

TEAM PLAYERS OR SOLO ACTS?

Benchmarking the administration at the
Universities of Gothenburg and Lund

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1. Introduction

The Universities of Gothenburg (GU) and Lund (LU) have jointly given me—University Director Leif Lindfors, of Stockholm University—a mandate to review their administrative organisations. The details of this mandate are to be found in Appendix 1.

For the purposes of this evaluation I recruited the assistance of the former General Secretary of the Association of Swedish Higher Education, Lars Ekholm, and Lisette Edin, Deputy Head of University Administration, Luleå University of Technology. Although the mandate was issued to me alone, we have worked together and are in agreement on the conclusions and recommendations of this report.

Our perspective is an administrative one, since our background is that of university administration at both the national and the local level. Our experience from international cooperation in higher education and research—above all through organisations such as OECD/IMHE, EUA, NUS/NUAS and HUMANE¹—also allows us to place the Swedish experience in a wider context. As a result, we have not merely limited ourselves to administrative matters, but have also considered aspects such as management and leadership.

We have collected a great many written documents from these two universities, examined and analysed them, and subsequently added material from a number of on-site interviews at both universities. In both Lund and Gothenburg we met with the University Vice-Chancellor and chief administrative officers, as well as representatives for the faculties, departments and administration.

The method we employed and the somewhat limited number of interviews we carried out entail that in some cases our conclusions are tentative, and may in a few cases even be questionable. It is also difficult—in spite of our collective years of experience—to quickly assess and comprehend complex organisations such as major universities, with their shifting internal cultures and historical contingencies.

These reservations notwithstanding, we consider it possible to provide a number of recommendations for action, even if in many cases these consist of suggestions for further studies or additional investigation. The recommendations are to be found interspersed in the running text, but in order to provide a more general overview, we have summarised them in our final chapter. We have not considered potential personnel changes in the administrations in question, as we regard such matters as areas for the administrative managements to consider on their own. Near the end of the report, we highlight several examples of initiatives in both universities that we consider of particular interest and that may be of interest for other universities, as well.

We have also found it useful to compare several key GU and LU indicators with equivalent indicators from several other universities. They will primarily provide the background for further deliberations in both universities under consideration here, and for the administrative management in other institutions of higher education.

This review does not evaluate the quality of the primary functions carried out at these two universities. Thus, we do not consider whether the organisational and

¹ OECD/IMHE stands for the Organisation for Economic Co-operation and Development programme of Institutional Management in Higher Education, EUA for the European University Association, NUS/NUAS (*Det nordiska administratörssamarbetet*) for the Nordic Association of University Administrators, and HUMANE for Heads of University Management and Administration Network in Europe.

administrative models they have chosen have qualitative effects. Overall, it may be noted that these two universities are highly ranked in both national and international competition, and in both research and education, so that it seems reasonable to note that at a minimum, the current administrative arrangements in GU and LU have not damaged their competitive ability. Another possible conclusion—and one rather more embarrassing for us as administrators—might be that the extent and quality of administration is not of any major importance for the quality of a university's primary functions.

Our brief also specified that within each university, the government-mandated supervisory unit for teacher qualifications² was of particular interest. Since a special Commissioner was recently appointed to draw up guidelines for the reform of teacher education in Sweden as a whole, we have not found it meaningful to pursue this aspect any further.

2. Starting points

- The current organisational structure of Swedish universities must be understood from a historical perspective. One particularly significant change of major importance for understanding the current situation—a change that still reverberates in the institutional memories of these universities—is the national reform of higher education in 1977, with its concomitant institutional mergers. This is particularly noticeable at GU. For LU, a similar event was the incorporation of the Institute of Technology in Lund at the end of the 1960s. The effects of these measures are still visible in the problems and special arrangements in both GU and LU.
- The administration is frequently seen as a burden upon “the true work” of the university. We do not share such a view, as may easily be understood, given our background. The issue here is considerably more complex, as there is an ongoing interaction between the administration and the primary functions of the university. An underdimensioned administration may mean that teachers and researchers must allocate more time to administration, and thus have less time available for their primary tasks. Poor administrative quality will naturally also have an equivalent effect.
- It is quite natural that comprehensive universities of the GU/LU type are organised into three levels of decision-making: central, faculty and departmental levels. It does not automatically follow that the administration must also be split into these three levels.
- We believe that academic activities will develop most successfully if they are under academic leadership. Even if the strong tradition of collective academic decision-making in both a Swedish and an international context has increasingly come under fire in recent times, we are convinced of the importance of defending this approach. The strong tradition of academic leadership in universities can often influence the way in which the administration is led. An administrative organisation is not an “academic republic”, but a bureaucracy that requires a hierarchic leadership and the need for uniformity, predictability and consistent decision-making and application of the law. Nor are there any reasons to allow procedures in the

