to university in the UK

decrease in response to higher fees and attendance also fell in response to higher fees. While in the USA, Deming and Dynarski (2010) argue that most studies provide evidence that reducing college costs can increase college entry and persistence. Neill (2009) and Hubner (2012) also found a negative effect of tuition fees on enrolment.

Irrespective of what the national agenda might be, for public universities, as far as budgetary allocation to them from the government remains inadequate thus financing only salaries, they have to use all available means to govern the universities financially including charging some fees to the students.

From the data, another way that universities in Ghana (both private and public) are getting financial resource issues resolved is the introduction of new programmes that in the view of the universities appear to be more demand-driven by applicants, but some of which are totally out of the core mission[2] of the universities. So for example, a university is set up for science and technology and now vires of into the business programmes because irrespective of the fees charged for those programmes, the applicants are willing to pay. Though an innovative approach, a former ES, NCTE 2 called this mission creep. He holds the view that it is University councils' responsibility to ensure "proper direction which brings to mind the differentiated missions of the universities". **Missions here refers to the programme purpose or focus for why the university is set up.** "Every university must have a focus and if because of inadequate funding; many of them are moving away from their missions which is what we call mission creep" to whatever "will give them the needed funding then the country is in trouble". He concludes that Universities must work to protect their missions and ensure that they 'stand out' when it comes to their core mandate. The Finance officer's position agrees with former ES, NCTE 2, when he posited that even if universities will want to mount some programmes to generate revenue, their main mandate must not become secondary. This is because when you are already known to be best in a particular field, you need to position yourself in that direction because "having a niche is very important". Accordingly, he argues that "it's

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[2] In Ghana public universities are established with a mandate to run programmes in specific disciplines: education, science and technology, humanities, etc.

about image, it's about branding; it's about niche or positioning" the university as the front runner in the particular speciality and not just setting up all kinds of programmes such that you lose focus of your core mandate.

This measure of addressing financial challenges by some universities has the tendency of creating a problem of a mismatch between skills required by industry and that which is turned out by the universities since these universities are likely to be training in areas that they have inadequate capacity. This supports AfDB (2012) finding that the current supply by the Ghanaian universities of skills required by the key growth and job creating sectors is still proving inadequate. For the private universities, their main source of funding is the fee charged on students and other areas includes services provided on campuses, donor support projects and for the faith-based private universities, the church that owns the university also contributes from church. These private universities also say that they have had to rely on philanthropic organizations and in some cases go for loans from banks to support their long term strategic plan.

Additionally, one other way that universities in Ghana have initiated to tackle the inadequate funding for their operations is setting up of Advancement Offices responsible for initiating/cultivating and sustaining contributions in both kind and cash to the universities. This office targets alumni and the corporate world for support in university infrastructure and funds within Ghana in particular. This is a good strategy because soliciting the support of individuals or groups that have benefited from the facilities of the university opens a deeper collaboration between the university's and their stakeholders but it comes at a cost. Such collaboration if not checked has the tendency of unnecessary interference of the normal governance of the university.

4.8.2.2 Accountability: Critical to Funding

A terminology that is almost synonymous with funding is accountability. The two words almost always go together because of their complementing role in governance. At the public funded university level, it has become a cliché to say that government funding to universities have kept reducing over the years but has the accountability aspect also reduced? Certainly no, at least from the views of respondents and also based upon the fact that as the world develops, more civil

society groups are springing up and more individuals are getting enlightened on the most appropriate use of public funds. As posited by former ES, NCTE 2, "You know all over the world, public support for tertiary education has been dwindling over the years" and supported by FO.

The Finance Officer further posited that "more accountability, less money, they give you more work to do, ask, demand more from you in terms of accountability and they give you less money".

They give….government gives us…when we were given 75%, they give us on quarterly basis. So generally, I have my funding for January, February, March. By March ending early April, I have April, May, June. Now they give it to me on monthly basis in arrears. I have to look for the money, spend and then send PVs. They no longer depend on our resolve and our reports and signatures. They want to see the actual PVs before they reimburse. So they are demanding more accountability. You will be there they will just tell you reviewers are coming from the ministry of finance to come and check your books. Unannounced visits. They come. Every month, you will send the report on salary to NCTE and to ministry of finance through the ministry of education. You have to send to the auditor here, not our auditor here but the audit service which are the external. You have to send to them every month for them to audit, then you attach the PVs. And if salaries (what government actually pays) goes up by 2% from the previous month, you need to explain (justify)

The government used to release salaries to the public funded universities three months in advance but reduced it to one month in arrears and now it can take up to five months in arrears and yet more accountability is required as narrated by FO in the earlier quotation. But why do government delays in releasing funding that it has obligation to do to the universities? Well, partly because the government does not have it, at least taking the financial records of the country into consideration. According to the BoG (2014), for the past four years (2009-2013) the fiscal deficit has been increasing. This is because the country is spending more than it

is raising revenue. The average deficit for these years (2009-2013) is 7.8% of GDP meaning the country is not generating enough revenue to support government activities which include university education.

Though, the real GDP growth is averaged at 8.5% between the period 2009-2013 (BoG, 2014), average inflation for the same period is 11.8% meaning that the value of money in the system has less power in terms of usage, implying that your money cannot actually do much for you. As it is also public knowledge, government has failed to release statutory funds to independent state institutions (e.g. GETFund, National Health Insurance Fund etc.). The implications of the inadequacy and delays in releasing funding can have serious governance issues thereby affecting quality of university education in particular and education in general. For example, the inability of the state to pay lecturers their book and research allowance has disrupted the academic calendars (2013/2014 and 2014/2015) of both the universities and polytechnics. Additionally, if care is not taken public universities are going to shelve investment on capital projects or at best, reduce it so that they will be able to adequately care for the remuneration of their staff. More so that as a country Ghana faced similar challenges in the mid-1980s, as a result of very low level of funding (disbursed monthly in arrears) academic and financial planning were virtually impossible. The institutions themselves were regularly in substantial deficit such that capital projects that were initiated were subsequently abandoned.

The Chair of the governing council of the public university posited that in many respect, "the things that senior management do" in as far as management of the university's funds are concerned "are done on behalf of the university council" and therefore, "council must ensure that universities are accountable at every level" of their operations. Another council chairman had this to say: "university councils must see to it that all levels of accountability are respected by management because they act on behalf of council". According to an Act of the public university,

> The Council shall control the finances of the University as well as other finances arising out of the administration of the University as well as other determining questions of finance which directly affect the educational policy of the University.

Both at the public and private university levels, there are internal mechanisms that have been put in place to manage the funds of the university. Apart from the finance committee that reports to the university council on all payments and receipts of the university, all payments or expenditure so incurred in the name of the university must have received approval before it is processed. A key office that ensures that this compliance is adhered to is the internal audit that carries out pre audit activities. In addition to ensuring that such an expenditure or request has received the necessary approval, the internal audit also ensures that the payment so requested for, falls in line with laid down policies. All funds that are received on behalf of the university are required to be paid into the university bank accounts within a stipulated time, though the time might vary from one university to the other.

For public universities, their financial activities are audited (post audit) by the external auditors who are appointed by the auditor general in accordance with the Audit Service Act, 2000 (Act 584) and other relevant Regulations. Additionally, the Financial Administration Act of 2003, Act 654 also mandates the boards or governing councils of public institutions to ensure that their financial reports are audited and submitted to the Minister with oversight responsibility for the institutions.

> The board of directors of a corporation shall, as soon as possible after the expiry of each financial year but within six months after the end of the financial year, submit an annual report to the sector Minister dealing generally with the activities and operations of the corporation within that year (Financial Administration Act 2003, Act 654: 55 (1)).

The universities are required by their enabling Acts and the Financial Administrations Act 2003, Act 654 to present their audited financial reports to the education Minister for onward submission to Parliament six month after the end of the financial year, which is December. After the reports are submitted, some of the universities are invited to appear before the Public Accounts Committee of Parliament to answer questions relating to the submitted report. As a Finance Officer of a university put it:

One of the most important structures so long as my work is concern is the work of the public account committee of parliament. The citizens of this country voted for 275 parliamentarians and out of that they have a select committee on public accounts. My university as a public university is required by law to annually lay its report (financial report) which comes from the external auditors before that committee and it will be grilled, it will be taken through by asking questions. This is done openly on the national TV. To me that is an important aspect of accountability and the financial accountability for that matter.

This is a form of accountability that allows the people's representation, parliament, to review the activities of the public universities for that particular year. All these are aimed at given credence to the works of universities in terms of accountability.

Similarly, at the private university level accountability is an issue as VC B puts it "I think we have been able to use our money effectively because we have control of what we use the money for…. We are very prudent with the way we spend our money". Indeed, if effectiveness and being prudent are anything to do in as afar as money is concerned, then it is obviously about being accountable.

Additionally, accountability is not different at the private universities as well because at the private universities, funding is linked to control systems at all levels of university governance. As Vice-Chancellor C put it:

though we are allowed to charge tuition and other fees, we are also concerned about affordability because if the fees are high and they cannot afford, it comes back to the same thing and for the fees to be approved by the council you must show how the previous fees have been applied.

In essence, whereas public university managers think that their private counterparts are able to charge full fees; this thinking has a limit as the councils of the private universities also need to be convinced that the proposed fees are affordable and reasonable.

According to the respondents from the private universities in terms of accountability, private universities just like their public counterparts are audited each year by external auditors appointed by its parent institution (owners) and their report submitted to the university council and finally to the parent organization, apart from the internal audit units that carry out pre and post audit activities. Data available also show that the private universities have tuition fees charged on students as their main source of funding. Other sources of income include: contribution from the university's parent organization (faith-based universities), donations, research grants and other commercial activities that the university engages in such as canteen services, operating shops and the list defer from one university to the other. So to be accountable within the framework of university governance is about "openness", "transparency", through "effective communication" and "adhering to Acts, policies, rules and regulations within the system according to Vice-Chancellor B. The essence of these regulations is to meet require standards for effectiveness and efficiency in the governance process.

So whether at the public or private university level, "every revenue/income/funds generated in the name of the university becomes a public fund and must be accounted for" according to due process as set out by the enabling law or policy of the university, former ES, NAB posited. Indeed, it is against this background that "Financial accountability remains key to university governance" he submitted.

A key desire in every organization is trust among the stakeholders but important element that supports governance seem minimal within the public universities and the relevant agencies within the public university system. An example of such according to VC A is that public universities face with its major financier is government through the Ministry of Education and the NCTE makes promises but though fulfils some of the promises, usually at a very late hour, some promises are left unfulfilled. As a Finance Officer put it; Government cannot be trusted when it comes to releasing of funds and other promises. As noted earlier, government is unable to release salaries for example at the right time sometimes in five months' arrears because not enough is coming into the national kit or even the little that comes in there are more priority areas that must attended to first. Government last year promised public universities furniture because they were requested to increase their

enrolments but far into the second semester of the 2013/2014 academic year "only about 45% of the furniture has arrived" meanwhile the universities had already increased the enrolments from the beginning of the academic year. The behaviour of the government in this regard has the tendency to ruin the trust that exists between public universities and the government and by extension; the same mistrust could affect relationship with the private universities as well.

Another key issue that is needed to ensure desirable university governance in Ghana is the infrastructure if sound and prudent academic and administrative desired targets are to be achieved. Council Chair A submits that unfortunately however, infrastructural inadequacies and deplorable conditions of the existing infrastructure in universities in Ghana remain a huge challenge to university education. He submits that infrastructural issues are linked to funding and accountability because; the most essential and critical of funding for university education is in the area of infrastructure. Explaining further, he said infrastructure in the context of physical and non-physical are an essential component of quality measures that university education needs at all times. And so, when funding is inadequate there is a tendency of not get the required infrastructure in both quality and quantity. Vice-Chancellor B for example says "we wish we had more resources". Infrastructure are even more an issue because of the huge increment of student numbers at the public universities, he adds. Lectures halls for example in the public university from the account of a student leader are not spacious to accommodate the large student numbers and this affects teaching and learning and in some cases, the lecture halls are not equipped with the necessary equipment as she says one of the key issues that they as students' face is not being "in modern lecture halls with the state of the art equipment". Also, former VC thinks that inadequate funding deprives the universities from embracing the ICT world, because ICT comes at a cost. Former ES, NCTE also alludes to the fact that inadequate budgetary allocation has caused the deteriorating infrastructure on the university campuses. Inadequate infrastructure has been a problem in the past and even now and Sawyer (2004) alludes that infrastructural inadequacies can lead to poor morale and decline in academic standards across all sectors of the educational system because it happened in the past. Another area that inadequate funding cripples, is in the library resources. Indeed, the

way forward in addressing the physical infrastructural inadequacies according VC A is to look beyond the traditional form of education where physical space becomes an issue into rather thinking about e-learning. In his university for example, in recent times, majority of the student population is distance education where the university does not necessary need to have all the physical space to accommodate the student numbers.

At the private university level, Registrar C for example says that as a university you do not only need funding to pay staff, but you also need to "put up infrastructure; facilities have to be provided, all the requisite facilities – varying kinds", he concluded. So to run a university involves huge investment in infrastructure (ICT, Buildings, etc.) even in the instance when some of the physical and non-physical facilities have been provided, there is need to adequate funding to keep these facilities abreast with modern times apart from the maintenance cost. Both the private and public universities have crowed lecture halls, ill-equipped lecture halls (e.g. no public address systems, no audio-visuals, no LCDs, etc.), few lecturers have offices and even in those available offices, no computers, poor or no internet connectivity, to mention just a few.

