

Governance in Higher Education: A Comparative Study on Ghana and China

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Abstract

Governance in higher education is one key concern for policy makers on restructuring the higher educational systems all over the world. The concepts of higher education governance often bring conflict between institutions and politicians on issues concerning institutional management. This study examined the concepts of higher education governance based on a comparative study of china and Ghana. The study gave special attention to various reforms on governance, higher education autonomy, funding, higher education law and structure of decision making in both countries. This paper argued that, if government limits its influence on higher education governance and higher education institutions are given a significant level of autonomy to make decision on academic program development and appointment of key positions, it will enable the higher education leaders use their expertise to develop high quality higher education. However, it's worth mentioning that, this paper does not argue for governmental absence on higher education governance and management; government will continue with policy formulation on higher education. The comparative study is adopted because, china's higher education has attracted many students from developing countries in Africa and Asia and Ghana as an African country has over ten thousand students pursuing programs at all levels. Higher institutions in Ghana in the past decade have enjoyed good academic relationship with Chinese institutions. Ghana as a middle-income country in the quest to build high quality higher education can learn from the Chinese system. This study will also contribute to literatures in educational governance.

Keywords: higher education, governance, autonomy, reforms.

1.0 Introduction

According to Kennedy (2003), one policy issue in the 21st century is the higher education governance. Nations have tried reforming higher education to make it capable of producing the needed human capital. For this study, university governance will sometimes be interchangeably used as representation of higher education because the university was the earlier higher institution among the study countries (Ghana and china). The higher education over the years has gone through series of reforms. Some reforms were to reduce the political influence in higher education governance by making higher education more autonomous. Governance according to the OECD (2003) is a complex system that includes legislative framework, the characteristics of the institutions, how they are funded and among other components. Higher education governance varies from country to country and from region to region. Governance in higher education in early period of 21st century has undergone reforms that moved higher educational institution from relying on government funding to the adoption of market policies. Africa during this period failed to catch up with the rest of the world to reform its higher education. The adoption of reforms in higher education in Africa resulted in change in university structures and the decision-making process.

One major significance of higher education governance is its accountability. The issue of accountability in higher education often lead to bad relationship between academicians and politicians. Universities or higher education institutions are always calling for greater autonomy to limit government interference. However, government also argued on the fact that, public higher institutions are financed by tax payer's money therefore need constant supervision to ensure value for money.

The Ghanaian higher education like that of china's has also undergone many reforms after independence to enable universities train the needed manpower for the reformation of the Ghana's public sector. In early periods, central government involvement in higher education governance was very high in Ghana which did not establish a good relationship between academics and the government. Through several changes in the governance system, independent bodies were established to supervise and regulate the activities of higher institutions in Ghana. However, higher education in Ghana still rely heavily on government subvention to survive.

The Chinese higher education system has been affected by the waves of globalization which has played a major role in many higher education reforms in china. The post Mao reforms of the economy also affected the educational sector reforms which was directed at marketisation and privatization. Over the years, china's higher education governance has seen some significant changes by reducing the influence of central government to granting more autonomy to the higher institutions. The open-door policy in the 1980s led reforms affected the higher education sector where government refrained from having direct control of higher education in china.

One major reason for the comparative study of higher education governance between china and Ghana is

due to the internationalization of higher education between Ghana and china. Globalization has affected nations higher education systems all over the world that has led to comparative studies in education. China and Ghana have enjoyed a healthy political and educational relationship over the years and as a result, over tens of thousands of Ghanaian students are undergoing training at all levels of higher education. However, at the institutional level, the relationship has led to many collaborations and signing of memorandum of understanding between Chinese universities and Ghanaians universities. In the context of bilateral relationship between Ghana and china, Chinese government has established Confucius centers in two of Ghanaian premier universities which are the University of Ghana and the University of Cape Coast. One major stride at the institutional level recent times is that, the University of Electronic Science and Technology of China in Chengdu Sichuan province has established a center mainly for west Africa studies and the major partners are universities from Ghana. The collaboration and partnership between Chinese universities and that of Ghana in a way has affected the governance system of the universities. The relationship between Chinese institutions and the Ghanaians institution has created opportunity for each to learn from the best practice of higher education governance especially at the institutional level.

China has become the eye of the developing world both political, economic and education with many African countries looking up to learn from the Chinese. Chinese universities have made great strides in the world ranking projecting the quality of the Chinese higher education system. However, both countries can learn from each other in areas that they are not doing well. Ghana undoubtedly has benefitted from its relationship with Chinese universities.

This study will intensively examine and compare the governance system of china and Ghana which will contribute to existing literatures of higher educational governance. Students of public management, public administration, educational policy studies, educational administration studies will find this study useful in their studies.

2.0 Significance of The Study

This study is conducted to provide relevant literature to existing ones to increase readers interest especially students understanding on higher education governance. Students of public management, education policy studies and the social sciences would find this study useful because the study gave a comparative understanding of higher educational governance from an international perspective.

3.0 Methodology of The Study

The approach for the study is purely qualitative which used existing literatures from published articles, government reports and scholarly books. Relevant literatures were intensively reviewed to provide information that will contribute to the study of higher education governance.