² Sw *Organet för lärarutbildning*.

administration to be hallmarked by the academic freedom which characterises the primary functions of a university.

- Leadership at all levels requires support in the task of leading and managing the university's core functions: education, research and cooperation with society. This includes providing support to decision-makers on strategic issues involving the direction, extent and planning of core functions, as well as an analysis of the economic consequences. Demands upon the administration and service in universities and university colleges have increased during the past decade. There has been a sharp increase in demands that decisions be followed up, demands for plans of action have been introduced in widely disparate areas, and at the same time administrative and service activities have expanded considerably. Transaction-intensive tasks are on the rise in the educational, financial and personnel sectors, and must be carried out under continual time- pressure constraints. A high level of student services is now seen as increasingly important. These increased demands upon administration and service have in many cases resulted in a reduction of administrative support for decision-making processes.
- A good administration requires good leadership. Among other things, this requires it to be logically structured and governed in a uniform manner. Unclear or non-transparent lines of responsibility produce weak leadership. Resources for leadership must also be adequate.
- The factor of size is naturally relevant for the structure and scope of administration. We are convinced that really small units—regardless of whether they are independent, or units within a larger institute of higher education—require, relatively speaking, larger administrative resources and in addition often provide a more modest administrative competence, due to their inability to specialize. On the other hand, we feel convinced that there also exists an upper limit beyond which another level of decision-making becomes necessary, and where the overall grasp of matters is lost and the capacity for leadership does not suffice. Picking up on a controversial suggestion made last year, we believe that a Sweden with only five super-universities –whose activities would be distributed across numerous campuses – would require a major increase in university administrations.
- In our review, we have not examined administration at the departmental level in any detail. Nevertheless, it is our conviction that the greatest potential savings within university administration are to be found at the departmental level. Numerous other projects at other universities support us in this belief. Major savings appear to be within reach by analysing, rationalising and professionalising the various administrative functions and processes that at present are dealt with on multiple levels in a large university. Having stated this, we must also note that this is not an easy process for a large and traditionally-structured Swedish university to implement, and that such an attempt would make exceptional demands on both the academic and the organisational leadership.
- We believe that autonomy is a necessary prerequisite for a university that wishes to successfully accomplish its mission. Increased autonomy is important, but it has frequently surprised us how little Swedish universities have hitherto taken advantage of the broad freedoms they already possess. It should also be noted that in an

institution of higher learning, conflicts may arise between organisational freedom, managerial freedom and the freedom of the individual academic. Dealing with such conflicts must ultimately be the task of the university leadership.

- We believe in evolution, rather than revolution. As a consequence, we believe that the process of change at these universities should be in incremental steps, rather than a rapid and sweeping change.
- We have consistently sought to use the concept “management” (Sw. *förvaltning*) for management at the central or faculty levels, and “administration” (Sw. *administration*) for all administrative work within the university.

3. Quantitative comparisons

Our mandate included a review of the managerial organisation at levels above the department and evaluating whether it is of a reasonable dimension, both as a whole and as regards specific functions.

The method we chose was to request information about the number of full-time employee equivalents (*PY*, or person-years) and costs distributed by administrative area. Lund University provided the information in the form requested, while Gothenburg University chose to report their figures by drawing on the major review they carried out in 2004, the so-called RESKO Project. Near the end of our investigation, an additional quality check was made of the administrative person-years at the central administrative level; see Appendix 2. There appears to be good reason for the administrative heads of LU and GU to go on to make a more thorough comparison of the two central administrations.

Because the data we obtained had been tabulated and collated in different ways in different years, it has not been possible to make comparisons to the fullest extent desirable. We have concentrated our comparisons on person-years, rather than costs, as the costs have been judged too uncertain to form the basis for firm conclusions. Nor will we be able to make an inter-university comparison of the various areas of administrative work; however, a certain comparison was feasible at the overall level, as well as between the various faculties/areas.