Indeed, how can universities provide quality skills if they have inadequate funds leading to poor or inadequate infrastructure on their campuses? For quality university education, there must exist the necessary logistics (funding, faculty, facilities and infrastructure) so that quality is earned and sustained. The data available therefore suggest that there is infrastructure limitation which can lead to poor training of graduates in the universities desire to impact the relevant and appropriate skills. Certainly, to have a weak university education system is to suggest that other levels of the educational systems will be in jeopardy since it is the products of universities that serve the manpower needs at these levels certainly, production levels in the country may be low.

For university education across the globe to meet minimum standards, there must be some level of quality. But quality cannot be the reserve of a single university or entity and therefore, there is the need for a body to regulate the activities of universities at all levels. The next issues that are worth discussion therefore will be on regulating university education for quality purposes.

4.8.3 Regulating University Education

4.8.3.1 Role and Mandate of Regulatory Agencies

Universities in Ghana are regulated; public and private alike. Regulations form part of university governance as posited by former VC and supported by former ES, NCTE1. Their argument is that, it is as part of regulating university education that some state agencies and institutions have been established. Established by an Act of parliament, Act 454 of 1993, the National Council for Tertiary Education (NCTE)[3], serves as the supervisory and regulatory body that advises government through the Minister responsible for education on policies relating to tertiary education. Additionally, the National Accreditation Board (NAB)[4]

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[3] NCTE is made up of a Chairman, one person with extensive experience in university work, two heads of universities and university colleges in Ghana, a principal of a Polytechnic in Ghana, a representative of the Council for Scientific and Industrial Research; Chairman, National Board of Accreditation; Chairman, National Teacher Training Council; one representative of the Association of Ghana Industries; one person with considerable experience of school administration in Ghana; a representative of the National Development Planning Commission; a representative of the Minister for Finance; a representative of the Minister for Education; a representative of the Ghana Academy of Arts and Sciences; a representative of the Minister for Employment and Social Welfare; and four other persons at least two of whom shall be women. The Chairman and members of the Council shall be appointed by the President acting in consultation with the Council of State.

[4] NAB is made up of a chairperson, two representatives of the public universities each not below the rank of a senior lecturer, one representative nominated by each of these bodies (the accredited private universities not below the rank of senior lecturer, other accredited private tertiary institutions, the association of heads of public polytechnics, the National Council for Tertiary Education, the Public Services Commission, the association of professional bodies, the National Board for Professional and Technician Examinations, the West African Examinations Council, the Attorney-General's Department not below the rank of Principal State Attorney), the Executive Secretary, and two other persons nominated by the Minister, one of

also exists as the quality assurance body at the tertiary education level. The place of call to either apply for a new programme or establish a university is the National Council for Tertiary Education. After the NCTE has given approval for the establishment of a university or programme NAB then takes over as its executive secretary put it; "we facilitate the establishment of both public and private tertiary institutions and ensuring that standards are set and maintained". In doing so NAB appreciates that university education has over the years become an international commodity and as a country, Ghana needs to be abreast with world trends. The Board therefore carries its mandate through the collaboration of both local and international stakeholders. Such partnership and information sharing or engagement informs the operations of the board. Just like other parts of the world, it is proper that governments take every step necessary to regulate the activities of universities. As posited by executive secretary for NCTE, it is dangerous to leave the operations of the universities entirely in the hands of the public universities not to talk of the private ones. As regulatory agencies, he says, every effort must be made to senitized universities and their operations to ensure that necessary and relevant conditions are met for the effective and efficient operations of universities. While there is no contest that government should provide some level of oversight to university education industry to ensure that quality is not compromised, the universities themselves should continue to peer-review their activities as a balance to that oversight carried out by the regulatory agencies[5].

4.8.3.2 University Establishment Requirement and Enforcement

Under the national regulations to set up a new university, the law requires that when a university is to be set up, a formal application is submitted to the National Council for Tertiary Education for approval. In the case of a public university, the government sends a request to the NCTE requesting its advice but in

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whom is a woman. It should be noted that the chairperson and the other members of the Board shall be appointed by the President in accordance with article 70 of the Constitution of Ghana.

[5] Before 1992 constitution of Ghana, there were instances where the Head of State appointed people to head universities without recourse to due procedure.

the case of the private university, approval is sought. NAB is thereafter charge to find out if the necessary quality assurance requirements have been put in place. Ideally, the current norm requires that a new university to be set up must undergo a mentorship of not less than ten years under a university that has a charter to award its own degrees, diplomas and certificates. Which means, under normal circumstances, a university that is younger than ten years in operation can only award the degrees, diplomas and certificates of its mentor university. As expressed by a regulator:

> It is a requirement in the law that a new university must be affiliated to a charter university just like the University College of Gold Coast was affiliated to the University of London

Universities are required to adhere to national regulations when it comes to minimum admission requirements, quality and quantity of faculty, library resources among others. Supporting this, VC C posited that though they are a chartered private university, they still have the regulatory agencies coming to check to see if they are operating according to the "admission procedure and criteria" that has been put out for all universities to adhere to. This position by respondents in general that universities should be regulated is supported by the institutional theory which posits that universities just like other organizations for survival and legitimacy purposes must conform to rules, policies, regulations and other guidelines that may have been imposed on them by the environment. Institutional theory, according to Hirsch (1975), Meyer & Rowan (1977), Zucker (1977), Rowan (1982), DiMaggio & Powell (1983), Meyer & Scott (1983), Scott & Meyer (1983), Tolbert & Zucker (1983), Fennell & Alexander (1987), Scott (1987) and DiMaggio (1988) argue that institutional environments impose pressures on organizations to justify their activities that lead to the outputs. Consequently, Oliver (1990) posits that these pressures serve as a motivation to organizations to increase their legitimacy so that they can appear to be in agreement with the established norms, rules, beliefs, or expectations of external constituents. Within that context, universities as organizations are regularly monitored by regulatory institutions to ensure that universities comply with the rules and values that guide them.

To regulate within the framework of university governance is to have standards that each and every one must comply for the purpose of achieving the desire quality. In the view of VC B, when it comes to regulating universities, it appears government is doing it to the advantage of the public universities as he put it, "government is way away from private institutions". Though the ES-NAB, argues that in enforcing the rules of the game when it comes to university governance, it is not tilted in favour of public universities, he eventually admits that due to the importance of university education coupled with the fact that private universities are new in the terrain of university education, the regulatory agencies focus more on that category of universities as compared to the public universities, that he described as already established and haven some level of quality structures in place. Addressing the issue of inequality when it comes to the rules from his office, he responded "yes, the rules are the same and so there are no distinctions". However, when he was reminded of a few instances he posited that:

> Well, you see the universities especially those that preceded the NAB, had their own standards of ensuring academic excellence and quality, so there is an observable tradition of running a university but for the private ones, these are completely new terrain for them and it is our considered view that they should be tutored along the lines of operating tertiary education institutions.

Agreeing to the view expressed by VC B and ES, NAB, former ES, NCTE 2 said that to some extent he agrees with that observation because, it is almost impossible to ask some public universities to close down as witnessed in some private universities. To confirm the views expressed by former ES, NCTE 2, he said; "it will take a long time for anybody to say Legon (University of Ghana) is closed because of this or that. That's the difference, where as in the case of the private" university it can easily be done once they have violated a regulation that requires that. But ES, NAB again says though they have not attempted to close a public university before, there have been instances that they had written to public universities to suspend the admission of students into some programmes that in their view the public university

had not met the minimum requirement to run the programme. As he put it "sometimes we have asked them not to admit into a programme until certain things are put right".

This idea of the enforcing the rules more strictly on the private universities appears to be more visible in the case of setting up of new universities. Though this norm is strictly enforced when it comes to private universities, it appears relaxed when it comes to the setting up of public universities. ES, NAB justifying the discriminatory nature of applying some regulations had to say:

> I can assure you that the private universities have to be under affiliation for a period not less than 10 years before they become full fletch. But Ho and Sunyani Universities were just set up by an Act of parliament. They are new, they didn't have anything but they have been set up and they can award degrees today and we advised but government will not listen. So these are the challenges and sometimes the private universities have a case when they say that the law is not been applied equally. Because there is no way a private university can start like that without going through an affiliation. So as it is, the law is being applied discriminately because why should it only be the private universities that should apply for and go through affiliation for at least 10 years and not the public universities?

Whatever the rationale might be for those who put in this part of the law, the researcher's interpretation is that the purpose of this arrangement is to enable the new university put in place structures and systems under the guide of an older (experienced) university. The reason being that since the certificates to be awarded are those of the mentor university, that Mentor University will ensure that all quality measures have been carried out before the award of the certificate. Especially that in the past a university that started on its own as a fully-fledged university faced numerous quality assurance issues as explained by ES, NAB:

> For example, UDS faced serious challenges in quality assurance issues in terms of teaching staff, physical infrastructure and we should have learnt from that. The point about history is that we are not learning about history and that is where our hands are tied as regulators.

The point here is that in setting up new public universities, "political expediency outweighs professional advice" as advocated by ES, NAB. Alluding to ES, NAB, the ES, NCTE further opined that they as a regulatory agency never advised the government against setting up and given a new public university the full autonomy to award its own degrees, diplomas and certificates.

Certainly the path that you have just described offends the law as it states. In addition, we have to admit that politics plays a very big role in this. The politician, the President, goes to make a declaration on a platform that I will give you a university. Beyond that, they do not understand that giving you a university and making it affiliated to another institution, in my view, does not in any way reduce their success, it only brings about efficiency. But they don't do that. They think that in the minds of the general public, if they don't give you autonomy right from the beginning, the opponent will say that they haven't given them a full university. But with the private, obviously that's not the case. So the laws apply strictly to the private institutions. So what is happening is really not the best. The challenge we are facing is the Private institutions are using that to ask us why these double standards. You are allowing it for the public but you are not allowing us. We do not have a good answer to that question

When the researcher further asked if he (ES-NAB) thought that as the Agency responsible for policy direction on tertiary education, you had failed the people of Ghana on this particular subject he (ES-NAB) responded in the affirmative.

I agree with you. That is a failure on our part. We have not tested this system. And what I mean is, government has declared this intention, and has gone ahead, sometimes with our assistance and we complain at the level of the council. But to my knowledge, we have never stated our position to government, to say that this is wrong, don't do it this way and government has refused. So I think we have failed in that aspect. We should be able to tell government that this is not right, but we haven't done that.

This to a certain degree shows how some State Owned Agencies are not doing enough to safe guard the quality of the university system in Ghana. It will be in the interest of the country and that of all stakeholders in the university enterprise to take a critical appraisal of the lapses in enforcing some of these laws such that if there is need to revise these rules, it is done instead of it to be enforceable only on some group of stakeholders.

Perhaps, it is the weakness in the Acts that established those regulatory agencies that seem to have disabled the agencies. Most probably because of these dilemmas that one of the agency in its strategic plan for 2010-2014 identifies independence as a second value and core principle. Unlike the University Commission of Nigeria whose decision on university matters are final and not subject to the discretion of any political influence it is not so with Ghana. "I can tell you that the University's Commission in Nigeria is very powerful. This is because their decisions are final". The refreshing news however is that these agencies are in the process of asking for a review of their Acts to make them more autonomous such that their decisions will no longer be advisory to the Minister responsible for Education but final.

Because our current status as a board allows us to advice, so we are in the process of making a preposition to the Minister to make it an Authority to give it more powers. We have done a draft.

4.8.3.3 Standardization

The further argument is that "tertiary education landscape is changing very rapidly such that of late you can find transnational education or cross boarder education" in every part of the world. With some of them setting up in Ghana, using the online in various modifications for their programmes, it is therefore in the interest of the nation for these regulatory agencies to move with time. On the other hand, this is a clear case of political power being the most dominant in the wake of nation building.

Quality is influenced and determined by the inputs and processes that a product goes through. In the case of quality university education, the inputs, processes

and the effectiveness and efficiency of the various actors in the university governance process all play a role in determining the desired quality. To talk about quality is to talk about standards and in the case of university governance, it is about world standards as posited by VC B that if we require quality, "there should be a homogenous system that all of you can tap into just like the world of standardization". So deciding on who qualifies to be a management member or qualifies to be faculty or what curriculum must go into a programmes of study in a university setting are all geared towards quality. So how to recruit staff, putting in place the right structures on how examinations are conducted, the grading system, the right physical structures for academic work and providing adequate resources to handle student numbers are all measures aimed at ensuring quality with the environs of a university as posited by respondents.

4.8.3.4 Years of Study at the University

An area of concern that university governance in Ghana, just like other places in the world faces in as far as quality university education is concerned is what can be termed "Macdonalization" of university education. The term "Macdonalization" comes from the fast food giant Macdonald, where food is readily made available to customers in a matter of minutes. This is what former executive secretary NCTE 2 said:

> There is a major concern worldwide not just here in Ghana with what has been called macdonalization of university education. Fast food, you know what macdonald is, within seconds you have food. If we don't take care, increasingly, we are going to have that.

Some individuals, especially those who have very limited knowledge in university education think that university education should not take so long to pursue but forgetting that university education is a process and not an event. As expressed by former ES, NCTE 2, in order to ensure quality within the university fraternity, it is important for all stakeholders: students, managers of universities, industries, regulators, civil society and the citizenry at large to be mindful of such negative development. Universities therefore must be seen to engage these stakeholders more.