4.0 Definition of governance

“Governance encompasses the structures, relationships and processes through which both national and institutional levels policies for tertiary education are developed, implemented and reviewed”. “Governance comprises a complex web including the legislative framework, the characteristics of the institutions and how they relate to the whole system, how money is allocated to institutions and how they are accountable for the way it is spent, as well as less formal structures and relationships which steer and influence behavior” (OECD, 2008, p. 68).

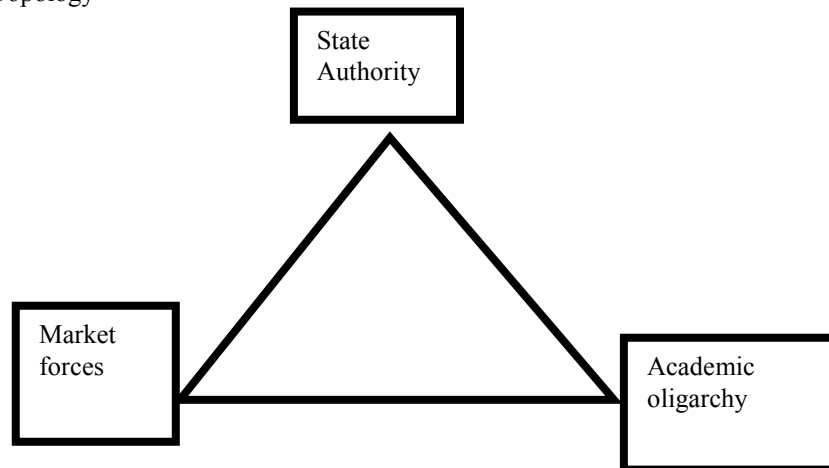
Many researchers have tried to dichotomies governance from management processes. However, some also felt that, distinguishing the two would bring analytical difficulties because of the management processes involved and its influence on governance system. Reed, Meek and Jones (2002) have indicated that, governance system involves institutional leadership, management and administration. On one hand, Maassen (2003) asserted that, strategic directions, monitoring, institutional accountability, effectiveness and implementation of procedures are the functions of institutional leadership, management and administration respectively.

5.0 Theoretical Frameworks

5.1 Clark Typology

The first typology of governance systems was designed by Clark in 1983. Clark positioned the university within the borders of a triangle; he stated that the university governance is partially influenced by three factors. These factors that influenced higher education governance are the state authority, the market forces and academic oligarchy.

Figure: 1 Clark Topology



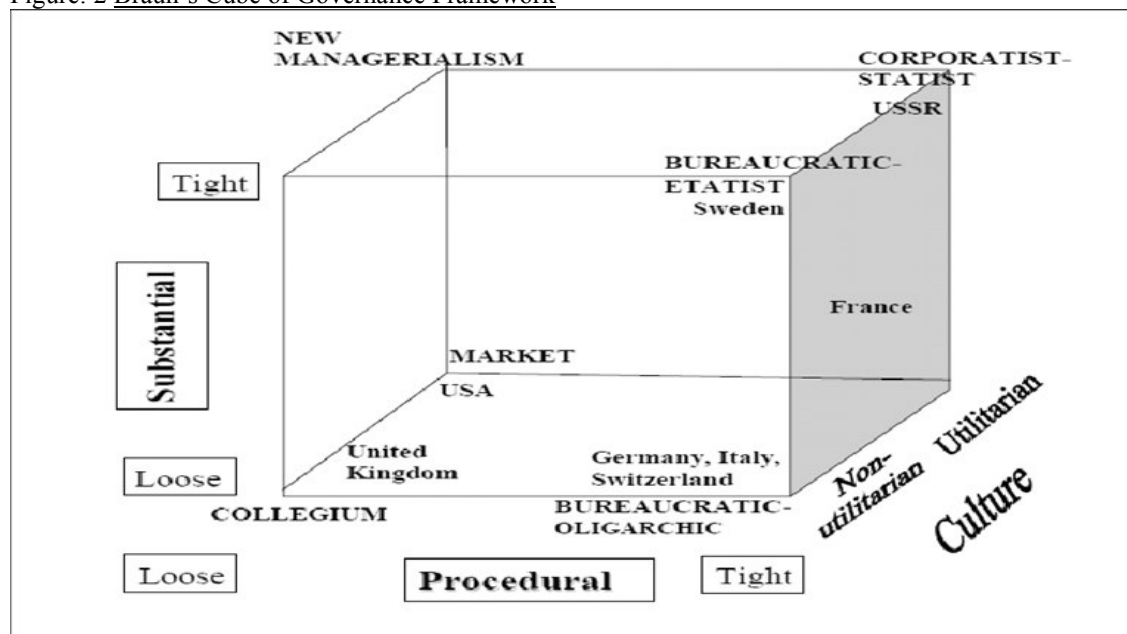
Source: Clark 1983

Clark's framework is one of the earliest typologies of governance in higher education at a systemic level. Clark's three dimension of state authority which is concerned with bureaucratic and political component, and the market. This framework is considered as the ideal type and it is use for comparing national higher education systems. This framework proposed that, the state, the academic forces and the market are the main actors and the interest groups in higher education governance. However, this framework was challenged by van Vught which he removed the market forces since he considered the universities function as quasi-markets

5.2 Braun's Cube of Governance Framework

Dietmar Braun framework concentrated on the new managerialism as special governance model which also influence higher education governance studies. Braun's work was a built up on the Burton Clark and Frans Van Vught work of governance typology. According to Braun and Merrien (1999), this framework was necessary to meet the changes in higher education governance strategies in OECD countries. They indicated that two belief systems have helped to influence the governance system of higher education; the first belief system is that, universities are considered as cultural institutions which promotes social cohesion and economic development of modern societies and the second belief system saw universities as a public service institution serving economic, social and political goal of countries.

