

University governance

Autonomy, structures & inclusiveness

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University governance – autonomy, structures and inclusiveness

- Overview of the current state of play of university governance in Europe, main trends and recent evolutions
- Power distribution and representation of the different university constituencies in the governing structure
- Level of autonomy that universities in Europe have today to actually configure their governance model

Structure

1. Autonomy Scorecard methodology
2. Scope of paper
3. Governance models
4. Composition of governing bodies
5. Focus on external members
6. Inclusiveness
7. Governance trends

EUA's University Autonomy Scorecard



A unique tool covering 29 higher education systems across Europe

- Monitoring university autonomy in 4 dimensions
 - Scoring and ranking systems for public universities
 - Country specific comparisons and benchmarking
 - Structured policy dialogue
- **Informing policies at European level**
- **Basis for institutional support**

Organisational

- Selection procedure/ criteria for rector
- Dismissal/ term of office of rector
- Inclusion/ selection of external members in governing bodies
- Deciding on academic structures
- Creating legal entities

Financial

- Length/ type of public funding
- Keeping a surplus
- Borrowing money
- Owning buildings
- Charging tuition fees for national/ EU students
- Charging tuition fees for non-EU students

Staffing

- Staff recruitment procedures
- Staff salaries
- Staff dismissals
- Staff promotions

Academic

- Deciding on overall student numbers
- Selecting students
- Introducing/ terminating programmes
- Choosing language of instruction
- Selecting QA mechanisms/ providers
- Designing content of programmes

Methodology



- **Scoring over 30 indicators**
 - based on restrictions which are assigned a deduction value
 - percentage scores for each indicator
 - Average score per autonomy dimension
- **Weighting system**
 - assesses relative importance of the autonomy indicators, based on the input of the European national rectors' conferences
- **Data collection and verification**
 - with National Rectors' Conferences

Geographical scope




Code	Country/system	Note	Code	Country/system	Note
AT	Austria		IT	Italy	
BE-FL	Flanders (Belgium)	Included in 2011 Analysis carried out after release of 2017 update	LU	Luxembourg	
CZ	Czech Republic		NL	The Netherlands	
NRW (DE)	North Rhine-Westphalia (Germany)		NO	Norway	
DK	Denmark		PL	Poland	
EE	Estonia		PT	Portugal	
FI	Finland		RS	Serbia	Newly included in the update
HR	Croatia	Newly included in the update	SE	Sweden	
HU	Hungary		SI	Slovenia	Newly included in the update
IE	Ireland		SK	Slovakia	
IS	Iceland		UK	United Kingdom	(England only unless otherwise stated)