4.8.3.5 Maintaining Quality and Standards

The exponential increase in enrolments, from 52,712 in 1999/2000 academic year to 165,000 in 2012/2013 academic year has created problems for public universities in Ghana because the increases in enrolments have not matched the increases in faculty and physical infrastructure; a situation the NCTE has captured in its strategic plan as a threat: "explosion in enrolments in public universities (NCTE, 2010) to university education. For now, the high student numbers may appear to be in the public universities, but there is no certainty that it will not happen in the private or public universities bearing in mind there is high demand for university education that the public universities alone cannot handle. For example, according to The World Bank, private higher education institutions enrolled almost 40% of the student population in Portugal, 35 % in Jordan, 30 % in the Cote d'Ivoire and in Iran, and 15 % in Bangladesh (World Bank, 2002). In the same report, private higher education institutions provided access for more than half of all students, for example in the Philippines private higher institutions enrolled 80 % and in Korea 75 % of students (World Bank, 2002). So clearly, it is possible that at a point in time, the quasi-public or private universities may enrol more students than their public counterparts. However, the high demand for university education has created a market for the private sector some of whom are very new to the university land scape in Ghana. It is against this background that quality assurance becomes an avoidable issue of concern not only to the regulators but also to the university community and the country at large. How Ghana will ensure the quality of this growing enterprise of university education is set and maintained remains important. Specifically, how will it protect Ghanaians from fraudulent providers and counterfeit qualifications, especially when some providers emanate from other countries? Ghana therefore requires a quality assurance system that is robust, owned and can become an integral part of the university's structures.

Universities must pride themselves in their own quality assurance system and demonstrate beyond reasonable doubt to the general public that the internal structures are adequate to address quality issues at all sectors of the university's operations. Indeed, apart from the National Council for Tertiary Education (NCTE), created with the mandate to coordinate and provide policy direction by setting the appropriate guidelines for tertiary education, the National

Accreditation Board (NAB) has also been set up to ensure among other responsibilities that national standards are met to achieve the desired quality at all levels of tertiary education in Ghana. For a more sustainable quality assurance system, this is what ES, NAB said:

> You see, we want to throw the issue of quality assurance to the universities themselves. They must take up the issue of quality assurance seriously and we will only come as external body to validate. Internal quality assurance must be owned by the university. The structures must be in place to ensure that just like an engine, the systems are working well. The external quality assurance only comes in to validate what you are doing.

The preceding statement justifies the regulator's desire to see universities recognise and accept quality assurance as part of the entire university governance operations and not as a separate entity from the university. Invariably, universities think that the issue of quality assurance is the duty of the regulator, a thinking which is been contested by Vice-Chancellor A, who holds the view that "quality is the underlying strength of every university". All universities he asserts have now established quality assurance offices and senior academics have been appointed to these offices. He further opines that "look at our buildings, our examinations, our staff, our curricula, and the graduates we turn out", all these will clearly tell you that quality assurance is been taken serious. According to him, "universities themselves want quality" in whatever they do because, "you want to issue out a certificate that will not treated as sub-standard" especially in the wake of parents paying so much for the education of their wards in recent times. His position on this matter is that, universities as academic institutions will have to guide and protect the integrity of all what they do. And in doing so, must ensure that the desired standards are met.

The universities must regularly review their courses and put in place all necessary measures that will ensure that the certificates that are issued are based upon justifiable performance from the students even in the case of where the certificate is been awarded in a mentee university. But ES, NAB thinks otherwise that some mentor universities have not lived up to their responsibilities:

There has been an instance in one private university where students were going to be graduated who had not met the minimum requirements for graduation and it took a leak from an insider for us to know so sometimes that is how we get our information. So we had to send a team there and they did confirm so we had to write to the mentor university to stop those people from graduating until they have made good the requirement for graduation.

Here, the officer speaking on behalf of the regulator sought to confirm that even in the wake of the desire of the universities to protect the certificates that are issued, there might still be some lapses that need to be addressed citing the case of this private university as a case in question. He also cites the case of a public university that was hit with an examination scandal which cost the Vice-Chancellor and Pro Vice-Chancellor their jobs.

You will remember that a past couple of years ago, not too long ago, the University of … was involved in some examination issues and it cost the Vice-Chancellor and Pro Vice-Chancellors their jobs.

His argument is that the issue of quality is not only a challenge in private universities but also in the public universities and must be dealt with properly so that the level of confidence that the public have about university certificates are not only maintained, but improved. In the case of the said public university, the university used its internal structures to get the matter addressed and to look into the wider challenges facing the university, instituted a Visitation Panel that was made up of disguised personalities purely outside of the university.

A cursory study of the views expressed by respondents, one can conclude that regulating universities has been accepted by all stakeholders as conduit for quality university education in spite of the challenges that private universities have in terms of the perceived partiality with which the enforcement of rules is being carried by the regulatory agencies. The limitation however to regulating universities is that, excessive regulations may limit the ability of universities to be innovative as they might just be focus on complying to the rules and policies of the regulators.

As posited earlier by VC B that quality is about the university being accepted universally because there are all manner of persons coming from across the globe to pursue various programmes in Ghanaian universities, so the country has a duty to ensure that all quality policy issues are enforced because "Quality is about standards across the globe". This ties in well with the position of former ES, NCTE 2 who says:

> Universities are GLONACAL institutions. Global, National and Local; GLONACAL institutions. You must fit into the Global Academic Community, you must meet National Aspirations and you must meet Local aspirations.

For ES, NAB, this is what he had to say in response to a question on if quality assurance was an issue in university governance and how:

> Yes, quality assurance is clearly an issue in that the university management has to show that the provisions for the delivery of programmes are adequate in terms of financing, staffing, inputs, outputs, that the learning outcomes are achieved, so quality assurance is an issue in university governance.

With the high demand for university education, Ghana has a duty to create a culture of ethics of integrity and quality assurance within the university enterprise. Indeed, as tertiary education expands, governments' role in the future may increasingly be more of monitoring and regulating the sector, rather than to be key provider (49%) of the sector itself.

Former ES, NCTE 2 argues that "Governance play a key role in determining quality". Accordingly, he opines that quality and governance play a role in every institution

> which is the reason why it is said locally that when the fish is getting rotten it starts from the head", if it really has something to teach us then the head must be right to provide the right direction, right orientation and to oversee

critically the system and to show praise when praise is due, sanction when sanctioning is necessary and that is one aspect. Several things get into quality in higher education and governance certainly is a key component.

Quality is a by-product of good governance because it is how the relevant and appropriate inputs are injected into a university through effective and efficient systems and structures that guarantees quality. The provision of these inputs and how they are managed is the governance system. University governance therefore has a key role in determining the quality standards required in the university and the university council must be seen in ensuring that all is done to maintain if not improve upon the standards since the council has an overall oversight responsibility on the governance system of the university.

Legislation at the national level plays a role in determining the governance of organizations and quality of education. A key component of Ghana's legislation that has had influence in university governance has to do with the political non-interference. As captured under the historical account of this research, until the 1992 Constitution was promulgated, the Chancellor of every public university in Ghana was the President or the Head of State as the case may be and the appointment of the Vice-Chancellor was the role of the government of the day. It is worth an issue to be discussed here because, according to former VC, in recent times, such practice has ceased to exist making university councils responsible for the appointment of Chancellor and Vice-Chancellor of their respective universities. Because according to him, in the past political interference was so much such that it did not make things work well: "in earlier days we had a lot of interference from the government which did not make things work very well for us". Through the 1992 Constitution of the Republic of Ghana, the public university councils now have more autonomy to govern.

4.8.3.6 Inadequate Legislation to Regulate

It is against this background that the point raised by former ES, NCTE 2 is more important as he holds the view that the first and most important issue to him when it comes to university governance in Ghana is on legislation. This according to him is because, it is the law that sets out the parameters as to who does what and who

cannot do what. As he puts it: "first, legislation; a law that sets out the parameters as to what you can do and what you cannot do".

Since university council have overall responsibility of the entire governance system of the university, it is important to have people who are well informed on university matters and well-meaning people on the university council as he put it:

> people who understand what they are about, who understand the university setting, culture, what is expected of the university and their own roles as members of the council.

This should be people who understand that "universities as special institutions" require special people. It is for this reason that a good legislation is required to define clearly the type and calibre of persons to be appointed to the university councils. Much as there is need to build a common ground from all universities and other key stakeholders on who therefore is eligible to be appointed on university councils, this should not be left to the individual universities to determine but a national legislation. Perhaps, if people appointed to the university council are well-meaning and are knowledgeable about the university governance system, student leaders and former SL might not feel that the two students on the university council is insignificant to make any impact on decisions of the university council. After all, how many other stakeholders have more than one representation on the university council apart from the SRC and the government (public universities) and SRC and owners of the university in the case of private universities? Otherwise, as it is now both SL and FSL hold the view that because they have only two student representation on the university council, their presence is to add up to the number as they describe as "being cosmetic". As a current student leader put it "and then looking at the involvement of students, we have only two student representatives there and the rest are staff".

Another issue that borders on legislation especially on public universities is on a good structure as posited by former ES, NCTE 2. As at now, though some universities might be mimicking other universities in the way their governance structure is fashioned out, each and every university has its own unique structure that they operate with. Similar views have also been expressed by FO when

he says that the governance structure should be put in place by the law such that "nobody can arbitrary do things: arbitrary dismiss staff, arbitrary use of money" etc. this in part is the reason why for public universities, the law that establishes the university also creates the university council and some other important committees like the academic board and finance committee. In the view of the FO, structurally, academic board comes next to council and on academic matters is sovereign as he puts it:

> The academic board is next to council, in fact, the academic board is sovereign on academic matters and council must always seek the opinion of the academic board. In some universities, they call it the senate. So, council controls only finances and holds property on behalf of the people of Ghana. For academic matters, the final decision lies with academic board, they determine what to teach, how to teach it, and what to award.

4.8.3.7 Synergy between University Management and its Stakeholders

Additionally, another issue related to legislation is the synergy between the university management and the governing councils of the same universities. Policy wise, former ES, NCTE 2 holds the view that if such synergy does not exist, there is bound to be a problem in the entire university governance system. In legislating, the law establishing the university, public, or private must define clearly the roles of management and that of the governing council, he concluded. National legislation on some aspects of the university governance process seems not to be in the interest of some players in the field. For example, VC C holds the view that the procedure to introduce new programmes into the universities is frustrating as he termed it "cumbersome procedure".

To set-up of a new programme, it goes to NCTE and finally returns to the NAB. This is what ES, NAB said:

> You would have to get approval from NCTE. If you want to introduce a new programme in your university, you need to apply to NCTE for clearance before it comes to NAB. The clearance has to do with relevance to the manpower needs of the country and to demonstrate that you can have

resources (both human and physical) to run the programme especially financial. It is upon such clearance that NAB now comes in to check on the staffing, curriculum and other quality assurance issues.

It appears there is need to engage more with the various stakeholders when some of these national legislations are been put together. After all, it is for the interest of these very stakeholders that quality university education is important.

4.8.3.8 NCTE Standards

Documents handed over to the researcher from NCTE shows that universities are required to meet some minimum standards. NAB monitors these standards set up by the NCTE either through periodic reports or through site visits to universities. Some of these standards, discussed below, cover the following areas: Enrolments, Student: Academic Staff Ratio (STR), Personnel, Financial Norms and Student Accommodation.

New entrance under the enrolment policy recommends that male: female should be 50:50 ratio whiles Science: Social Science and humanities be 60:40 ratio. Total enrolment should also include 25% graduate students, 10% international students and a few other norms (NTCE, 2012).

Unfortunately, the norms set out are not being met at all levels of university education in Ghana and no one seem to be held responsible for these lapses, not even an appraisal of the norms to determine its progress or otherwise. As ES, NAB puts it:

We need to collaborate and find out why we are not meeting these targets, is it coming from the Primary, Junior High School (JHS) or Senior High School (SHS) levels or even at the tertiary level. As a country, we need to sit down and find this out.

Universities inability to meet the set norms is not only manifest in the enrolments but also in the category of academic staff that are required in each university.

As indicated earlier on, the actual figures of the inability of the public universities to meet the set standard as contained by the NCTE (MoE, 2010). Apart

from Medicine, which appears closed to realizing this set target, the other disciplines are still far from meeting the targets and yet the private and quasi-public universities get some of their experienced faculty from the public universities, an indication that their cases could be more worrying.

In addition, the norms require the following when it comes to budgetary allocation of the universities income that are not specifically tied to a particular activity and this is the only category of norms that some of the universities are able to meet at the public, and private universities according to the NCTE.

4.8.4 Some Existing Policies in Ghanaian Universities

Attempt is made to highlight on some of the existing policies that are vital for the smooth operation of university education in Ghana. These are broadly discussed with specific examples on the policy highlighted.

There are policy requirements on the number of lecturers that should be available to start a new programme and what should be their qualification.. For instance, there are policies that specifically stipulate the need to have at least a PhD holder before a new programme can be sanctioned by the oversight agency.

Other laws that regulate the operations of the university may include Acts that have been enacted by the Parliament of the Republic of Ghana such as the Financial Administration Act, Internal Audit Act, Public Procurement Act etc. Though these laws mentioned in the preceding sentence are binding only on public universities, private universities also have some laws that its owners have put in place to regulate their activities apart from those that the state regulatory agencies enforce. Policy under discussion will be the university governance issues that border on internal management issues propelled by operational management policies as expressed by the respondents. In other words, the university governance issues grouped under this heading concern the internal policies of the universities.