Figure: 2 Braun's Cube of Governance Framework



Source: Braun 1999

5.3 The Governance Equalizer Model

This model is an important tool for discussing and analyzing higher education governance, this model was

designed by Boer, Enders and Schimank (2007, 2008). They argued that governance became prominent because of the rise of the New public Management approach to public sector management. Due to the changes in governance, the authors suggested that higher education governance should be looked at again based on the following reasons. First consideration is that, higher education governance is cost intensive and economic recession has led to reduction in public expenditure. The first consideration of the equalizer model is common the developing countries. For example, funding higher education in Ghana and most African countries is facing similar problem that is unavailability of fund which has led to call for stakeholder's engagement in higher education governance. The second consideration is that, globalization has influenced the way higher education is governed. This is true because universities over the world are collaborating with each other; most universities and higher education in Ghana and China now collaborate to provide training to students. The involvement of international universities in the local setting has change the face of governance in higher education. The third consideration is that government's inability to fulfil its obligation in the higher education sector has brought about mistrust. The final consideration is the involvement of higher education in the market which has led to marketization of higher education in the past decade. This has become common in the Ghanaian setting. Ghanaian universities now provide business services to the public. For example, university for development studies has hotels and other universities too have hospitals that service the public.

The business minded approach to university governance in recent times is due to the new public management approaches of integrating some elements of the private sector practice into the public sector. De Boer, Enders and Schimank (2007,2008) believed that these developments have made it necessary to rethink on higher education governance.

The equalizer models by De Boer, Enders and Schimank transformed the Braun cube concepts into five governance equalizers. Each component of the equalizer is independent of the others. This includes "*state regulation, stakeholder guidance, academic self-governance, managerial self-governance and competition*". (See de Boer, Enders and Schimank 2007 for details)

6.0 Some Major Actors of Higher Education Governance

6.1 Head of the university

The head of higher institutions are sometimes called the president, the chancellor or rector depending on the country. Chinese universities have committee for Chinese communist party and the presidents while Ghanaian universities have vice-chancellors. In some countries where higher education is multi-stakeholder's governance, the president often has representative role. In the case of Ghana, the vice-chancellors have executive powers to formulate and implement policies. They are very powerful and are appointed by the university council governing board for a period of four or five years.

6.2 Boards

Higher education decision making body has been the function of the governing board though the role and the composition of the universities board have change over the years. The traditional form of governing board was in the form of institute or faculty board as well as the university council. The board usually constitute different personalities, some are academics, students, administrative staffs which makes the size very big. University board in the Ghanaian system comprise of the vice-chancellor, student's representative, representative from traditional council, teachers' union, representatives from tertiary education supervisory bodies and government appointees. One development that threatens higher education autonomy in Ghana is the political involvement in the appointments of board members. Change of government in Ghana automatically means change in university council board.

6.3 Stakeholders

According to Lazzaretti and Tavoletti (2006), stakeholders' involvement in higher education could range from their influence on membership representation on the governing board of universities or higher institutions. Stakeholders could be student bodies, industry players, non-governmental organizations, traditional authorities and other interest groups. In the Ghanaian system, traditional leaders of the area where universities and other higher institutions are sited have influence on the governance of such institution.

6.4 Students

Students are sometimes side-lined when it comes to university governance according to Bergan (2003) since their influence in higher education governance is marginalized. Though from the 1960s students have been involved in university governance but Bergan argued that, their participation is sometimes low which could be 1/5 and 1/10. In university governance in Ghana, students are represented in the universities governing board. The students' representative council as institutional level body in most cases is involved in fees negotiation and other issues that affect students' interest. At the national level in Ghana, the national union of Ghana students has

over the years played a pressure group role on the interest of students. Morley (2003) posited that, there are students' limitations in university governance because they are considered as passive recipients of wealth creating skills and knowledge.

7.0 Autonomy

In higher education, based on many scholars' perspective is self-governing of higher institutions especially the universities. According Snyder (2002) cited in Mei and Yan (2014), the word autonomy is a Greek work which means, "self" and "law". According to them the two words explains the right and responsibility of universities to be self-governed. This could be further explained as universities having the freedom to make decision concerning appointment of academic staffs, designing of programs and curriculum and preparation of budget. In attempt to give clear understanding of universities autonomy, Ordorika (2003) explained it in three perspectives (appointive, academic and financial). Ordorika further explained that, the appointive autonomy gives the university the freedom to hire, promote and dismiss professors and other academic staffs. Academic autonomy comprises curriculum development, program development, and degree requirement and the last perspective is financial autonomy which "focuses on university budgets and financial accountability".