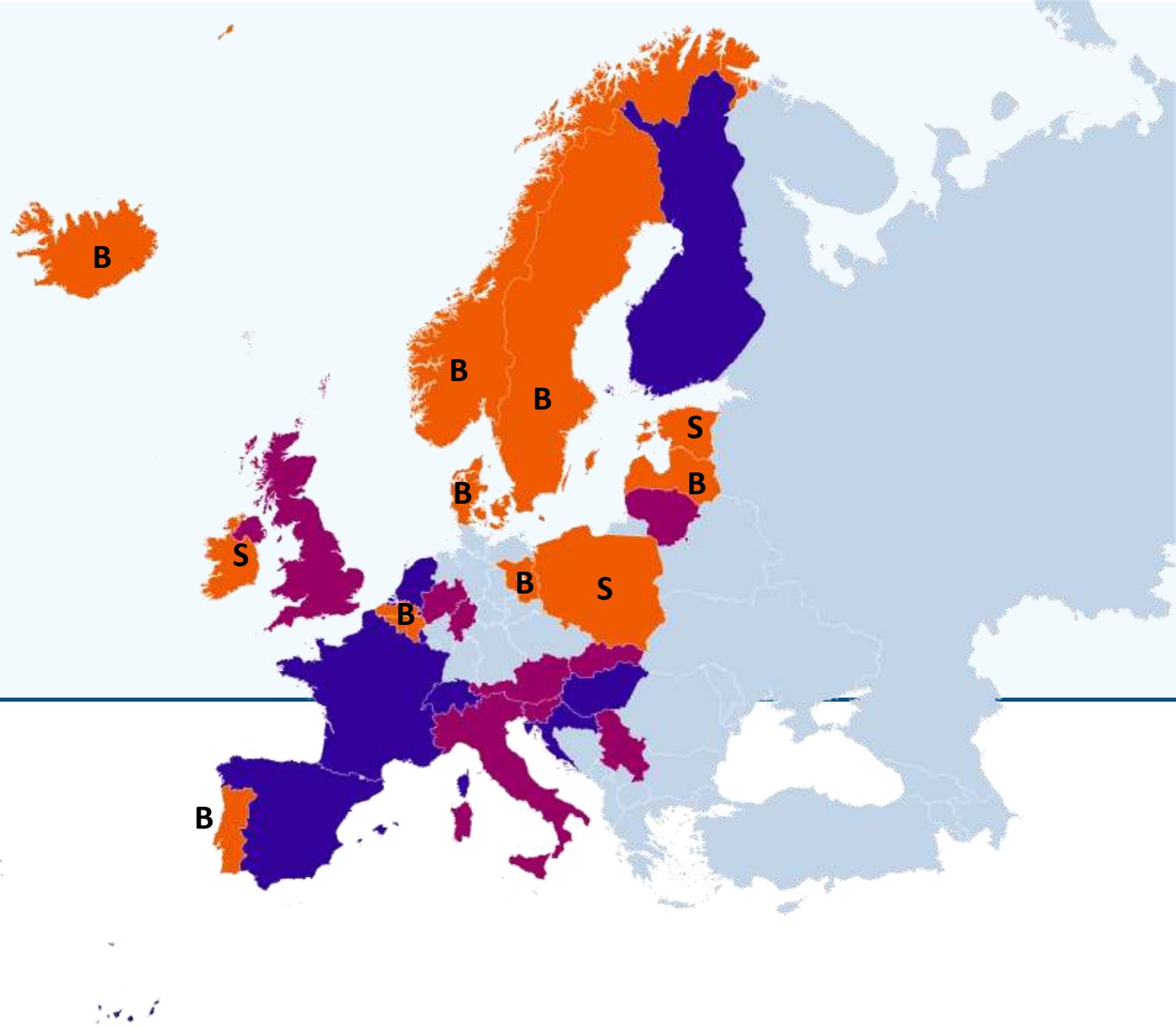
Conceptual scope

Topic	2017 Autonomy Scorecard	Present analysis
Executive leadership	Selection procedure	
	Appointment	
	Selection criteria	
	Term of office	
	Dismissal procedure	
Internal academic structures	Capacity to determine internal academic structures	
Separate legal entities	Capacity to create independent legal entities	
Governing bodies	Types of governance structures	Composition of governing bodies
		(Internal) members' voting rights
		Size of governing bodies
	Inclusion of external members	
	Selection of external members	External members' profiles

1. Governance structures

Three models co-exist in Europe
Evolving picture

-  unitary governance structures
-  dual governance structures – "traditional model"
-  dual governance structures – "asymmetric model"



‘Dual traditional’ model

- based on power division where generally each body has **distinct**, but equally important portfolio of responsibilities
- the senate-type body is usually in charge of academic affairs
- the board-type body is generally tasked with strategic oversight and budget allocation.
- Both bodies may nevertheless also partake in decision-making process on the same issues.
- Found in Austria, North Rhine-Westphalia, Italy, the UK, Serbia, Slovakia and Slovenia.

‘Dual asymmetric’ model

- different type of power dynamics leading to one body occupying a distinctly more **central position** in the decision-making process.
- **Board-type bodies** tend to dominate in this model, while senates are the foci of power in exceptional cases.
- Distinct from unitary governance structures where the governing body may be ‘assisted’ by advisory bodies, which do not have formal decision-making capacities.
- Found in the Czech Republic, Croatia, Finland, Hungary, Netherlands and Luxembourg

- 2/3 of the sample have power localised either in one body (unitary model) only or in one body (either Senate or the Board) while the second entity has a more marginal/limited scope for decision-making (dual asymmetric model).
- Board-type bodies are twice more frequently in a unique or central decision-making capacity than senate-type bodies.
- Significant degree of concentration of decision-making capacities in universities across Europe.