Every university just like all other organizations, have internal policies that guide in the day-to-day operations and administration of the institution. Within the public universities, the most important other policy after the Act that established the university is the University Statutes, which is a comprehensive policy guide on how major committees are composed, their responsibilities and how appointments of the

university are carried out. Other internal policies of a university may include but not limited to: examination, transport, affiliation, sexual harassment, student handbook and depending on the university specific need and its mission, this list can go on and on. Registrar B had this to say on matters relating to policy issues in his university.

> We also have policies governing how do you go through the process of vetting faculty as we hire them, staff as we hire them, policies as how examinations should be conducted, then what are the do's and don'ts and how do we also make sure that the grading has gone through some quality checks to make sure that we are also in compliance. So all of these are some of the priorities that we have, with each one it has a policy governing it as how they fit in together.

Though policies influence the university governance system in Ghana, VC C holds the view that his university policies overburden the VC. Justifying his point, he posits that the VC is almost in every committee of the university and appears to be the implementing authority putting a lot of load on the VC. He therefore suggests that just like some other universities have started, it will be good for other universities to reorganise in the form of thinking about having more than one Pro VC to assist the VC in the discharge of his duties. University council and management for example will rely on policy guidelines on decision making in as far as the governance of the university is concerned. Explaining further on how policies form part of the university governance issues, he posited that within the internal operations of the university:

> We have examination policies so that we make sure that students are examined based on their own merits. We have policies about how to hire good faculty based on our needs or areas of academic needs and we have laboratories and other resources. So we have a strategic plan which will outline how the various policies are implemented and how different resources must be allocated to maximize, sort of optimize what we do.

Another policy issue that has come up has to do with policy guidelines on civic responsibilities in that the students that are trained are not only in academics but

also in students who are imbued with morality. Otherwise, when you trained people who are academically good but are rascals, they will go into the world of work unfit as argued by Registrar B. He says, that is why there is a student handbook on how to comply with other issues that might not necessarily be academic but social in nature, some of which he mentions as: attendance at lectures, dos and don'ts of the university, etc. Registrar C similarly holds the view that policy is an essential component of university governance because it is the policies that guide the university community on how to achieve the set targets. Additionally, he posits that the appraisal system of the university for example will to a larger extent be based upon the policy of the university hence making policy an issue in as far as university governance is concerned.

The Finance Officer (FO) also posits that policies are an integral part of the university governance system because apart the Acts that set up the universities, it is also the policies that tell the "chain of authority" within the university. He mentioned the committee system and most of the structural issues within the university governance to be coming from how the policies of the university are being formulated and implemented. From the many contributions of respondents, it does appear as though policies solve all the governance issues because almost every facet of the university governance process depends on the policies of the university and yet VC A argues that when there are so many policies, you at the herm of affairs end up spending all your time of which policy is been violated and which is been adhered to. According to him, some policies do not help the smooth operation of the university. Recalling his words, he said:

> We'll talk about policies, every institution has some guiding principles / policies they are there. But the problem I have with policies, if there are too many policies, where you need to ensure that they work. So before you are aware, you are using all your energies to ensure that people comply with the policies

So as far as he is concerned, though policies might be important in the university governance process, it might not solve all your governance issues if you have too many policies. Otherwise, you will end up using all your time on monitoring policy effectiveness. On the idea of policies determining the structure of university

governance, ES, NAB and former ES, NCTE 2 hold the view that the current laid down governance structures in universities may only be working well for public universities and not private and quasi-public universities. ES, NAB for example posits that:

> Let me talk about the structure, for the public universities, I must say that the structure is not so much of a problem because these are clearly captured in the Acts (Laws) that set them up and the statutes of the institutions. You have the University Council at the top, followed by the Vice-Chancellor, Management, Academic Board etc. All these are clear cut organs of the university governance systems. When it comes to the private, it is a little different, you will find out that the funders or those who set up the institution want to be at the top (Apex) to direct affairs especially financial and they are involved in the day-to-day running of the university, so the President or head of management have his/her hands tied most of the time as he is unable to take certain (management) decisions unless the founder or proprietor comes in.

Collaborating the views of the ES, NAB, the former ES, NCTE 2 justifies why in his opinion the public university structure cannot be like the quasi-public and the private universities. His view is that in the case of the public universities, it is the government that funds them and the regulatory agencies understands the unique nature of universities as institutions of academics but in the case of these other universities, a group or persons have invested their resources into setting up the university and therefore cannot sit back and allow the managers of the university to run the university the way they want as he puts it:

> At the private university level, you have to accept that there is a founder; there is an Executive Chairman or a Chancellor. We may call in many names but clearly he would have some role to play in the governance and management of the system. But it cannot be the same as the public sector. Because the public sector government as an entity is far away, the NCTE for example is given a broad general oversize. It will not be the same as

somebody who has established his own university, who is on the premises, and day-in day-out looking at what is coming in and what is going out. So we should fashion out governance system in other to meet the needs and aspirations of private people. They are helping, of course they are helping but they will at least want to break even. And they will not seed this to you as it generates, excels and sells his house, his farm to have a university and you be there syphoning the money away. Nobody is going to allow that.

The views expressed by former ES, NCTE 2 therefore is a wake call to those at the management of quasi-public and private universities as well as the regulators that the governance style of public universities cannot be the same at these other levels. This in part is the extent to which policy can be an issue in university governance in Ghana.

Again, some student leaders contend that the policy of haven students on committees and boards of the university is just to make up for the numbers because, in their view their view the representation is insignificant if the student representation is to make any impact in the decision making process of the university. Indeed, much as these representation policies are geared at bringing key stakeholders views on the discussion table on issues of university governance, the policies are not tailored towards accepting the views expressed by every member because as opined earlier, the idea of university governance is a shared responsibility and decisions taken must be in the interest of the university. The views expressed by SLs that it is the university policies that give credence to the various structures, systems, committees and autonomy issues is also collaborated by former ES, NCTE 2.

The former VC argues that a key policy issue in university governance is how to introduce and manage change within the university system. According to him, attitudinal change within the staff of the university can post serious setback in introducing change because it is very difficult to weave through the psyche of the intelligential. So he prescribes a good communication policy to address this challenge. But in which ever form and direction the leadership of the university chooses to chart, they must always remember that the core function and mandate of the university is teaching, researching and community service, he added. Additionally,

the former VC holds the view that though government is not doing enough to fund public universities, the fee paying policy of the university must threat with caution because majority of the Ghanaian populace are poor and so in thinking that the students must pay because government is not releasing funding to public universities might deprive many who cannot afford. He however just like FO, Registrar A and former ES, NCTE 1 thinks that there is need for scholarship schemes to address those who cannot afford university education because they come from poor financial backgrounds. A key feature in the Ghanaian university governance system is the policy of self-introspection. This is what in modern times is termed strategic plan which allows the universities to take a critical self-assessment the university, set targets and evaluate later on how well they are meeting these set targets. Again, this is how policy plays a role in university governance processes within the Ghanaian context. The ideas expressed by FSL in the areas of student/management relationships, student representation, merger of funds of main university and the SRC, mismanagement of SRC funds by students and the managing human resources on the university terrain attest to the very crucial role that policy plays in the university governance enterprise in Ghana. Another issue that was mentioned by the respondents and is important to bring to the discussion table is the idea of stakeholder participation in the university governance process. The contributors to this governance issue include Registrar A, C and the former Vice-Chancellor.

4.8.4.1 Constraints and Limitations of the Policies: Inability to Meet Regulatory Requirements

Universities regulatory requirements is summarized and explained taking into account the following factors: students' accommodation and parity, program requirement (lecturers). The sub-section that follows explains further these constraints.

4.8.4.2 Student Accommodation, Admission Parity and Student, Academic Staff Ratio (STR)

On student accommodation, the policy states that not more 4 students should be put in a room and the size "of room should be at least 3600mmx 5400mm". VC A for instance argues that "if we were to be going strictly by these laws, we couldn't have come this far".

On admissions in respect of the sciences and humanities, both the managers of the universities and those in charge of the regulatory agencies have admitted that some of these policies are not been met by universities. For example, on some part of enrolment norm set, ES NAB posited that. "We fixed 60:40 ratio targets for science and humanities. These things are not being respected anywhere". Then on the issue of STR, ES NAB also indicated that; "that one, I will say no, that is a difficult thing but I think that it's because government is the owner of the institutions" and once we are unable to enforce it at the public university level, we definitely cannot apply them in the private universities.

4.8.5 University Governance and Its Influence on Quality Output

According to Registrar A, the overall aim of the university governance system "has to do with the university's relationship with all stakeholders both within and outside and the public". Though he does not provided details as to how the relationship with stakeholders and the public is an issue, it will be understood that the fact that the university governance system is a shared responsibility amongst her stakeholder and therefore stakeholders are represented on boards and committees of the university makes it an important issue in the university governance process. Similarly, Registrar C in his comments to the involvement of stakeholders says in the governance process, one is bound to ask if they are serving their customers well, a justification that to govern is to serve the best interest of your stakeholders. Accordingly, his idea of serving the best interest of the stakeholders' boarder on the overall quality of university education. Finally, the former VC in articulating what he calls the need for universities to establish a middle level structure, thinks that universities must begin to engage their clientele so that the contributions from these engagements can influence the curriculum that is supposed to be built to respond to the very needs of the same people. After all, it is the very stakeholders that you want to serve so why not listen to their inputs so that at the end of the day, you would have met their expectation instead of just training people because they have come to be trained irrespective of their useful to the places that they will be found.

Indeed, if the issues of funding, accountability and infrastructure; regulating and quality; legislation and policy and stakeholder participation are governance issues

worth discussing as the researcher has done, then certainly good university governance enhances quality university education as each of these issues have a direct contribution to university governance and must be viewed all the seriousness.

Figure 4.2 is an illustration of university education and its governance in Ghana. The figure commences with a brief historical account of university education in Ghana bringing out the differences that exist between the old (1948 – 1991) and the new (1992 to present) university education in Ghana. This feed into the university governance in Ghana looking at the agencies or organs and issues that underpin university governance in Ghana. The issues are split into two; external and internal and so are the agencies or organs: External and Internal organs. Internal organs have to do with the University council and the academic board and the external have to do with the state or private regulatory agencies. The issues handled by these agencies and systems meet at a point termed "point of convergence" for the desired quality output. An evaluation or assessment of the output leads back into the University system for Improvement.
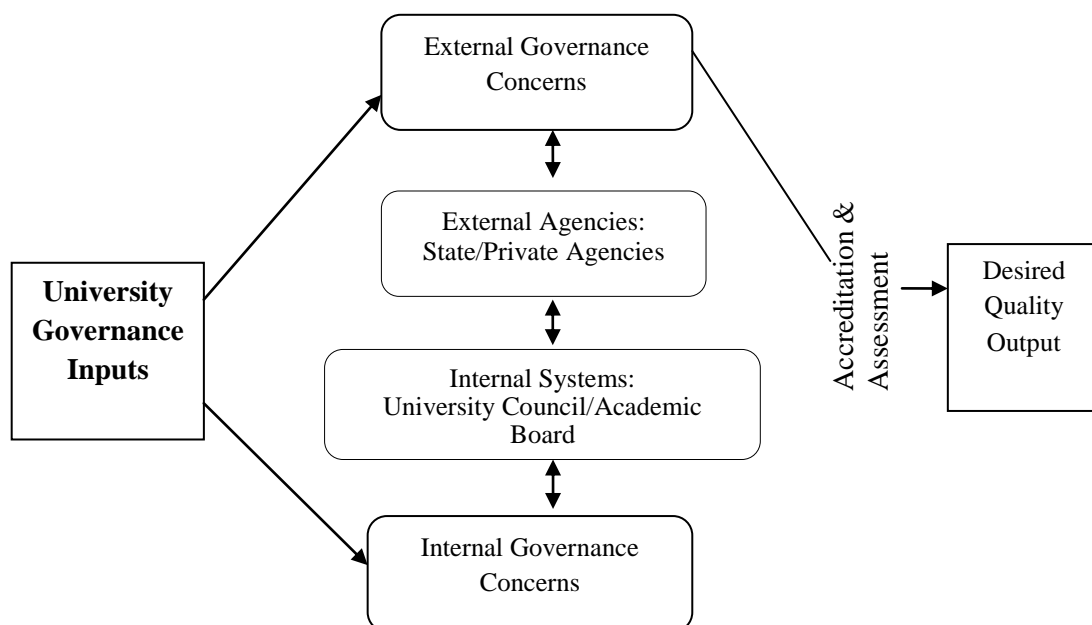

Figure 4.2 University Governance Relationship with Quality Output

4.8.5.1 The Game Changer: The Global Demand

University education in Ghana dates back to 1948 with the setting up the University of Ghana, Legon (then University College of Gold Coast). Between the period of 1948 and 1991, there were three universities in Ghana and all were public universities because that is what the law allowed. During the early to middle periods of the old university system, universities were adequately resourced by the state and university education was free. From 1992 to present day, the number of public universities has increased and a lot more private and quasi-public have been set up. The public universities have increased to 10, whiles there are now in existence over 60 private and quasi-public universities in Ghana. These changes again have been influenced by the 1991 university education reforms in Ghana in particular and the 1987 education reforms in general. Prior to the 1991 university education reforms, the existing education law did not permit private participation in university education but the reforms advocated for private participation in university education hence it was the "game changer". Enrolments in the universities were not as high as they are today and two regulatory agencies have been set up for general supervisory and quality assurance purposes.