8.0 Higher Education in Ghana

During the colonial era, virtually all highly educated Ghanaians received their education abroad. Many of them in United States of America and the United Kingdom. This development brought many educated Ghanaians to agitate against the colonial government which led to the establishment of higher educational institute in Ghana. In 1948, the first university was established in Ghana which is the university of Ghana, and later in 1952, Kumasi college was established which now is called Kwame Nkrumah University of Science and Technology. KNUST was established to train scientists to spearhead the industrialization process of Ghana after independence. The university of Cape Coast was also established in 1962 to train teachers for the secondary education sector. Later in 1992, University of Education and The University for Development Studies were established. Higher education in Ghana saw major expansion in the 1990s. currently Ghana has 181 universities and colleges providing higher education (NAB 2017)

9.0 Higher Education Governance Reforms in Ghana.

Higher education governance in Ghana has over the years gone through reforms which can be categorized into three stages. The first reform was right after Ghana gained independence from the British. Government in an attempt to Africanize the Ghana's public sector invested so much in higher education. During this period, political interference in higher education was very high. The government at the time involved itself in the work of the academic community in Ghana by sacking many foreign professors which was unpleasant to many academic staff of the university of Ghana (Manu, Gariba, and Budu, 2007). These researchers described the relationship between government and the academic community at the time as uncordial.

According to Manu, Gariba and Budu, (2007), the second period was between 1966-1981 and there was government supervision of university education rather than country. According to Sawyer cited in Budu and Quasigah (2016), three factors contributed to government university relations at the time.

1. *"First was 'the fragmented organizational style' in the universities. Going by this system, 'the traditions of academic freedom and the dispersal of decision-making power among the principal officers, senior professoriate and committee systems in the universities that allowed these institutions to resist outside pressure, unless such pressure either became overwhelming or matched already-existing alignments within the institution'".*
2. *"The second factor was 'the leadership calibre of the university, including its stature, diplomatic skills, and willingness to stand up to government pressure'. 67 Governance reforms in higher education: Ghana"*
3. *"Third was the 'popular esteem that universities in Ghana have always enjoyed'".*

According to Budu & Quashigah (2016), university education declined due to some economic constraints of the country at the time and political instability also contributed to the decline of university education in Ghana. Sawyer (1994) explained that, the economic and political situation made government to reduce budget allocations to universities and this reduction of budget made universities reduce their staff strength. This period was a setback to the education sector, most lecturers and administrative staff left the country to other countries for better services.

The third stage of government and university relations is described by many researchers as a mixed reaction. Garba and Budu (2007) described it as "confrontation and directed change". This period brought a lot of changes to higher education governance and leadership because the Provisional National Defense Council government at the time involved many stakeholders in drafting the higher education legislation. The new higher education law included students' representatives in the university council which was appreciated by the student body. At this

point the relationship between government and universities was very cordial but it later got bad due to government attempt to implement world bank measures that led to the withdrawal of student subsidies. The period again saw government pushing more of the supervisory duties to an independent constitutional body called the National Council for Tertiary Education to coordinate the activities of universities in Ghana. According to Budu and Quashigah (2016), “this period saw the establishment of the Committee of Vice-Chancellors (now known as Vice-Chancellors Ghana), which became an important player in the management of relationships between the government and public universities”.

10.0 Constitutional innovations for autonomy in Ghanaian universities

The face of university governance changed drastically due to the democratization of the country in 1992. Under the constitution, many acts of parliament and laws were included in the education sector law which were purported to grant the universities greater freedom and autonomy to make decisions concerning academic matters. Before the coming into being of the 1992 constitution, the president was acting as the chancellor of all public universities in Ghana. Budu and Quashigah(2016) explained that, under the leadership of general Kutu Acheampong, there was direct government interference in the affairs of universities which extended to transfer and removal of lecturers. Because of the intervention of government in the governance of universities, members of the university community lobbied for the removal of the president’s role as the chancellor of the public universities and fortunately for them, it was removed. Universities in Ghana now enjoy greater level of autonomy especially on issues relating to academics. However, they still rely on government for policy directions and funding.

11.0 Supervisory Bodies in Ghana

11.1 Ministry of Education

Ghana’s ministry of education was formed under the PNDC law 1993 which forms part of the civil service law 327 which is tasked with the responsibility of providing education to all Ghanaians at all levels. The ministry of education undertakes these functions on behalf of the government of Ghana;

1. *The ministry initiates and formulates educational policy options for government considerations for effective implementation of government policies concerning higher education; the ministry conduct research necessary for the implementation, reviewing of government policies on higher education, coordinating and monitoring the implementation of higher educational policies through its sub agencies like the national accreditation board and the national council for tertiary education.*
2. *The ministry is responsible for making sure that higher education goals of providing quality education that will imbed in graduates’ job-oriented skills that will alleviate poverty and promote economic development are achieved.*
3. *The ministry initiates policies that will lead to higher educational expansion, provision of infrastructures and facilities needed for running a higher education in Ghana.*
4. *Formulation of policies that will make higher education in Ghana more accessible to Ghanaians, coordinate with industries to make higher education relevant to national goals that will accelerate national developments.* (ministry of education websites)