Governing bodies		
System	Senate-type	Board-type
AT	√	√
BE-FL	X	√
CZ	√	√
DE-NRW	√	√
DK	X	√
EE	√	X
FI	√	√
HR	√	√
HU	√	√
IE	√	X
IS	X	√
IT	√	√
LU	√	√
NL	X	√√
NO	X	√
PL	√	X
PT	X	√
RS	√	√
SE	X	√
SI	√	√
SK	√	√
UK	√	√

2. Composition of governing bodies

Different kinds of regulations, possibly cumulative:

- the type of governing body/bodies may be prescribed – still a common feature in most higher education systems of Europe;
- regulation may apply to the size of the body/bodies;
- regulations may apply to the composition of governing bodies.

Size regulation

- **‘no regulation’**: universities are free to decide on the size of their governing bodies;
- **‘moderate regulation’**: public authorities specify either a minimum and/or maximum number of numbers in one or both governing bodies; or stipulate ratios between given groups to be represented in the governing bodies;
- **‘full regulation’**: public authorities specify the exact number of members pertaining to the university governing body

System	Size regulation in governing bodies					
	Full regulation		Moderate regulation		No regulation	
	Senate	Board	Senate	Board	Senate	Board
AT	✓			✓		
BE-FL				✓		
CZ	✓	✓				
DE-NRW				✓	✓	
DK				✓		
EE	✓					
FI			✓	✓		
HR			✓	✓		
HU	✓	✓				
IE	✓					
IS		✓				
IT			✓	✓		
LU	✓	✓				
NL		✓✓				
NO		✓				
PL			✓			
PT				✓		
RS			✓	✓		
SE		✓				
SI		✓	✓			
SK		✓	✓			
UK					✓	✓

Composition rules for senate-types bodies

- significant heterogeneity
- academic staff as the largest group
- Students as second largest group, followed by non-academic staff
- External members rarely included
- Non-academic staff not represented in the senate-type body in nearly ½ systems
- **‘moderate regulation’**: typically applies to student representation
- **‘full regulation’**: most frequent

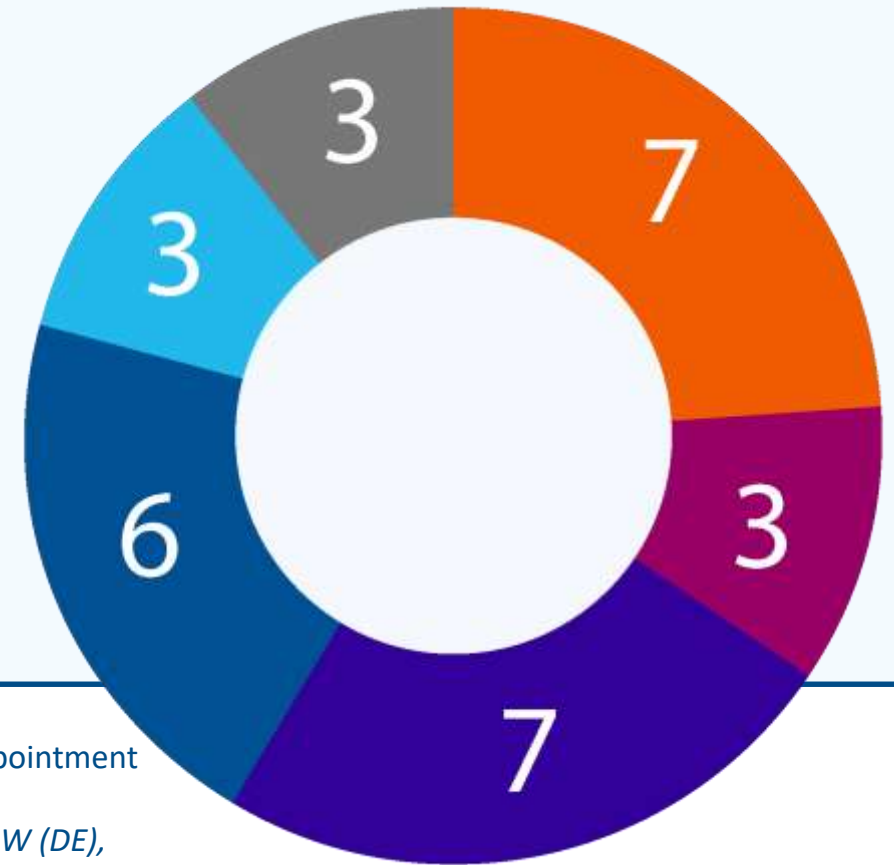
Composition of senate-type bodies				
System	Academic staff	Non-academic staff	Students	External members
AT	✓	✓	✓	X
CZ	✓	X	✓	X
EE*	✓	X	✓	✓
FI	✓	✓	✓	X
HR	✓	X	✓	X
HU	✓	✓	✓	X
IE*	✓	✓	✓	✓
IT	✓	✓	✓	X
LU	✓	✓	✓	X
PL*	✓	✓	✓	X
RS	✓	X	✓	X
SI	✓	X	✓	X
SK	✓	X	✓	X
UK	✓	✓	✓	✓