Therefore, in terms of the differences between the old university education system and the new, they are summarised as follows:

1) Private participation in university education
2) Increased in the number of universities
3) Increased in the number of students
4) Set up two regulatory agencies
5) Partnership financing of university education (public)
6) More powers given to university councils (public)

In effect, there has been a policy shift in university education governance in Ghana: more autonomy to public universities, public/private partnership (PPP) in the financing of university education, strengthened institutional capacity to supervise and monitor university education, and opening up to the private sector to participate in university education in Ghana.

It is generally believed that the changes were influenced by the global demand that university education could no longer be regarded as a social good and

therefore the state alone could not be the financier of university education and the process of the reforms was led by the state.

Figure 4.2 indicates university governance relationship with quality output and seeks to explain the role that university governance plays in determining quality university education. Basing the argument from the data sourced from the respondents and from literature, the researcher holds the view that for any university governance to be effective and efficient, the university must necessarily go through some governance issues classified as external and internal issues. After all, it is argued that governance gives organizations their general purpose and provides the direction that enables it to run on structures and systems that are good to national aspirations (Effah, 2010). Additionally, it has been established that it is through some structures and institutions that these governance issues can be effective and not through any individual. The institutions include external bodies (state/private agencies) and internal structures (Council and academic board). Each of these governance issues are not independent; as they play complimentary roles towards the overall effectiveness and efficiency of university governance. The details of the two broad issues are explained next with how they mediate between the structures in place within the university system and state/private regulatory agencies for quality university education in Ghana.

The external factors are associated with areas that are not the total control of the internal organs of the university management system. Of course, this varies from one system of university education; public or private, to another. These issues include academic freedom (autonomy); Legislation; Funding and Regulating universities.

4.8.5.2 Regulating

To regulate in its spirit and letter means to make a rule and to make sure that, that rule is enforced. Regulating in this instance means enacting laws/policies at the national level. Some of these are policies put in place by regulatory bodies while others are laws passed by parliament of Ghana. Though universities have some level of leveraged in as far as their internal governance is concerned, externally, they are also guided by one rule or the order in their governance process. As in the case of university governance in the Ghana, the National Council for Tertiary Education

(NCTE) has the mandate to regulate university education in general and the National Accreditation Board (NAB) is mandated to provide the necessary regulations that will safe guard the quality of university education in Ghana. These regulations do not any way seek to take away the autonomy of the universities at the public, quasi-public or private. For example, these two agencies have requirements for who qualifies to be admitted into a university as a student in Ghana, what are the minimum requirements to set up a university, what are the rules governing accreditation of a university or programme, and many more all aimed at ensuring that the university governance process is well placed to deliver the desired quality outputs. Indeed, it for the purpose of achieving the desired quality products that the NAB must give approval to every university and programmes that they offer at most within every five years. As indicated early, NAB aims at ensuring that the necessary quality assurance measures and systems have been put in place by the respective university so that the quality of its products are not compromised.

At all types of university education in Ghana, being public or private, there are general regulatory issues that each of these university types must adhere to. These regulations, it is envisaged contribute to the desired quality of the university outputs.

However, at the private university level, in addition to these state regulations, the private universities have to meet some regulatory requirements of its owners. The faith-based private university for example, have the tenure of the university council tired to the tenure of the education division policy of the religious body.

4.8.5.3 Legislation

This is an important segment of the external governance system of the management of the university. Though, there is a slim margin between legislation and regulation, in legislation, the parties come together to determine how the law should be formulated unlike in regulation where the regulator alone can push for the enactment of a law meant to regulate those in the industry. Executive Secretaries (NCTE and NAB) posit that they are required by law as regulatory institutions of the state to bring to fore any legislation that will support the efficient and effective management of universities. Vice-Chancellor A and Registrar B collaborated with the

Executive Secretaries and added that in some cases, university authorities are consulted before some of these legislations are passed.

4.8.5.4 Academic Freedom and Institutional Autonomy

The twin concepts of academic freedom and university autonomy are values that have been cherished and preserved by universities through society and are desirable university governance issue. Surely the reason for this is not farfetched because society has been persuaded to belief that knowledge is the product of independent minds. Most probably is the reason why universities have fought any move against violating these time honoured values, according to former ES, NCTE. So as expressed by respondents that a university is an autonomous and complex institution is to say that it is a community of free enquiry with power to govern without outside control. The passion for the academic freedom and autonomy follows the conviction that academic work thrives best in an atmosphere of freedom and autonomy (Effah, 2003). So universities need to be allowed to develop by learning from their mistakes so that they can internalise their control systems.

The internal governance issues are those university governance issues that come directly under the jurisdiction and control of the university's internal organs. These issues according to the data range from Policy, Funding, Accountability, Faculty to Infrastructure.

4.8.5.5 Policy Making

Policy making, implementation and monitoring are some core duties of the university's internal governance system. Policies such as the university statutes, admission, examination, employment, transportation among others are put in place for the smooth governance of the university. Whereas the policies that are pure related on academic matters are formulated and carried out by the academic body, such other policies within the university system must be approved by the university council.

4.8.5.6 Funding

In the past, university education was established by Royal Charters with endowments and so had budgets up to five years in advance and so could take the question of funding for granted (Effah, 2003) coupled with what the history of university education in Ghana provided by the respondents; universities were not only resourced to play their roles meaningfully in society but the students were accommodate free, fed free and received allowances. Today the question of funding

cannot longer be ignored because the challenges posted by inadequate funding to universities has affected access, quality, governance in general among others and is so daunting and requires serious attention. Funding remains the single most crucial governance elements that every institution requires if meeting the set objectives are anything to go by and the university is not an exception. Indeed its absence or inadequacy therefore has a lot of implications for quality university education as recruiting and retaining qualified faculty, providing the right and appropriate facilities to mention a few can put the entire governance effectiveness and efficiency in jeopardy.

At the public university level, managers of the universities are compelled to look at alternative ways funding university education as it has been established that government has reduced its role to only the payment of salaries. Data indicated that government only funds about 49% of university budgets. So where will the other 51% come from? It is for this reason that the need to increase the Internally Generated Fund (IGF) has become more important.

The private universities system is financed largely from its internally generated funds and also supported by the owners of the university in the case of faith-based university. The private university depends more on the fees charged on the students and so the higher the student numbers, the more revenue but again these must be in proportion to the available resources (physical and human).

A general factor that also influences funding in the university education enterprise is accountability.

4.8.5.7 Accountability

As indicated in chapter four, accountability remains a determining factor in funding and for that matter an unavoidable haul mark of good governance in all the different types of universities in Ghana.

At the public university level, the accountability issues are part of the university's internal control systems and necessary for effective and efficient university governance. The university Act provides for policy guide on how funds can be generated, used and accounted for in the university. This provides the necessary check and balance for pre-audit of all financial transactions and enables the external auditors to review the books of the university annually. The work of the external

auditors however is governed by national regulations and the final report of the audit is submitted to the Parliament of the Republic. Though, accountability of funds from the public university is guided by a national law; Financial Administration Act, this governance responsibility rest on the internal university to fulfil. It is the duty of the university council to ensure that, the university complies with all aspects of this law.

At the private universities, there are systems put in place to ensure the prudent use of the university funds by the university council. All the activities of the university with the exception of matters that purely academic are under the supervision of the university council.

4.8.5.8 Faculty

All staff of the university play significant roles in the governance of the university but as posited by Kerr (1963), the quality of the university is largely determined by the quality of its faculty and students. Because, faculty are at the centre of creating and preserving knowledge, instruction and training, and service to the community which form the reason why the university remains an autonomous and a complex academic institution. If the right quality and quantity of the faculty are not in place, there is a danger of not achieving the desired quality outputs from the university even if the other governance issues are in place. In view of this, universities constantly need to recruit and retain high calibre faculty to sustain quality in the academic enterprise. However, as in the case of university education in Ghana, that is not what actually exists as confirmed by ES, NAB. He alludes to the fact that there is no university; public and private, that meets the NCTE norms on staff student ratio.

At the public university, though faculty might still not be adequate to meet the requirements set by the regulatory agencies, it appears, they are better off comparing them to the private and quasi-public universities. But when one is made to believe from the data and also from literature that faculty and facilities at the public universities have remained the same even though the student enrolments have increased astronomically, then there is cause for worry.

The private universities also do not have the full complements of staff, as some of their staff are on part-time. It was also evident that only a hand-full of the faculty were holders of PhD, though the universities have as part of their policy that the PhD is the entry level for appointment as a faculty member.

Indeed, faculty quality and quantity is indispensable in the university's quest to create and preserve knowledge, produce quality graduates and render relevant service to the community at the public and private university education in Ghana.

4.8.5.9 Infrastructure

The infrastructure needs of every university are as crucial as any other governance issue as it equips the university academic community with the relevant facilities for smooth researching, teaching and learning. These will normally include lecture halls, Projectors, furniture, internet connectivity, library resources, among others.

At the public university level, though there has been exponential increase in student numbers, the facilities have remained unchanged and even in some cases have not been maintained because of financial constraints. Every effort is needed to ensure that the right and relevant modern infrastructure is made available and maintained at all cost for effective researching, teaching and providing service to the community.

As indicated earlier, because of financially inadequacy, the private universities appeared to face similar challenge of inadequate relevant and modern infrastructure for academic work. As already indicated, the chunk of these universities get their revenue from fees charged on students making it difficult to properly invest in infrastructure because infrastructure comes with a huge investment.

As indicated in figure 4.2, and pointed out earlier in this work, there are some external agencies and internal systems that provide leadership in as far as the external and internal governance issues are concerned. The external agencies include: the NCTE and NAB as state agencies and private regulatory agencies that are associated with the owners of the private universities. So, in effect apart from the faith-based private university adhering to the national regulations, they are also required to satisfy some other requirements set out by regulatory agencies of their faith-based institution. For example, it is the duty of NAB to ensure that programmes that universities run are accredited because the said universities have put in place the appropriate and acceptable quality assurance systems.

Within the internal operations of the university however, there are two bodies that are responsible for the governance of university activities and these are the

council and the academic board as indicated in figure 4.2. Whereas the academic is responsible for purely academic matters as to admission procedure, examination procedure, how students are graded and so on, the university council is responsible for: Implementing the aims of the University and making arrangements as the council considers appropriate for the internal organization of the University including the establishment, variation and supervision of academic divisions, schools, faculties, departments, institutes, halls and other bodies within the university. It is within the powers, authority and activities of these two organs of the university system that the university governance is focus.

The internal and external issues as well as the external agencies and internal organs of the university governance system inter-relate towards the achievement of the desire quality outputs of the university. The regulatory agencies work in close collaboration with the university councils and academic board or their representatives in the governance issues of the university. In the case of the public university, the regulatory agencies have a representative on the university council apart from the fact that the activities of the university is periodical appraised and the university is also required to submit its annual report to the Education Ministry through the regulatory agencies.

At the private university, even though the state regulatory agencies are not represented on their governing council, but their activities are also appraised periodically by the state regulatory agencies and the private regulatory agency of their owners is represented on their university council. It is envisaged that the effective and efficient interplay and merger of the two broad issues of governance (internal and external) and the mediating role played by the external agencies and internal organs of the university will produce quality university output. Basing the argument that the universities will normally do an assessment or evaluation (Lewis & Smith, 1994) of the output through the internal and external mechanisms, will feed back into the university governance system.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

Chapter five is the final chapter of this study and is focused on the conclusion and recommendations. Under the recommendation section, there are two sub-section comprising: policy recommendations targeted at how the drawn conclusions can be mitigated and recommendations for future research, which seeks to fill the knowledge gaps that still exists in spite of this research. However, in order for a recapitulation of the research rationale there is a brief of what necessitated this research.

5.2 Brief Restatement of the Problem

The 1990s witnessed the period of globalization where governments through the demand from multi-lateral donor agencies advocated that government alone could not carry out social responsibilities. So what happens to the unmet social responsibility by the state? Prior to this was the structural adjustment programmes of the International Monetary Fund (IMF) and the World Bank, which advocated for cut on budgets relating to welfare, which included education. It advocated privatisation, marketisation and performance; and the shift of the cost of public services (e.g. higher education) from the state onto the individual. Thus, it occasioned the significant withdrawal of the state in social provision through drastic reductions in social expenditure. However, the demand for university kept increasing. This concept haven been accepted by the Government of Ghana paved way for private individuals, private sector and the civil society to take part in meeting the unmet responsibilities of the state, which included, private sector participating in university education.

Since then, more than 60 private universities have been accredited to increase the intake of applicants into universities with an increase in the number of public

universities from 3 to 10. The student numbers in universities certainly have also increased, for instance, student enrolment increased from about 73,000 in 2004/05 (NCTE, 2006 & MoE, 2010) to over 160,000 in 2013/2014 (NCTE Planning Unit, 2014) academic year. Has this shift in policy brought about some governance issues to the university environment? Especially that public universities are faced with the challenge of limited access, declining quality, inadequate funding; the need to improve governance and management and to make the curricular more relevant to societal needs (Effah & Mensah-Bonsu, 2001, p. 37). Consequentially resulting in the introduction of fee-paying programmes and some academic facility user fees being charged in universities in Ghana with the conclusion that universities have commercialise education, it is important to explore into the university governance system in Ghana.

In addition to the above issues private universities have always called on the government to support them with resources to effectively operate a sign that even with the fee paying university education that are run in the private universities, funding and other relevant inputs might still be inadequate to effectively and efficiently government the universities. Indeed, at the core of this debate is the partial retreat of the central financier of public universities, the government.