11.2 National Accreditation Board and National Council for Tertiary Education

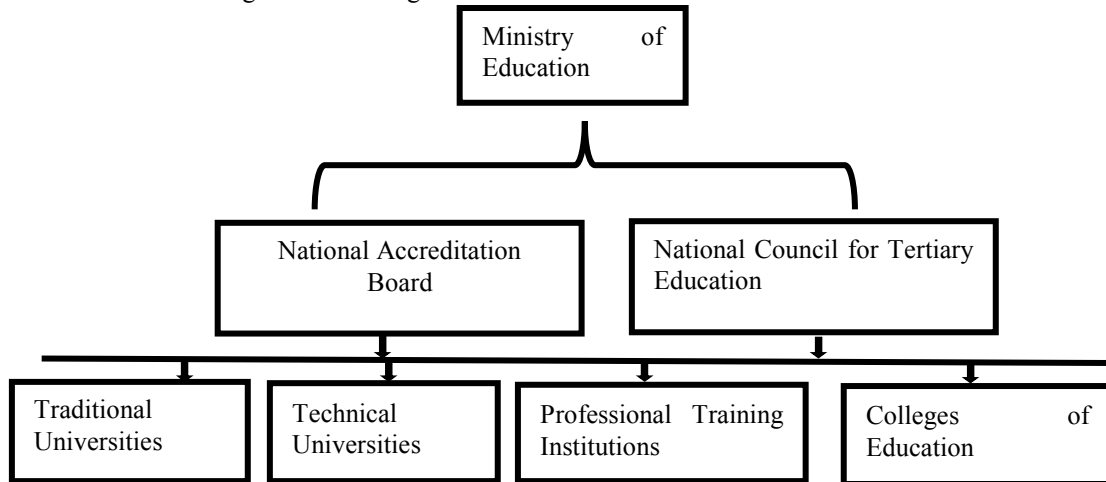
The reforms of the higher education governance led to the establishment of two regulatory bodies that supervise and regulate the activities of higher education institutions in Ghana. The National Accreditation Board (NAB) which was tasked to supervise and ensure quality of higher education in Ghana and the National Council for Tertiary Education (NCTE) which was responsible for general supervision of higher education. The reforms brought significant changes in the management of higher education in Ghana. Previously, the responsibility of regulating and supervision was in the hands of the university commission. According to Budu and Quashigah, “*Though this is a good idea to have two institutions, it might be partly due to 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 increase in the number of universities on matters of supervision and ensure that quality is not compromised*”

11.3 Structure of Governance at State Level

Policy decisions concerning higher education in Ghana are done by the Ministry of Education which is contingent on cabinet and parliamentary approval and subsequently passed on to higher institution for implementation. Due to this system, the governance and managerial strategies of universities and other higher institutions are influenced by the ministry. Higher institution has been granted the autonomy to make major decisions concerning academic program development, appointment of staffs and other important issues concerning the development of the institutions. However other agencies, like the NAB and NCTE which are

under the ministry are mandated by the law to supervise higher institution to ensure quality still influence the governance system of higher institutions in Ghana.

Figure:4 the structure of higher education governance in Ghana

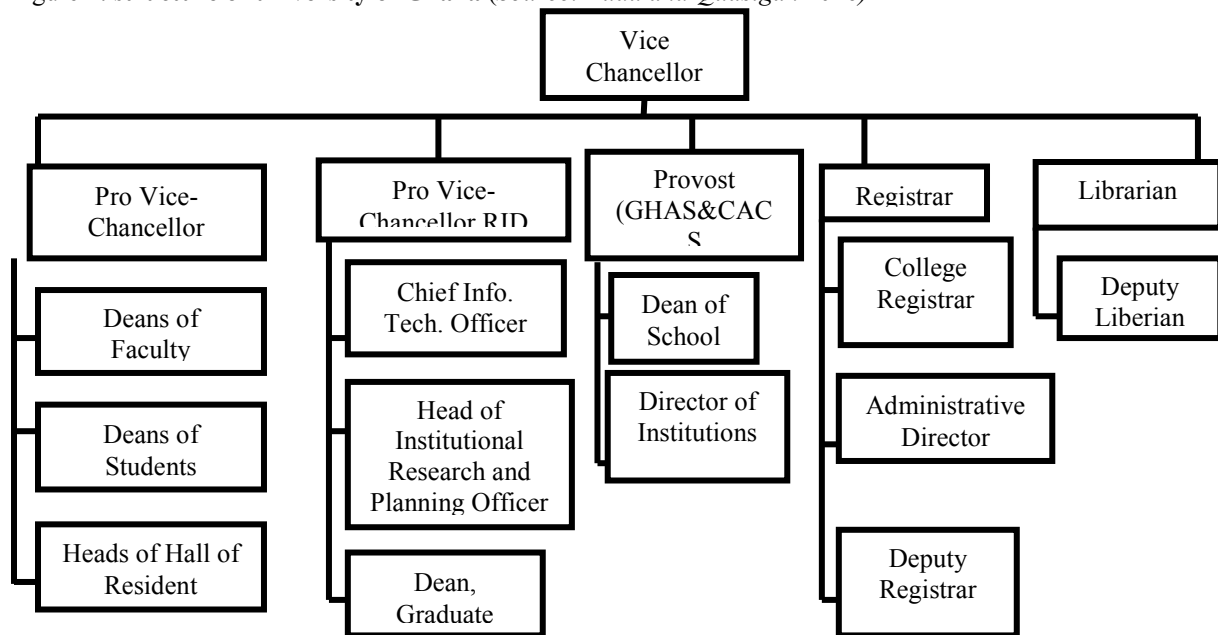


SOURCE: From researchers' observation

12.0 Institutional Level

At the institutional level, governance and management of higher institutions is headed by the vice chancellor and assisted by other principal officers like the deans and head of faculties. Governance is sometimes decentralized to enable colleges, faculties, institutes and centers make decision concerning the welfare of the institutions. Usually, issues concerning academic programs are done at the department and the faculty level before academic board take decision on it.