Composition rules for board-types bodies

- External members dominant group
- Academic staff always included
- Some leeway on the actual share of external members
- Students as second largest group, followed by non-academic staff
- External members rarely included
- **Unitary models tend to include all 4 groups**
- All boards include at least 3 out of 4 groups
- Voting rights issue

Composition of board-type bodies				
System	Academic staff	Non-academic staff	Students	External members
AT	X	X	X	√
BE-FL*	√	√	√	√
CZ	X	X	X	√
DE-NRW	√	√	X	√
DK*	√	√	√	√
FI	√	√	√	√
HR	√	X	√	√
HU	√	√	X	√
IS*	√	X	√	√
IT	√	X	√	√
LU	√	X	√	√
NL	√	√	X	√
NO*	√	√	√	√
PT*	√	√	√	√
RS	√	X	√	√
SE*	√	X	√	√
SI	√	√	√	√
SK	X	X	X	√
UK	√	√	√	√

External members in governing bodies: An increasingly frequent practice, but with continued involvement of public authorities



Universities can appoint external members
DK, EE, FI, IT, LT, PT, UK



Universities can appoint part of the external members
AT, BE-FR, HE (DE), FR, HR, IS, SI



Other appointment process
BE-FL, NRW (DE), IE



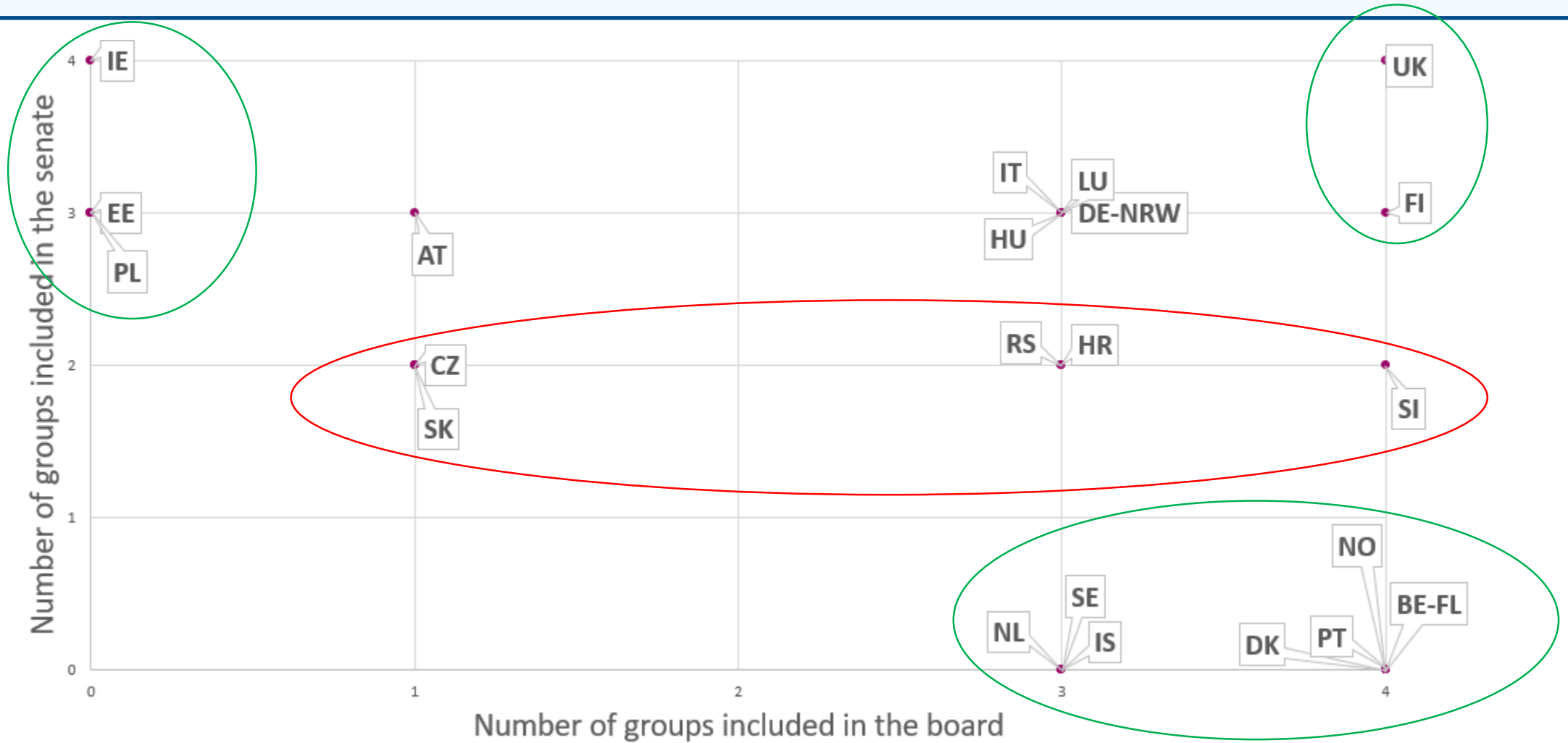
Universities cannot appoint external members themselves but make proposals
NO, SE, SK



Universities do not control the external members appointment process
CH, ES, HU, LU, NL, RS



Universities cannot include external members
BB (DE), LV, PL



University governance inclusiveness

- Unitary systems are on average rather inclusive
- Dual governance models generally have at least three groups represented in each body
- Eastern European universities are more likely to have more imbalance between the two bodies, and more homogeneous senates
- Significant inclusiveness / diversity in governance structures may be achieved through comparatively lower levels of regulation