Therefore, the increased in demand for university education in Ghana, the expansion of the university education sector through privatization, and the concern for good quality education, fairness and adequate benefits of the citizens from the education provided in the country, requires an examination of university governance system. As a result, this study sought to explore the governance of public and private university education in Ghana. In doing so, the study also sought to answer the following research questions:

1) Have the role and purpose of university governance changed since its inception?

2) Are there differences between the old and the new system of university governance?

3) What are the decision-making structures with regards to how universities in Ghana are governed;

4) What are the key desirable governance issues needed to address quality issues in university education in Ghana

5.3 Principal Findings

5.3.1 National Agenda should Determine Core Mandate of University Education

University education prepares individuals for national developments such that the said persons become innovative, entrepreneurial and critical thinkers. Indeed, as far as the university continue to be a centre of "knowledge, skills and service to the nation at large" its purpose cannot be distant from national agenda. While admitting that cross boarder university education has become more common in recent times, it is still important to reiterate that the core mandate of every university is first targeted at the nation in which the university is located. In the context of being entrepreneurial, innovative and a critical thinker, means that university graduates should not be unemployed. This is because the university equips you with the relevant skills and knowledge so that you can get a job because when you graduate from the university you can be on your own so as to be "useful to your community and country".

Additionally, the university is "a knowledge based community that provides you with the managerial and supervisory responsibility" since in the university you are trained not only "to take care of yourself but to support others". This is because a key purpose of university education is to add value to you as an individual and so by extension, add value to society. To have graduated successfully from a university means you have been open to and exploring anything that lays your judgment, underneath the right and or the wrong. If you are properly trained as a university scholar, you should be able to access situations as they are, adapt to situations or be able to solve problems" irrespective of the type of degree that you would have pursued.

University education also seeks to build in the individual some level of moral behaviour and therefore character modelling as required by every nation. So it is not just about academic grades that are important as you come out of the university but also the moral aptitude that requires you be loyal, committed, honest and truthful. This is because university education provides behavioural guidelines aim at grooming

the students not only educationally, but also socially, so that the graduates can become citizens who are morally and character-wise good. So university education just like other levels of education instils in its products some level of discipline.

Since the university is the custodian of the reservoir of knowledge of nations and beyond, universities are the resource base of the human capital for not only at the country's civil and public sector but also at all levels of education. Also, it is university education that trains the intellectuals who man the various universities engaged in research, teaching and service to the communities; a role that if allowed to fade away puts every nation's development agenda at risk, to say the least.

5.3.2 Private University Education has Come to Stay in Ghana

If the increasing demand for university education is to continue with the assumption that public universities take in only about 10% of qualified candidates, it stances to reason that private university education in Ghana has come to stay and every effort must be made to give it the need quality in a sustainable manner. This is because the other sectors of the tertiary education wing cannot absorb the 90% qualified Senior High School graduates if they were to show interest. Indeed, there is every reason to believe that the quasi-public and private universities have played a part and will continue to play a part in increase in the access of university education in Ghana now and beyond. These two sectors have continuously shown sustained growth with the increment of the number of private universities some of whom are foreign. After all, the over 63 accredited private universities in the country admit about 70,000 students (NCTE, 2013) which have substantially lessen the burden on the public universities.

5.3.3 Problems Faced by University Education in Ghana

5.3.3.1 Funding

Funding continue to be the single most challenging governance issue in university education in Ghana because its inadequacy has the tendency of making the universities ill-equipped to carry out the university's core mandate of teaching, researching and community service. This is because at all sectors of the university

education, it is the availability of funds that determine to a large extent what physical infrastructure to put up or renovate. Equipment to procure for teaching and learning and above all especially at the public and private university level, the quality and quantity of faculty to recruit especially in the wake of the ever increasing demand for university education in Ghana. It is for these reasons that the inadequate funding poses a serious challenge to university education in Ghana. It is therefore not surprising that infrastructural needs of universities continue to widen despite the support to public universities through the GETFund and support from ownership of some faith-based private universities.

5.3.3.2 Infrastructure

The Presidential commission on education reforms in Ghana examined reasons why most JSS students were unable to access senior secondary, and blamed this on a number of factors. These included the inadequate facilities and infrastructure (GOG, 2002) and there is every reason to conclude that the Ghanaian Universities; public, quasi-public and private, are faced with similar if not the same challenge of inadequate facilities and infrastructure.

As posited by literature (see Effah & Mensah-Bonsu, 2001, Hebel, 2004 and Mason & Learned, 2006) and sustained by data collected from the field for this study, that support for university education is dwindling, this trend of events has certainly affected the provision of relevant and adequate infrastructural needs of the universities especially those at the public sector. In the US for example, the most challenging to US growing university education was the limitation of resources with funding being the most pivotal (Mason & Learned, 2006), because, university education compete with other sectors for resources. In Ghana, this challenge is not limited to just the public universities but also with the Private and Quasi-Public universities. Hebel (2004) posits that, funding to public universities in the US had declined so much such that by 2004 more than 25% of university budgets had to be sourced externally. As posited by a Finance Officer of a public university, "in the past 10 years", public universities have gradually learnt to reduce their dependency on "government from 75% in 2004 to about 49% in 2014". Accordingly, his university's plan is to further reduce its "dependency on government to about 20% in the next 10 years".

Funding cuts to public universities and in adequate funding for the private universities therefore have made it more difficult to govern the daily operations of universities but the bigger challenge is the demand to improve on the quality of university products and for universities to be more innovative in response to societal and global demands. A dilemma that surrounds university funding and by extension, infrastructural inadequacies in universities however is that, whereas managers of public universities argue that government has reduced funding support to them and they are not allowed to charge tuition fees and for that matter they are unable to invest in infrastructural facilities. The private universities have also had the free hands to charge all kinds of fees. Private universities have always pointed out that the public universities have the financial support of government and therefore are in a better position to invest more in infrastructure. The certainty however, that, is at all levels of the university education; public and private, there are infrastructural inadequacies that need to be addressed urgently. The infrastructural issues are more severe in the public universities because of the astronomical increases in student enrolments over the last ten years taken the 2011/2012 academic year of public universities standing at 109,278 from as low as about 45,000 in 2000 with infrastructure, faculty strength, and the administrative and management systems remaining essentially unchanged. Even though, the GETfund support has been used to expand academic and physical facilities mostly in public universities (i.e. student hostels, lecture halls, laboratories etc.) allowing institutions to increase their intake, the increase in student numbers is not commensurate with the infrastructure improvement and in the quantities required. At the private and quasi-public sector, most of them were granted accreditation by the National Accreditation Board (NAB) of Ghana based upon some minimum student enrolments and are required per regulations guiding accreditation to improve upon the infrastructural facilities of their universities to be granted a reaccreditation of the university as well as its programmes. What it means is that public and private universities are all required to improve upon their infrastructural facilities as the number of student enrolments increases not just for the purpose of being granted re-accreditation but also to achieve the desired quality in the provision of skills and knowledge for national development.

5.3.3.3 Quality and Quantity of Required Faculty

That the student numbers in universities in Ghana has witnessed a tremendous increase is not a contested issue. It is therefore important to ask if the number and quality of the faculty has witnessed the same pattern of increment over the years. The huge student numbers especially at the country's public universities are still being handled by the same number of faculty. This has made it almost impossible for to meet the set target by the NCTE faculty: student ratio (STR). The results are that we have over-burdened faculty who are unable to do quality research and teaching.

Additionally, because of the huge teaching burden on the faculty, faculty research output is low. So, the next question therefore is what does the faculty use to teach as s/he is unable to carry out research because of the over-burden teaching load?

At the private university levels, the right numbers and quality of faculty are far to match that of the public universities. This situation has left them with no option, but to rely on lecturers from public universities on part-time. Note should be taken that public university faculty members are already over-burdened. So, it therefore becomes imperative to ask how effective such part-time teachers can be in relation to their default responsibilities.

5.3.4 Weak Collaboration between Stakeholders and the Universities

Although respondents did indicate that the relationship between the university and its stakeholders were important, evidence from the ground shows that it is only the internal stakeholders of the university who are directly engaged by the university in some decision-making process (review and update of university programmes, relevance of university products and financing university education) mostly within the same faculty members. It remains a fact that the academic board of the university is the final authority when it comes to determining and approving university courses and programmes because that is purely an academic issue but should that prevent the university from engaging its stakeholders who receive the graduates that the universities turn out for their inputs before the final course content and programmes are approved by the academic board? Well, under the current circumstances, there is

no evidence that universities seek the inputs of their stakeholders in determining the relevance or otherwise of the courses and programmes that the universities set up and by extension the relevance of the graduates that the university's graduate. Therefore, when it comes to the courses and programmes that the university run, there is gap between the institutions and organizations that receive the products of the universities and the universities.

Again, though the universities identified inadequate funding as a challenge in the governance of their operations, universities have not been able to engage their key stakeholders on the funding options that might be available either than the traditional fees and then other internally generated funds that universities have had to grapple with over the years. An example of the weak engagement of the stakeholder of universities as far as funding universities is concerned is the inability of the universities to actualise an understanding that was reached between key plays in university education in the early 2000s. As posited by ES, NCTE: "There was an agreement at Akosombo sometime back, where it was agreed that government should pay 70% of the cost of training a student, 10% from the student or parent, another 10% from institution and a third 10% from industries. The 70% contribution from government are meant for public funded universities whiles the private universities were to benefit from the industry. Indeed, have the universities used this avenue to reach out to the industry for their part of the deal?

5.3.5 No Criteria for Selecting and Appointing Members of the Governing Councils

Something that is conspicuously missing is the requirements to be elected and appointed on the university governing councils taken cognisance of the huge role that the university council is expected to play towards the achievement of the university's goals and objectives, though in most cases members of council are appointed on representation bases. Apart from the faith-based private university, which said that you needed to be a member of their church before you could be selected and appointed to their university council, no such other criteria exist. This is a worrying phenomenon because though the role of university councils are somewhat on part time, the authority and power of the university council cannot be under estimated. As

posited earlier, university councils generally have three core functions of strategic oversight, ensuring effective overall management, and ensuring responsible financial management (Effah & Mensah-Bonsu, 2001).

Strategic Oversight:

  1) approving the mission and strategic direction of the university;

  2) ensuring that visions and goals are turned into effective management systems; and

  3) monitoring implementation of the strategic plan.

  Effective Overall Management:

  1) appointing the Senior Management of the university and monitoring their performance;

  2) overseeing and reviewing overall management performance; and

  3) formulating and ensuring the implementation of all relevant policies and laws.

  Financial and Risk Management:

  1) approving the annual budget;

  2) approving and monitoring systems of control and accountability;

  3) overseeing and monitoring the assessment and management of risk; and

  4) ensuring compliance with legal and government policy requirements

So if the above roles and responsibilities are anything important and the university council is supposed to be effective and efficient in discharging its responsibility, then it is obvious that it is not anybody at all who can be effective and efficient of the university councils as it is today in Ghana.

5.3.6 University Governance as Council, Regulation and Policy

With views expressed by respondents that it is almost impossible to mention university governance without talking about the rules, policies, structures and systems is to suggest that university governance cannot be devoid of university council because it is councils responsibility and duty to legislate therefore determining the structures and systems for any effective university governance. University council again is at the apex of university governance.

Most respondent indicated that university governance could not be separate from the structures, policies, systems and regulations that guide the operations of a university. This is a confirmation of the institutional theory as posited by Hirsch (1975); Meyer & Rowan (1977); Zucker (1977); Rowan (1982); DiMaggio & Powell (1983); Meyer & Scott (1983); Scott & Meyer (1983); Tolbert & Zucker (1983) Fennell & Alexander (1987); Scott (1987) and DiMaggio (1988) that suggests that institutional environments impose pressures on organizations to justify their activities through policies and regulations. Accordingly, the respondents posit that University governance is about "structures or framework that the owners or regulators put in place to protect their interest and those for whom they represent". In that context, university governance entails the various laws, Policies, Rules and Regulations that guide the operations of a university. University governance is also about putting in the necessary systems so that the university management can be effective efficient and accountable towards the realization of the mission and vision of the university. It is these policies and structures of the university that council and management use as guide in the operations of the university. As expressed earlier, the purpose of the policies and structures is for results that ultimately answers the vision and mission of the university.

Additional feature of university governance as posited by respondents (FO; ES, NAB; Registrar C; Student Leaders, Former ES, NCTE 1 & 2 and Former VC) is the committee system of governance which is an output of the policy system. In addition, the University Council is a product of the Structures and Systems that govern the university management. As former Executive Secretary of NCTE 2 put it, "university governance is more about the council". His argument is that, it is the body that directs and determines the mission and focus of the universities. In that regard, it is what council chooses to do and how it does it that reflects the university governance system of a university. He says:

> University governance simply means who is in charge. It is to steer so when we talk of governance at the level of the university you are talking about the body at the top that has a broad general oversight of the university. That body that directs and determines the mission and focus of the university.

While agreeing to the view that university governance is about putting in relevant and necessary rules and policies, and ensuring that such policies function and by extension what council does, it is also important to argue that university governance is a shared responsibility amongst Students, Staff, Management, Unions as internal stakeholders and government, industry, associations, regulators as external stakeholders. This shared responsibility is normally manifested in the composition of the university council. So, the 'bus' might stop with the university council is as far as university governance is concerned but to govern a university is about a responsibility that rest on the shoulders of each and every key stakeholder. The shared responsibility aspects of the university governance process is also manifested in participatory form that university governance take by involving most of the internal stakeholders in the committees and boards of the university alluding to the view expressed by former ES, NCTE 2.