The overall comparison at institutional level

The distribution of administrative efforts among the different organisational levels is as follows:

Table 1. <CAPTION>

Comparison organisation	by	Number PY	Number PY	Proportion	Proportion
		GU	LU	GU	LU
Central management		187	247	21.5 %	25.7 %
Faculty offices/areas		194	203	22.3 %	21.1 %

Departments	488	512	56.2 %	53.2 %
Total	869	962	100.0 %	100.0 %

The proportion of the central management in LU is somewhat larger than in GU, while the relation is the reverse at the departmental level.

The table below provides various types of facts and key indicators related to the number of person-years in administration:

Table 2. <CAPTION>

Comparisons: general level	Gothenburg	Lund
Person-years		
Total number of person-years 2006	4,621	5,509
Number of teachers, PY	1,585	1,806
Number of administrative PY (excl IT, buildings and supplies)	869	962
Statistics from Annual Report 2006		
Income 2006 (in millions)	4,392	5,265
Income, undergraduate education (in millions)	1,927	1,927
Income, research/postgraduate education (in millions)	2,466	3,338
Degree of externally financed research, %	46 %	53 %
Number of FTE students	25,621	25,829
Number of doctoral students	2,271	2,528
Key indicators: administration		
Administrative PY in relation to total PY	18.8 %	17.5 %
Administrative PY in relation to number of teachers	54.8 %	53.3 %
Number of FTEs per administrative PY	29	27
Turnover per administrator (in millions)	5.1	5.5
Teachers in relation to total PY	34.3 %	32.8 %

Figures are taken from Annual Reports 2006, important facts

The number of administrative person-years is derived from the payroll administration system

A comparison at the overall level indicates that the number of administrative person-years in relation to the total number of person-years is slightly higher at GU than at LU. The key indicators chosen for comparison naturally do not give a completely correct picture, as the data from these two universities can also contain a number of errors or inadequacies.

The question is whether key indicators of this type can be useful in a comparison between institutions. Do they say anything about the efficiency of the administration? How much administration is performed by other personnel categories? Does the range

of different types of education in these universities lead to variation in their administration, as well? Does a large degree of external financing result in an increased need for administration? There are many such questions that can be asked, but we hope to set in motion a discussion that will lead to future, correct comparisons as regards the volume of administration. One example of such a question is the extent to which the various types of education and choices of research areas affect the extent of administration.

To broaden the picture presented here, we have chosen to make similar comparisons with two other major Swedish universities, Stockholm University (SU) and Luleå Technical University (LTU), a comparison which yields the following picture:

Table 3. <CAPTION>

Comparisons: general level	GU	LU	SU	LTU
Person-years				
Total number of person-years 2006	4,621	5,509	3,597	1,295
Number of teachers, PY	1,585	1,806	1172	510
Number of administrative PY (excl IT, buildings and supplies)	869	962	536	210
Statistics from Annual Report 2006				
Income 2006 (in millions)	4,392	5,265	2,930	1,204
Income, undergraduate education (in millions)	1,927	1,927	1,156	592
Income, research/postgraduate education (in millions)	2,466	3,338	1,773	612
Degree of externally financed research, %	46 %	53 %	44 %	59 %
Number of FTE students	25,621	25,829	22,464	7,471
Number of doctoral students	2,271	2,528	1,907	678
Key indicators				
Administrative PY in relation to total PY	18.8 %	17.5 %	14.9 %	16.2 %
Administrative PY in relation to number of teachers	54.8 %	53.3 %	45.7 %	41.2 %
Number of FTEs per administrative PY	29	27	42	36
Turnover per administrator (in millions)	5.1	5.5	5.5	5.7
Teachers in relation to total PY	34.3 %	32.8 %	32.6 %	39.4 %

Figures are taken from Annual Report 2006, important facts

The number of administrative person-years is derived from the payroll administration system

Comparison at the faculty/area level, GU and LU

In Appendix 3, we have made comparisons between comparable faculties/areas in GU and LU; these comparisons will hopefully serve as the basis for further discussions.