Figure 4: structure of university of Ghana (Source: Budu and Quasigah 2016)



13.0 Funding of higher education in Ghana

Financing higher education in Ghana can be categorized into two periods; the first period started from the establishment of the first university up to the 1990s. This period was when the state fully financed the cost of university education in Ghana, tuition, accommodation were paid by the state. During that period, students were also paid allowance and free feeding was provided. The second period started in the 1990s where the government initiated the cost sharing higher education financing approach. The cost of higher education currently is shared with the government and the individual students that is government takes the tuition and provide facilities needed for studies whiles the students also financed the cost of their accommodation, feeding and fees for maintenance of facilities of the universities. According Budu and Quasigah, "Financially, public universities continue to be subject to the budgetary influence of the Ministry of Education (MoE). The bulk of

their expenditure, staff emoluments, student tuition fees, and infrastructural development come from the government”

14.0 Higher Education in China

Higher education in china according to literatures was influenced by the western system of university education. Until the close of the 18th century, china was not having a single higher institution which can be called university. Though china was a very famous country during that period due to their strong political system. Higher education started spreading in china from the 19th century influenced by the European university model. Various literatures show that, the content of the Chinese higher education of the period was much of training students based on Confucian values and ideologies. China later realized that, their development will depend on science and technology and therefore started integrating the western higher education of science and technology into their system. Zheng (1994) indicated that, reformers at that time suggested that, china should invite scholars or instructors from western institution into Chinese higher institutions. Cheng (1986) stated that, schools were established based on the western system to train Chinese students in science and technology (technician). He further stated that, many of these schools were language schools which aimed at training scholars to translate western literatures into Chinese language and one school which was established under that system is called the Beiyang Gongxue, in 1885 which was later transformed into the first modern Chinese university. Pan and Liu (1993) indicated that the period saw many higher education's being established all over china. As at 1912, there was one university, 94 professional training colleges, 12 normal colleges and the government also sent more Chinese students abroad for training. Zhou (1934) stated that, by the year 1922 and 23, china was having 35 universities, 68 training colleges at the provincial level, 8 normal colleges and others. According to the ministry of education data, there were 2,914 colleges and universities as at 2017

14.1 China's higher education reforms

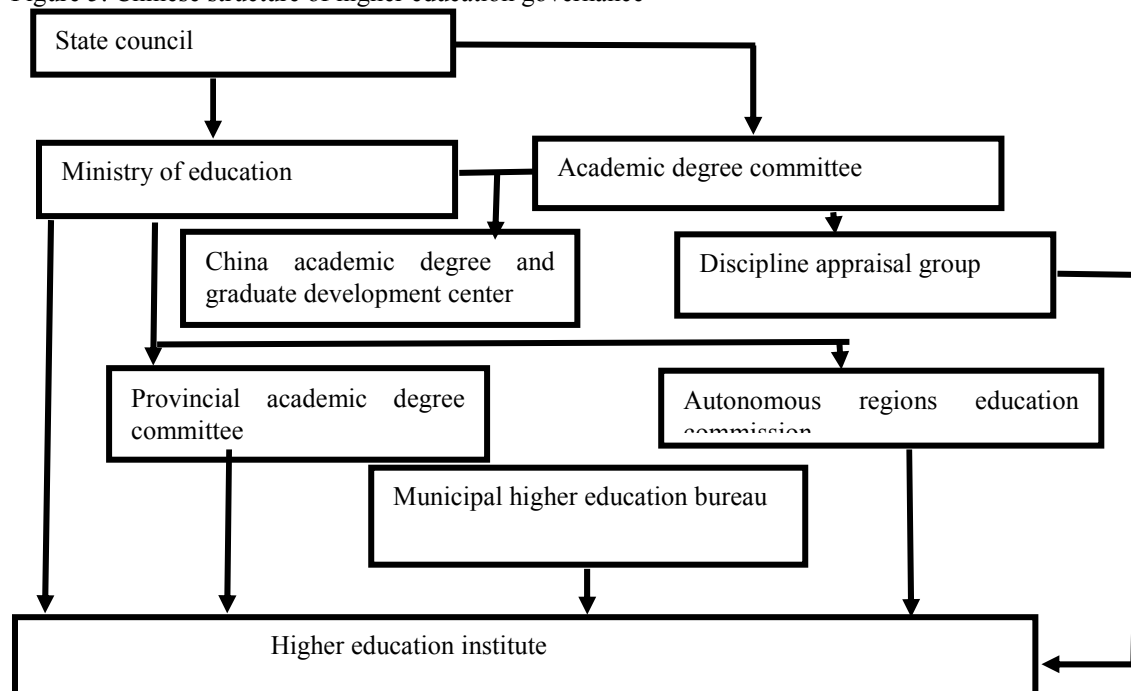
Reforms were made in the higher education sector as part of the whole economic sector reforms in 1978. The reforms in the 1980s was intended to align the higher education system to the market. For example, the first vocation schools were established to provide job opportunities in the service sector of the economy. The period also saw marketization of Chinese higher education where universities and colleges offered training in exchange for fees. In 1985, the china communist party endorsed the market oriented higher education system as part of the reforms.