5.3.7 Quality Assurance System

It is important to say that say that the research findings revealed that Ghana has a stable, reliable, effective and efficient national quality assurance system that needs commendation. Currently, there two bodies that oversee the total effective and efficient governance of universities in Ghana and these are the National Council for Tertiary Education (NCTE) and the National Accreditation Board (NAB).

The National Council for Tertiary Education (NCTE) is the body that oversees the administration of tertiary institutions in Ghana. The council serves as the supervisory and regulatory body that advises government on policies relating to tertiary education. An Act of parliament, Act 454 of 1993 established it. The NCTE aims at promoting quality, equitable access, relevance, sustainable funding, good governance and management in tertiary education that support national development.

The National Accreditation Board on its part is to ensure that the country's tertiary education system continues to be responsive to a fast changing world and to make its graduates progressively competitive in the world of work.

The Board since its establishment is dedicated to facilitating the establishment of both public and private tertiary institutions and ensuring that standards are set and maintained. The Board was established in 1993 through, The National Accreditation Law - (PNDC L 317).

As discussed in chapter four of this research, these two institutions are responsible for regulating university education in Ghana and since they started operating, there has been some level of sanity in the university landscape. An example of its quality assurance mechanism is the mentoring scheme system where a newly established university will have to be mentored by an older university for at least a period of ten years. During this period of mentorship, the certificates the new university offers to its graduating students are that of the mentor university. The measure allows the new university to be tutored along the path of quality assurance systems by its mentor university.

The NAB also has instituted an accreditation system, which is sustainable in that, no accreditation goes beyond 5 years, a sign the quality and accreditation is an on-going process and not an event.

Additionally, there are no established and standardized procedures for the mentoring scheme and mentor universities are not held responsible when there are lapses concerning policies established by the regulatory agencies. The fear by the regulators is that since the mentoring based on the choice of the mentor universities, if they the regulators begin to put in sanctions against mentor universities, the newer universities might not get mentors.

5.4 Conclusions Drawn

The research questions as a guide and the key issues that emerged, the following conclusion have been drawn. Note should be taken that these conclusions are not meant to spell the doom but envisage what the consequences are in the wake of the challenges that universities face in Ghana in as far as their governance is concerned if not adequately and appropriately addressed.

5.4.1 Poor Quality Graduates and Research

The tools for quality university education continue to be a challenge and therefore it is reasonable to hold the conclusion that, there is a tendency to turn out poor quality graduates from Ghanaian Universities. University system whose funding inadequacy continues to widen leading to inadequate infrastructure, inadequate

faculty in both quality and quantity with increasing student numbers and low research capacity exposes the universities to disaster and by extension, the country. It is possible to have some good quality students graduating from the universities but on comparative terms with other well-resourced and equipped universities across the globe such 'good graduates' will be found wanting. The more serious issue will be that other sectors of the economy with education inclusive will be stacked with half-baked professionals whose performance will not match the expectation of the national development agenda.

In addition, the quality of research from universities might not have the desired quality and most probably even, what is in the system might not be adequate because the few faculty are over stretched with teaching loads.

5.4.2 Irrelevant and Unnecessary Graduates

To train students based on the need and relevance of courses and programmes run by the universities and only determined by the university community (faculty) is to suggest that some of the graduates will be irrelevant and unnecessary in the field of work. This is because as Bovaird & Loffler (2003) put it, governance is more about stakeholder engagement and satisfaction. So without the engagement of stakeholders, particularly those to whom university graduates work for, how do you determine how useful such graduates become? No wonder, the unemployment rate continue to rise despite the fact there are complains of shortage of staff at one corner of the economy or another, though there is truism in admitting that there are other factors that cause unemployment in a developing nation like Ghana.

5.4.3 Uninformed Governing Councils

In the wake of the current nature of selection and appointing members of university governing councils, there is a tendency of having a weak synergy between management of universities and its members of council. This is because, a university management is usually made of very senior academics, administrators and technocrats whose way of running the university might not be understood by a council that are mostly made of uninformed members. As witnessed in part of the data, when members are supposed to be looking at the overall interest of the university on the

council, they might be more focused on the interest of the small groups that they represent on the council. Of course, are they wrong? No, at least that is what they are made to understand - to represent the interest of their constituents. How can a student leader for example on a university committee or board speak in favour of the university management on fee negotiation against the interest of the general student body that such a student leader represents on the committee or board. After all are these not representatives of their constituents? They are not there in their own capacity on these committees and boards.

The conclusions drawn are not "cast in stone" as they are based on the findings from this research. The hope therefore is that, if provision is made to address the recommendations that will go a long way to avert or minimize the effects of the conclusions drawn. The next section therefore draws on the findings and conclusions to recommend to whoever has what it takes: government, regulatory agencies, university councils, university management, civil society and anyone or group concerned with the quality of university education to take steps to address the challenges that face university governance specifically and university education in general in Ghana.

5.5 Recommendations

The recommendations for this research are in two folds: policy recommendations and recommendations for future research. Policy recommendations are meant to help address the short comings in the university governance process whiles the recommendation for future research is meant to fill in the knowledge gap in as far as the exploration of university governance in Ghana is concerned.

5.5.1 Policy Recommendations

These recommendations if heeded to are meant to address the challenges that university governance faces in Ghana. The recommendations range from financial sustainability, quality assurances issues, research and scholarship, increase stakeholder participation to how to make university councils more effective and more efficient in the university governance process.

5.5.1.1 Financial Sustainability

As a matter of necessity, there is the need for universities to identify how they can be financially independent and sustainable. It appears that even with a very focused and determined university council and management, if funding to the university remains inadequate, the chance of the university meeting its set targets will remain an illusion. On the other hand, with the same set of commitment with sustainable financing to the university, the chances of the university meeting its set vision and mission are very high. Because ideally a well-funded university with a determined governance team will put in the necessary infrastructure, right and appropriate faculty that will give the university the right academic atmosphere for quality teaching, learning and research. However, how can universities work out this financial sustainability?

1) Road map for self-reliance on financial matters

There is the need for all universities across board (public, quasi-public and private) to engage their broader stakeholders in identifying a road map to financial sustainability. In this way, universities will not only be given assurance consistent funding in the short to medium term, but will also help in the longer term planning process to also consolidate and maintain quality at all times.

2) Income from technical services and commissions

It is further recommended that universities should strengthen their core mandates to be the best in their respective areas so that they will attract consultancies in technical services and commissions. In this way, government and industry will engage the professional services of the universities that generate some funding to the universities. This is because universities are lauded and known for what they are best at doing and not necessarily on how many things they are engaged in buttressing the common saying that quality is better than quantity.

3) Income from tuition and other fees

As captured earlier in the data, this is already an area that Ghanaian universities feed on as a source of income. Much as it is true that if full fees are introduced in the universities (in any case, it already exist in quasi-public and private universities), the future of some youth will be truncated, it is also true that, there are other potential students who come from wealthy backgrounds that can afford

to pay the full fees. So where is meeting point? Should university education be free with huge funding inadequacy when there people within the society who can afford to pay for it? Invariable, avenues such as grants and loan schemes should be available for students who come from poor backgrounds to access, tapping into their future earnings.

4) Development of endowment fund and the culture of investment

Checks from NCTE indicate that some Ghanaian universities have endowments but as to how much these endowments are and how they are managed, the regulatory agency could not tell. A study by National Association of College and University Business Officers (NACUBO) indicates that in the USA, some top ranking universities have endowments as their second highest means of revenue after tuition fees (NACUBO, 2011). Universities and Colleges endowments returned an average of 19.2% (after fees) for the year ended June 30, 2011, the study found. According to the study, Harvard University has the largest endowment with $31.7 billion in assets. This is awake up call to Ghanaian universities that endowments and investment are an area that can generate income for them.

5) Increase in diversification and Homogeneity (mission creep) caused by "massification"

It is recommended here that universities make conscious efforts to remain focus on their core mandate, which will make them specialist in their specific areas but also diversify in their approach to teaching, research and dissemination of knowledge (Bauer et al., 1999). Universities should be innovative in teaching for example; adopting social media and other e-learning approaches that can handle the large student enrolments (massification) which has caused the inadequate and deteriorating physical facilities. On the other hand, universities in Ghana should take a cue from other universities out of Ghana who are successful in addressing the huge financial and infrastructural inadequacies. If you can do it in similar way as it is been done elsewhere to be successful, what stops you from being successful?

5.5.1.2 Increase Stakeholder Participation

Taken into consideration that university education in now a product delivered to the taste of the customer, it is import that university managers engage

stakeholders more (Bovaird & Loffler, 2003) in the nature and type of courses and programmes that will better meet the taste of their stakeholders because universities are meant to serve societal needs (see also Effah & Mensah-Bonsu, 2003). In deed this is not to suggest that the course and programme content should be left entirely in the hands of the stakeholders but a broader engagement with them. This will make Ghanaian universities responsive to the renewal of courses and programmes.

Additionally, it is important that university authorities manage stakeholder engagement to the advantage of the universities. It is possible that if the stakeholders are constantly engaged in the decisions process and activities of the universities, their contributions in ideas, cash and equipment will be enhanced because who wants to contribute to areas that he/she has little knowledge about and is less involved in its operations. After all some of these stakeholders may have the best links to industry or industry players to enhance the chances of universities raising funds from out of the traditional methods: fees, application forms, commercial activities on campus etc.

5.5.1.3 Quality Issues

1) End period of expansion and consolidate the gains by internal improvements

It is recommended here that universities should end the period of expanding and consolidate the gains (Harman & Selmon, 1991) that they have obtained over the years by making improvements in the internal structures and systems,   if indeed, quality university education is important to its managers especially at the public university level. Why will universities continue to increase their student enrolments and complain at the same time of inadequate infrastructure to take of the increasing numbers? It is true that universities use the student numbers to get some revenue because the student pay some fees but is that enough to sustain the university financially and infrastructure wise? Certainly no, otherwise, no university would have been facing financial and infrastructure inadequacy.

2) Type, Amount and Purpose of Knowledge

University must also rethink into the type, amount and purpose of university education (Bauer et al., 1999) in the 21st century because Ghanaian universities cannot refute the fact that the purpose of university education in 1948

remains the same in 2014. Ghanaian universities in this regard should learn from best practice around the world to be in tune with current circumstances and demands.

      3) Quality as a pre-requisite to nation building

To say that quality university education is a pre-requisite to social-economic development of any nation is to say the least. In this regards the following are recommended:

To strengthen the faculty, universities are encouraged to enforce the Ph.D. requirement for appointment to lectureships

Universities should also have a proactive policy to attract and retain qualified faculty through new incentives; special support for female faculty to complete terminal degrees; strengthen teaching and research in various ways such as orientation programmes, teaching innovation funds, start-up research grants, reduce the teaching load of faculty and mentor young lecturers.

To mainstream and strengthen elements of quality assurance in the universities, it is recommended that a quality assurance committee be established in all universities as a sub-committee of academic board to appraise all academic programmes. The membership of this committee should not be limited to the internal university community but also include some of the university's external key stakeholders. This committee should have the mandate to review courses and programmes of the university as designed by university policy.

Having established universities are "Originators of Knowledge" through research, it is important to recommend that a neutral body (see Lewis and Smith, 1994) as that provides and independent assessment of the quality of university products should determine the quality of the knowledge. In other words, quality as verified by key stakeholders (Bovaird & Loffler, 2003). To this end, there should also be a periodic self-assessment before being subject to stakeholder assessment.

      4) Sustain and enforce the mentorship programme for new universities.

As captured in the data and explained in the discussion section in chapter four of this research, the mentorship policy in Ghana that a new university must be affiliated to an older university for a period of not less than ten (10) years must be lauded as a good initiative and the regulatory agencies must enforce this

policy irrespective of whether the new university to be established is a public, quasi-public or private. This is because the policy has the potential to keep the new university in check by its mentoring university until such a time that most of the relevant quality structures and systems are in place before the new university can be given its autonomy to award its own certificates, diplomas and degrees. As Scott (2004) puts it, in order to survive and gain legitimacy, institutions must conform to the rules and belief systems in the environment.

5.5.1.4 University Council Members and their Selection Process

Bearing in mind the enormous responsibility that any effective and efficient university governing council has to live up to, it is recommended that there should be some broad qualities required for anyone to be selected and appointed onto a university council, taking into consideration the broad roles of council as; Oversight, Policy formulation and evaluation and administrative.

At least the selection processes should include but not limited to:

1) Qualification

2) Knowledge in Higher Education

3) Commitment

4) Willingness to be involved and engaged

5) Time availability

6) Experience in University Education

5.5.2 Recommendations for Further Research

This research showed that to talk about university governance is to talk about the leadership of the university and by extension the University Council. This is because it is the university council that sets the targets, directs and monitor the performance of the indicators of the university. Again, the university council promulgates and supervises the policies of the university, which form the functional governance structures and systems. It is on these bases that it will be prudent for future research to look deeper into the relation between leadership and governance especially as the two interact to achieve the vision and mission of the university.

This study contacted some managers of some universities, former university managers, heads of regulatory agencies, former heads of the regulatory agencies and

student leaders (current and past) to arrive at the findings and conclusions. It will be more useful if future research can include industries and civil society groups to establish from such recipients of the university graduates if they are satisfied with the quality of the graduates that they receive from universities.