4. Roles

4a. The vision of a coherent and unified university

A basic issue for the evaluation of a university's managerial system and its administration is the question of what type of university is involved: Is it a federation of faculties, is it a relatively cohesive university, or even a uniform organisation run from the top down? We have discussed this question with the Vice-Chancellors of GU and LU, in an attempt to determine this fundamental aspect. Both Vice-Chancellors clearly articulated their concept of a university, specifically the vision of a broad, yet unquestionably coherent university. Their stance should be seen in the light of the historical fact that neither university has previously had this as their ideal, or at least not been able to attain that goal.

4b. Managerial groups etc.

The Swedish Higher Education Ordinance specifies a number of organs that are to exist in a publicly-owned institute of higher education: the University Board, the Vice-Chancellor, the Deputy Vice-Chancellor as the Vice-Chancellor's substitute, Faculty Boards and a few additional committees connected with the official functions of a Swedish university or university college as a government body. Nearly all Swedish universities and university colleges have created some form of executive body, a "powerful body" that is not nationally mandated. In this executive or management body, the Vice-Chancellor brings together the key officers that he/she needs to consult and, not least, needs to meet with in order to create the important coordination for various university matters to be initiated, followed up on or otherwise dealt with. In many cases these executive bodies are identified as the "centre of power", in the sense that that is where the real decisions are taken, albeit not the formal ones.

At Gothenburg University, the *Ledningsrådet* or Executive Committee consists of the Vice-Chancellor, the two Deputy Vice-Chancellors, the Head of Administration, the Deans of all the Faculties and the President of the Student Union. The Committee's purpose is described as to deliberate on important issues and support the Vice-Chancellor in his/her decision-making capacity. Our interviews indicate that the Executive Committee has evolved into a true executive body. The question is of considerable sensitivity in a university as decentralised as GU is. As they themselves see matters, the Deans act as a part of the entire university, something that has not always been the case in the previous history of Gothenburg University. The Vice-Chancellor has placed herself in the centre. The vision hinted at above is clear: GU is moving in the direction of a more unified institution of higher learning. This background is clearly of relevance for how its management currently functions and is intended to function in the future.

The executive body at Lund University consists of the Vice-Chancellor, the Deputy Vice-Chancellor, two Assistant Vice-Chancellors, the Chief Administrator, the Chief Information Officer and two students; the Academic Secretary serves as the Secretary of the executive body. In addition, there is a Deans' Committee, which is said to

function smoothly, and which consists of the executive body and the Deans of the Faculties; it meets every other week.

As indicated above, the Vice-Chancellor of Lund also has a vision of a unified institution of higher learning. Previous “attempted escapes” by various faculties are now purely of historical interest. Symbolically enough, it was pointed out to us that all LU faculties now use the University logotype. Nevertheless, there was mention of an alternative, informal Deans’ Committee, where the deans met without the Vice-Chancellor being present; another grouping is the so-called “Northern Alliance”. The faculties are of different relative importance, i.e. have different economic power. This asymmetry is, according to the deans, not a negative factor in their internal relations; it is rather a question of supporting the smaller faculties. This terrain, one that is relatively typical of many large European universities, is the environment within which the administration must function and carry out its mission. One factor that helps to hold the university together is the current national Swedish system for financing research, whereby preference is given to large projects, particularly those which involve more than one faculty. Support from the University’s central leadership for certain so-called “Linnean” projects, and above all, the University’s successful fight for major research grants, have been powerful examples of the gains to be obtained by “sticking together”. Another aspect worth noting concerns the relations between the Vice-Chancellor – deans – department chairs, as this is of importance for how a university’s administration should be shaped as a whole. We note that the department chairs, or at least those few that we had the opportunity to speak with, regarded it as more natural to meet their dean than to meet the Vice-Chancellor.