14.2 Higher education governance in china

Many scholars believed that governance reform in the context of globalization is a historical challenge to higher education; one of such scholars is Scoth (2000). Some believed that, the transformation and restructuring of the higher education governance has brought about change in the relationship between higher education, the state and the market. Ordorika (2003) believed that, policies of deregulation and regulation of the higher education has effect on the autonomy of higher education all over the world.

Governance in higher education in china according to Neave and Van Vught (1994), is run under the state supervised model and the state control model. From 1950s, governance and management of higher education in china was under the state control; higher educational policies were formulated by the central government. According to Mei and Yang (2014), “allocating resources, exercising administrative controls, employing teaching and research staff, developing a curriculum, choosing textbooks, recruiting students, and assigning jobs to university graduates” were the sole responsibility of the central government. They further stated that the relationship between government and universities in terms of governance and leadership was top-down which limited the autonomy of the universities. According to Hu (2003) cited in Mei and Yan (2014), from 1960 the Ministry of Education as stated in the provisional regulations of higher education institutions was tasked to supervise the activities of the universities in china. The new regulation limited the academic freedom of Chinese universities in the context that, syllabi should be approved by the ministry and universities do not have the authority to change or alter program on their own.

Figure 5: Chinese structure of higher education governance



Source: Finnish National Board of Education 2007

“(Article 13) The State Council uniformly leads and administers the cause of higher education nationwide. People’s governments of the provinces, autonomous regions and municipalities directly under the Central Government coordinate with unified planning the cause of higher education within their respective administrative areas, administer the training of talents mainly for the localities and institutions of higher learning the administration of which have been authorized by the State Council.

(Article 14) The department of education administration under the State Council shall take charge of the work of higher education nationwide, administer the institutions of higher learning that mainly train talents for the whole country determined by the State Council. Other departments concerned under the State Council shall be responsible for the related work of higher education within the scope of responsibilities prescribed by the State Council” (MOE 2008 cited in Mei and Yan 2014). This constitutional provision explain how higher institutions in china are governed.

15.0 Autonomy in Chinese Higher Education

According to Mei and Yan (2014), the governance reforms in 1985 brought a change in the relationship between government and the universities in china. The general reforms in the 1980s moved china from the planned economy which was characterized with the Soviet Union to a “capitalist” like economy. The ripple effect of the open-door-policy in the 80s effected all sector of the economy. Reforms in higher education governance in china was endorsed by the china communist party central commission. The decision to reform the governance structure of higher education in china was on the belief that, university autonomy is very important. Due to this belief, changes were made to reduce the central government control over higher education in china to allow autonomy in universities. Guo, 1995 asserted that autonomy in Chinese universities at the time allowed them to initiate policies in collaboration with the industries to meet economic and social needs.

Attempt to ensure freedom in higher education in china continued in 1993 to affirm the 1985 decision. The program for education reform and development in china led the central government to refrain itself from direct control of education especially university education. The decision was to grant more autonomy to universities in china as indicated by Mok (1999). According to Mei and Yan (2014), the higher education law granted higher institution the freedom to conduct scientific research and to undertake any academic activities in the higher institution.

15.1 The 1998 higher education law of china

The higher education law of 1998 restructured the governance system of the universities in china. The law established some agencies to govern the universities. These agencies are the universities council, academic and degree committees. According to Mei and Yan (2014), the responsibility of the academic committee is to manage the academic affairs of the universities, the degree committee is tasked to determine requirement for

awarding of degrees and appointment of teachers to teach in the universities and the university council act as a mediating body between the universities and the public.

In terms of strategic decision making in the Chinese universities is the communist party standing committee at the university. Mei and Yan indicated that, the party standing committee exercise authority over the appointment of deans and senior administrators.

15.2 Funding in Chinese higher education

China's fast growth of higher education can be attributed to its financing policy pattern. China higher education financing before the open-door policy was exclusively a centralized financial system in other words higher education financing was the sole responsibility of the central government. The reforms brought changes in the financing system comprising two stages. According to Wenli and Qiang (2013) during the period of 1980-1992 saw the introduction of (eating from separate pots). The responsibility of funding higher education was shared between the central government and the local government (intergovernmental finance system). Higher education funding system from 1993 to present is now based on government and multiple-channel financing.

Funding of Chinese higher education from the founding of china in 1949 has been solely provided from the national finance. According to Wenli and Qiang (2013) China implemented a centralized system called unified collection and distribution. "Unified collection and distribution" meant that the local governments, on behalf of the central government, collect fiscal revenues and handed it over to the central and all the expenditures of local governments were verified in a unified manner, allocated from higher-level governments to lower-level ones". Higher education during this period was financed from revenues collected from the central government level, the provincial and county level.