Additionally, it is recommended for future research that a more focus research establishes the influence that poor and inadequate physical infrastructure plays in the quality of the university graduates even if there are adequate faculty and other inputs in the university training processes. This recommendation is made bearing in mind that there are modern and innovative means of teaching and learning without necessarily needing a lecture theatre.

How much room should Students and other stakeholders participate in University Governance should also be investigated.

This research has established that with the committee system of university governance in Ghana, university students play a role in the overall university governance but bearing in mind that University is a complex and special academic institution, it is important to establish how much room these stakeholders should participate in the university governance process.

Additionally, it will be good for future research to look into if students and other stakeholder reactions have influence on university governance issues. Especially that some respondents from the data indicated that their presence in the various committees and boards of the university is just to make up for the numbers.

5.5.2.1 Conclusion

The research showed that the role of universities within the Ghanaian community in particular and the world at large could not be overestimated. As posited by James Wolfensohn, a World Bank President in 2000 that it is impossible to have complete and sustainable educational system without an appropriate and resilient higher education system better describes the role that university education plays not only among nations but also within the global atmosphere.

University Education therefore should be designed to teach and reflect the relevance of economic, political, financial and social underpinnings of national development strategy so that graduates are equipped to meet the development needs of their country. In this respect, there is the need for a national development plan for

tertiary institutions to be able to produce graduates who do not only meet the skills gaps required for the implementation of national development strategy but such other graduates that move the nation into a Centre of innovation and excellence. Ghana as a developing nation requires good structural underpinnings for advancement such that there is the need to link tertiary education and more specifically, university education to all aspects of business, public policy and governance.

Additionally, the research proved that University Governance is not an event, if it was an event then it could be carried in a day and that ends it. Nevertheless, if it is about involving the people, serving the people and making the citizenry the repository of national sovereignty, then governance must be a shared responsibility as we have witnessed in the research. Stakeholders should be made to own the process and understand the intended outcomes of effective and efficient university governance system.

But for those who hold the view that university education in recent times has become a market commodity and therefore too expensive, give reflection to what Derek Bok, an American Educator and Lawyer (President of Harvard Univ. 1971-1990) said many years ago that, "if you think education is expensive, try ignorance".

Finally, to further demonstrate the importance of university education the researcher wish to remind the stakeholders in university education with what Kofi Annan, former UN Secretary General and a proud son of Ghana said:

> The university must become a primary tool for Africa's development in the new century. Universities can help develop African expertise; they can enhance the analysis of African problems; strengthen domestic institutions; serve as a model environment for the practice of good governance, conflict resolution and respect for human rights, and enable African academics to play an active part in the global community of scholars (Kurtz & Schrank, 2006, p. 6).

The hope however is that University Education has an evergreen mission that will forever find relevance in Ghana, Africa and the world at large if the relevant inputs and governances are in place.

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APPENDICES

APPENDIX A

INFORMED CONSENT FORM

Dear Participant,

You are invited to participate in a research study that will attempt to understand university governance in Ghana. The following information is provided in order to help you make an informed decision whether or not you would like to participate. If you have any question (s) please do not hesitate to ask. You are eligible to participate in this study because of your experience in university governance in Ghana in general and more specifically, having been the …… of the University of ……

Project Title: An Exploration of University Education Systems: The Case of Three Universities in Ghana

Purpose of the Project: The study seeks to explore the key issues that underpin university governance in Ghana. Specifically the research wants to answer the following questions:

1) Have the role and purpose of university governance changed since its inception?

2) Are there differences between the old and the new system of university governance?

3) What are the decision-making structures with regards to how universities in Ghana are governed and

4) What are the key desirable governance issues needed to address quality issues in university education in Ghana

Procedures: You are being asked to participate in an interview and you can choose to or not. The interview will take as much time as you think you can address all, some or any of the issues raised above. The interview will be audio recorded in order that

your responses are captured in the very way that you will want. However, if during this interview the researcher wishes to make a follow up question on a response that you have given; your attention will be drawn to that.

These questions are designed to allow you to share your experiences as…….. If during the interview, you will want to refer to a document to buttress your point, please do and kindly provide directions as to where and how the document can be traced. As a form of providing evidence to your response, these document(s) will be Xeroxed and any identifiable information will be deleted to guarantee confidentiality. The original document will be returned to the source of the document immediately the copy is made.

Risks and/or Discomforts: There are no known risks or discomforts associated with this research except that because of the sensitive nature of governance, you and your institution will remain anonymous.

Benefits: The information gained from this study may help us to better understand the key issues that exist in university governance in Ghana and subsequently, a policy recommendation put forward for the appropriate authorities to act in the interest of University Governance in Ghana.

Confidentiality: During the interview, you will be asked to provide a pseudonym to insure that your identity is only known by the researcher and you. The audio-recording file will be assigned the pseudonym that you pick during the interview. Any document that you will provide will carry the said pseudonym. The information retrieved from the document(s) provided will only have the pseudonym that you picked during the interview. The Xeroxed copy of the document you provide though will be labelled will be kept with the rest of the other retrieved documents. Audio tapes will only be used to transcribe interview. Once the interview is transcribed, the audio tapes, interview transcripts, and the Xeroxed copies of the documents you provide will be kept for 2 years in a locked cabinet at the university in the office of the adviser and the researcher and the adviser will be the only persons who will have access to them. The information obtained during this study may be published in

academic/professional journals or presented at such meetings but the data will be prepared as aggregated data.

Compensation: You will not receive any type of compensation for participating in this study.

Opportunity to Ask Questions: You may ask any question (s) concerning this research and have those questions answered before agreeing to participate or during the study, or even after the interview through the following medium:

Bernard B. B. Bingab   Prof. Juree Vichit-Vadakan

Graduate School of Public Administration   Same Address

National Institute of Development Administration   juree@nida.ac.th

118 Serithai Road, 7th Floor Boonchana Authakorn Building Tel: +66 2727 3501

Klongjan, Bangkapi

Bangkok 10240, Thailand

bbingab@gmail.com

Tel: +66 -2- 727- 3856

Mobile: +66 832 62 4546

If you have questions about your rights as a research participant that have not been answered by the investigator or report any concerns about the study, you may contact Graduate School of Public Administration, National Institute of Development Administration, Bangkok, Thailand.

Freedom to Withdraw: You are free to decide not to participate in this study or to withdraw at any time without adversely affecting your relationship with the investigator or the National Institute of Development Administration.

Consent: If you wish to participate in this study, it means you will be interviewed and if need be provide a document in support of your response.

Your decision to participate in this research study is voluntary. Your signature certifies that you have decided to participate having read and understood the information presented. You will be given a copy of this consent form to keep.

_____ _____

Signature of Participant   Date

I hereby give consent to audio record my interview.

_____ _____

Initials of Participant   Date

In my judgment I am voluntary and knowingly giving informed consent and possess the legal capacity to give informed consent to participate in this research study.

_____ _____

Signature of Investigator   Date

Bernard B. B. Bingab

Graduate School of Public Administration

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118 Serithai Road, 7th Floor Boonchana Authakorn Building

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APPENDIX B

INTERVIEW PROTOCOL - VICE-CHANCELLOR/ REGISTRAR/STUDENT LEADERS

Date: _____ Pseudonym of Institution: _____

Pseudonym of Participant: _____

Phone Contact: _____

Introduction

☐ Introduce yourself

☐ Discuss the purpose of the study

☐ Provide informed consent

☐ Provide structure of the interview (audio recording, taking notes, and use of pseudonym)

☐ Ask if they have any questions

☐ Test audio recording equipment

☐ SMILE-make the participant feel comfortable

Questions about

How many years have you been in your current position…………?

What similar position have you held before this current position…………………….?

University education, what is it and why university education?

To run a University, what will you say are the key/ desirable university governance

issues and how have these issues been addressed?

How does good university governance enhance quality university education?

If you were a Vice-Chancellor of a private/public University, will you govern the university differently and how?

Closing
- ☐ Anything that the participant wants to add to the interview
- ☐ Is the participant willing for you to come back (if you need to)?
- ☐ Does the participant want to confirm what you are going to use as data?
- ☐ Reiterate the confidentiality and anonymous policy of the research
- ☐ Leave your contacts behind
- ☐ Show appreciation
- ☐ Promise to get back to the participant

APPENDIX C

INTERVIEW PROTOCOL - CURRENT EXECUTIVE SECRETARIES OF NCTE & NAB

Date: _____ Name of Institution: _____

Pseudonym of Participant: _____

Phone Contact: _____

Introduction

☐ Introduce yourself

☐ Discuss the purpose of the study

☐ Provide informed consent

☐ Provide structure of the interview (audio recording, taking notes, and use of pseudonym)

☐ Ask if they have any questions

☐ Test audio recording equipment

☐ SMILE-make the participants feel comfortable

Questions about

How many years have you been in your current position?

What similar position (s) have you held before this current position?

University education, what is it and why university education?

What is university governance in Ghana?

To run a University, what will you say are the key governance issues?

How does good university governance enhance quality university education?

How do you ensure that there is quality at the Universities?

Closing

☐ Anything that the participant wants to add to the interview

☐ Is the participant willing for you to come back (if you need to)?

☐ Does the participant want to confirm what you are going to use as data?

☐ Reiterate the confidentiality and anonymous policy of the research

☐ Leave your contacts behind

☐ Show appreciation

☐ Promise to get back to the participant

INTERVIEW PROTOCOL - FORMER VICE-CHANCELLOR/REGISTRAR

Date: _____ Pseudonym of Institution: _____

Pseudonym of Participant: _____

Phone Contact: _____

Introduction

☐ Introduce yourself

☐ Discuss the purpose of the study

☐ Provide informed consent

☐ Provide structure of the interview (audio recording, taking notes, and use of pseudonym)

☐ Ask if they have any questions

☐ Test audio recording equipment

☐ SMILE-make the participant feel comfortable

Questions about

How many years were you in your position as………….?

What similar position (s) did you hold before this position?

University education, what is it and why university education?

What is university governance?

With your experience and age, what will you say has changed over the period of university education in Ghana? Any changes in the governance style?

To run a University, what will you say are the key/desirable governance issues and how did you address these issues?

How does good university governance enhance quality university education?

Closing
- ☐ Anything that the participant wants to add to the interview
- ☐ Is the participant willing for you to come back (if you need to)?
- ☐ Does the participant want to confirm what you are going to use as data?
- ☐ Reiterate the confidentiality and anonymous policy of the research
- ☐ Leave your contacts behind
- ☐ Show appreciation
- ☐ Promise to get back to the participant

INTERVIEW PROTOCOL- FORMER EXECUTIVE SECRETARIES OF NCTE & NAB

Date: _____ Name of Institution: _____

Pseudonym of Participant: _____

Phone Contact: _____

Introduction

- ☐ Introduce yourself
- ☐ Discuss the purpose of the study
- ☐ Provide informed consent
- ☐ Provide structure of the interview (audio recording, taking notes, and use of pseudonym)
- ☐ Ask if they have any questions
- ☐ Test audio recording equipment
- ☐ SMILE-make the participant feel comfortable

Questions about

How many years did you work as Executive Secretary, ...?

What similar position did you hold before this position…………………….?

University education, what is it and why university education?

Run me through the history of university education in Ghana.

To run a University, what will you say are the key/ desirable governance issues?

How does good university governance enhance quality university education?

What role does governance play in quality university education?

Closing

☐ Anything that the participant wants to add to the interview

☐ Is the participant willing for you to come back (if you need to)?

☐ Does the participant want to confirm what you are going to use as data?

☐ Reiterate the confidentiality and anonymous policy of the research

☐ Leave your contacts behind

☐ Show appreciation

☐ Promise to get back to the participant

BIOGRAPHY

NAME	Mr. Bernard Bekuni Boawei Bingab
ACADEMIC BACKGROUND	Bachelor of Education (English), University of Education, Winneba Winneba, Ghana (2000-2004)
	Master of Science (Project Planning and Development), University of Bradford, United Kingdom, (2006-2007)
	Monitoring and Evaluation Specialist, Ghana Institute of Management and Public Administration, Accra, Ghana (2008)
	Consulting Practice, Ghana Institute of Consulting Practice, Accra, Ghana (2010)
PRESENT POSITION	Lecturer, Department of Educational Administration and Management, Faculty of Educational Studies, University of Education, Winneba, Ghana
EXPERIENCES	University of Education, Winneba, Ghana (2004-Date); Senior Administrative Assistant (2004-2007); Assistant Registrar (2007- 2014) & Lecturer (2014 - Date)

PUBLISHED PAPERS

1. Bingab, B. B. B. (2016). The role of governance on quality university output in Ghana. *International Journal of Educational Leadership, 6*(1), 33-41.

2. Bingab, B. B. B., Forson, J. A., Mmbali, O. S., & Baah-Ennumh, T. Y. (2016). The evolution of university governance in Ghana: Implications for education policy and practice. *Asian Social Science, 12*(5), 147-160.

3. Bingab, B. B. B., Forson, J. A., Mmbali, O. S., Baah-Ennumh, T. Y., & Upoalkpajor, J. N. (2016). Envisioning incentives for improving university governance: A Ghanaian perspective. *International Journal of Management, Knowledge and Learning, 5*(2), 223–244.

AWARD

Received full scholarship from the School of Public Administration in the National Institute of Development Administration in Bangkok, Thailand to study in Doctor of Philosophy Program in Development Administration

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