- Evolution towards granting board-type bodies more power
 - Estonia, Czech Republic, Norway
- Alterations in number and composition of certain governing bodies
 - Italy, Austria, Denmark, Estonia, Sweden
- Developments in relation to gender equality
 - Austria, North Rhine-Westphalia
- Multiple governance reforms have affected universities' organisational autonomy. 12/22 systems have undergone (significant) governance changes in the last 5 years.
 - Drivers: increase efficiency, save resources and minimise the administrative burden
- Reforms on legal status
 - (higher autonomy & participation of external members)
 - Co-existence of different models within system

- Larger role of external members & more autonomy for universities in selecting them
 - France, Italy, Lithuania, Sweden
 - Issue of public authorities representatives as external members & role of government
- No single linear progress curve towards enhanced autonomy
 - Series of setbacks since 2010 (Hungary, Ireland)

Governance is a key factor for efficient performance

- Requires productive relationship with public authorities
- Enabling regulatory framework
- Adequate internal governance models
- Balancing between inclusion of diverse university community & efficient decision-making

Information on
www.eua.be



- EUA university autonomy scorecard, comparing degree of autonomy in 29 systems

www.university-autonomy.eu

- Annual monitoring of trends in public funding since 2008 in 30 systems

<http://bit.ly/public-funding-observatory>

- Studies on efficient and sustainable funding systems: DEFINE (completed) and USTREAM (ongoing)

<http://bit.ly/ustream-project>

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