Nine years after the open policy, the funding system of higher education changed to cost-sharing approach where cost of higher education is shared among the government and the beneficiary. According to Wenli and Qiang (2013) "from 1989, most universities in China adopted fee-charging policy, collecting approximately 100 to 300 Yuan as tuition per student per academic year. In the early 1990s, with the improvement of public affordability, the government gradually increased the level of university tuition fees for higher education"

The second stage 1993 to present as mentioned earlier saw government policies to deepen higher education investment. This led to an education system adaptive to the socialist market economy with the government being the primary source of funding that is funds raised from taxation for education, tuition fees and donation to supplement government effort.

16.0 Similarities of Higher Education Governance Among Ghana And China

| | Ghana | China |
|-------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Reforms | The higher education sector of Ghana has over the years gone through several reforms. These reforms were attempting to enable higher education to function in a way that will accelerate development in Ghana | The higher education governance in has also gone through reforms. Higher education reforms were done as part of the economic sector reforms in the 1980s to bring changes to the relationship between higher education, the state and the market. |
| Autonomy | Higher education especially the universities enjoy some level of autonomy to enable them make decisions that will promote good academics. To that effect, the 1992 constitution removed the role of the president as the head of public universities | Like Ghana, higher education institutions in china also have some level of academic autonomy. Autonomy were given to allow universities to collaborate with industries as indicated by Guo (1995) |
| Leadership | Higher education in Ghana especially the universities level has the chancellor, the council chairman, the vice-chancellor, the pro vice chancellor and the registrar. The chancellor is the principal head of the university leadership. At the student's level, the student representative council also is represented at decision making especially during the determination of facility user fees. Decisions on programs are taken by the academic affairs unit of the universities but contingent on the approval from the National accreditation board | Leadership in Chinese higher education governance is like that of Ghana in the form of top-down approach. Leadership spans from the state council through provincial level to the institutional level. The academic degree committee at the ministry level is responsible for approval of programs at the universities |
| Funding | Funding in Ghana is the sole responsibility of the government of Ghana. However, the universities also internally generate funds through the sales of forms and consultancy works. Students in higher institutions in Ghana do not pay tuition fees however, they pay facility user fees. The cost of higher education is shared among the government and the students | Higher educational institutions in china also depend on central government. Cost of higher education is shared among government and the students. |
| Politics | The higher education governance is partly influence by the political actors. The ministry of education headed by a political appointee usually appoint university council chair and other government representatives who also form part of the university leadership. Sometimes major policies taken by the government affects the governance of the higher education. | Like Ghana, the government which is the political unit has influence in the governance of the higher education in china. Policy decisions concerning higher education are also taken by the state council and the ministry of education for the universities and other higher institution to implement at the institutional level. |

17.0 Differences of Higher Education Governance Among Ghana And China

| | Ghana | China |
|-------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Reforms | The Ghanaian higher education governance was reformed from the colonial system of management to the self-government higher education system. | Higher education governance reforms in china was because of the 1980 reforms which changed the governance of higher education from the planned economy to the socialist market system. |
| Autonomy | Higher institutions (universities) in Ghana enjoy the right to appoint deans, lecturers and other high officers and can terminate appointments when deemed necessary. | Higher institutions (universities) in china has less influence on the appointments and termination of deans and other principal officers. The party standing committee at the university level has the right to do so. |
| Leadership | The ruling party does not have a representative in the university management team. The head of universities in Ghana is the chancellor. | Leadership in Chinese higher education institution has the committee for Chinese communist party as the head whiles the president performs administrative duties. |
| Funding | Funding higher education in Ghana is a single level policy. Higher institution mainly relies on government subvention to operate. | In china, funding higher education is in three levels. Funding from the central government, the provincial and the county level. |
| Politics | The central government and the ruling party have no influence on internal affairs (academic degree, appointment and termination of appointment) of the universities | The communist party (communist party standing committee) of china has influence on academic programs development and the appoint of key staffs in the universities |

18.0 Conclusion

This paper argued on the basis that, quality and accessible higher education depends on sound financial sources in order words, funding is the life blood of higher education. The quest for sustainable economic growth depends on the quality and availability of human capital and for that matter, countries need to prioritize higher education. China's rapid development over the last three decades is on the quality of scientist and productive manpower pool its higher education has produced. Ghana now being labelled as middle-income country need to pay attention to higher education governance from policy formation to implementation and should put mechanisms to ensure quality higher education.

19.0 Recommendations

Government in both countries should limit their influence in higher educational governance. The level of autonomy in both countries should be increased to remove the mandate of the central government from appointing key personalities to the universities. Chinese government possibly should limit the influence of the communist party on appointment of key positions. On the other hand, the Ghanaian government should limit its influence on the appointment of members to the university council as government appointees. This will ensure effective governance of the various higher institutions

The government of Ghana can learn from the Chinese system of multi-level funding by making metropolitan and municipal assemblies to contribute some of their common fund and internally generated revenue to help higher educational institutions within their admognitive area. Supplementary funds from the metropolitan and municipal can help reduce the infrastructural problems of all universities and higher institutions in Ghana.

Lastly, for effective governance of higher institutions in both countries, this paper suggests that, higher institutions should engage industries and organizations in strategic policy making. Industries and organization on the other way will contribute either in providing fund or other managerial expertise to the higher educational institutions. The higher education on the other hand also help industries and other organizations by conducting scientific research that will help the society.

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