4c. The role of the Vice-Chancellor vis-à-vis the administration

A Swedish Vice-Chancellor is the head of his/her University/Government authority, and thus ultimately responsible for all aspects of university activities. This is the role that has always been played by Vice-Chancellors of Swedish university colleges, but Swedish universities and the erstwhile institutes for specialised studies have acted within a different tradition. Starting with their major expansion during the post-1945 era and continuing well into the 1990s, the universities all had an administrative Director by the Vice-Chancellor’s side; like the Vice-Chancellor, the Director was appointed by the Government, and without his consent, the Vice-Chancellor could not make any decisions (Sw. *rektorsämbetet*). It may be noted in passing that the former administrative director of LU was part of that system. All this was changed in 1993. One can thus legitimately inquire as to the role the Vice-Chancellor now has in the creation and shaping of the administration. The 1993 Lund University Regulations—regulations that are still in force some 15 years later—state that the University Administration is to include an administrative Director, who is responsible to the Vice-Chancellor “for the administration and finances, as well as for matters that pertain to the central administrative apparatus of the University.” We will subsequently return to this question as regards the pattern at GU.

The following aspects, however, are more important than the formal regulations. As noted above, we have interviewed both Vice-Chancellors, and it is manifest that both of them have held and still do hold specific opinions about their individual university administrations in general terms. What shape should the administration have, so as to provide both short- and long-term support for decisions by the University Board and the Vice-Chancellor? Is some work duplicated? These are examples of questions that

became relevant in our discussions and that confirm that the university administration is and must be an integrated part of the University's total mission.

4d. University advisors and assistant Vice-Chancellors

In the abovementioned change of the formal regulations steering Swedish universities and university colleges, it became possible for the Vice-Chancellor to not merely rely upon a Pro-Vice-Chancellor, but also to create posts for additional pro-vice-chancellors and advisors to the Vice-Chancellor (LU: Assistant Vice Chancellors or *Vicerektorer*, GU: Vice-Chancellor's Advisors or *Rektorsråd*). This option has been utilised to varying extents throughout Sweden. LU has a structure with a Pro-Vice-Chancellor (responsible for postgraduate education) and two Assistant Vice-Chancellors (one for undergraduate education, and one for research and internationalisation). GU has two Pro-Vice-Chancellors (one for undergraduate and postgraduate education, one for cooperation and coordination) and two Assistant Vice-Chancellors (one for quality assurance procedures and one for equal treatment and equality issues).

This question would not have been relevant for the present inquiry if criticism of this approach in Lund had not been expressed by both deans and administrative officers there. What is at issue is not the persons occupying these posts, but the function that these relatively new posts are expected to fill. Their criticism is that the assistant vice-chancellors do not fit into the decision-making hierarchy, and thus create a certain amount of confusion. One question concerning the administration is the administrative resources that the assistant vice-chancellors can and should make use of. The Vice-Chancellor of LU has said that he wishes to maintain the present system, but adds that if there are uncertainties about areas of responsibility, they must naturally be removed. At GU, as well, people are uncertain about the way in which the Pro-Vice-Chancellor and the Advisors to the Vice-Chancellors are linked to the administration. As soon as these officers "requisition" help from the administrative officers, there is a risk of uncertainty and double chains of command.

The principle at stake thus is the extent to which the structure with Pro-Vice-Chancellors (or the equivalent) should be regarded as a means whereby the Vice-Chancellor more quickly can cut through the traditional layers of decision-making at a large university and obtain results. In that case, a new structure can also be seen as criticism of the ability of the normal organs, and their administrative support, to implement the priorities chosen by their Vice-Chancellor. It should also be emphasised that the entry of the Pro-Vice-Chancellors and Advisors to the Vice-Chancellors into the administrative arena can be dictated more by their desire to help than by a wish to control parts of the administration, even if the end result can be the same.

4e. The role of the chief administrative officer

We have already touched upon the role of the University Director (the chief administrative officer). At both universities, he/she is part of the university management. At both universities the Director is the head of the central administration, a point to which we shall return. Here it is appropriate to emphasise

the role of the Director as part of the university management team, particularly in the light of the Vice-Chancellors' stated intentions to emphasise and promote the cohesion of their respective universities. Both of the chief administrative officers interviewed underline that this particular part of their duties has increased or is the part of their burden that was most surprising in terms of the time required. In a well-functioning university administration, the chief administrative officer is a colleague of the Vice-Chancellor, with a profile that is not academic in character. The chief administrative officer also has access to his/her own national network, which can facilitate his/her orientation in matters such as national educational policies. The Vice-Chancellor can turn to the chief administrative officer to test ideas, seek advice and, if need be, also pass on tasks. It is quite frequently the chief administrative officer who becomes the "executive" in charge of implementing the matters discussed in the executive committee and the decisions that may be taken there, a task that has in fact grown in extent. Clearly, the fact that the chief executive officer is involved in the general management of the university will also have an impact on his/her resources for the task of managing the administration.

The above matters notwithstanding, his/her primary task remains the management of the administration. At GU, this mission has been specified as follows (we quote the entire statement):

The mission of the Head of Administration is:

- to support the Vice-Chancellor in leading and developing the University in its entirety;
- to ensure that the University leadership and executive bodies are provided with adequate support;
- to ensure appropriate preparation of matters presented to the Board of the University and the Vice-Chancellor, and to ensure that the decisions taken are implemented and followed up;
- to decide upon the organisation, finances, personnel and infrastructure of the central administration;
- to ensure an appropriate working environment, human resources development, environmental policy system and archival system for the central administration;
- to promote an effective and coordinated administration throughout the University.

The Director may delegate tasks as appropriate.

Two key clauses concern the self-evident task of managing the central administration³, and the more indirectly formulated task of "promoting" an effective and coordinated administration as a whole.

A key question concerns the role of the chief administrative officer vis-à-vis the Deans. Compared with other government agencies, the organisation of Swedish universities is characterised by a "strong base" (the departments), as well as an administration that runs in parallel with the academic line of organisation. We maintain that the best overall efficiency is obtained if the traditional academic lines of power, i.e. vice-chancellor – dean – department chair, are supported by the administrative line of vice-chancellor – chief administrative officer – administration

³ Gothenburg calls this the *gemensamma* ('joint') administration, while many other universities use the term *centrala*.

(including the faculty administrations). A well-run and coordinated administration at all levels relieves the academic lines of power and enables them to devote their time and energy to managing the core university functions. In addition, modern IT-supported administrative systems demand greater coordination than previously throughout the entire institution of higher learning.

We consider the role of the chief administrative officer vis-à-vis the faculty administrations and the administration at the departmental level should be that of functional responsibility for the entire administration. It should be made clear that he/she has the overall responsibility for developing and quality control of the administration, regardless of the organisational level where the actual work is carried out. This is not the case at present.

In Section 5 brief consideration is given to the coordination with the half of the administration to be found in the university departments themselves. Section 6 examines the tasks of the chief administrative offices in their “own” joint/central administration. In Section 7 we consider his/her responsibility for the faculty administrations.

In connexion with this overview of the tasks of the chief administrative officer, we wish to emphasise the development in Swedish universities whereby the chief administrative officer is assisted by a deputy or assistant chief administrative officer. The background for this development is quite simply the abovementioned increasing range and volume of the chief administrative officer’s tasks. As will be seen in subsequent sections, we wish to question the current arrangement at both LU and GU, with too rigid a boundary between the central administration and the faculty administrations; for the sake of efficiency, this gap must be bridged. This will therefore involve not inconsiderable organisational input from their chief administrative officers. Our view is that in such a situation, it is natural to discuss the appointment of an assistant chief administrative officer. The division of labour between these two senior administrative officers can be arranged in various ways, depending on the people concerned and the situation. We have discussed this situation with the chief administrative officer at Gothenburg, and encouraged him to consider such a measure. This question is particularly acute at GU. At LU, there already exists a Secretariat for major mission studies and projects, in order to ease the burden for the chief administrative officer.

It seems appropriate to note another role that Swedish chief administrative officers assume, here at the national level. Swedish universities and university colleges are no longer under the rule of a central, coordinating governmental authority (as was the case previously). The task of keeping the system relatively uniform has devolved upon the vice-chancellors and chief administrative officers. SUHF, the Association of Swedish Higher Education, offers a frame for such coordination. For many years now (and well before SUHF came into being), the chief administrative officers have maintained a stable collegial form of cooperation. Given that the average tenure of vice-chancellors is shorter than for chief administrative officers, it is important that this network function well, not least to ensure continuity. A chief administrative officer must therefore allocate time for this function.

5. Departments

On the whole, we have limited our brief to examination of the central/joint administration and the faculty administrations. As a consequence, the majority of our interviews were carried out with people working in these environments. In order to

obtain a fuller perspective of the university administration, we have (as noted above) added numerical data about departmental administration. In addition, we have carried out a few interviews with department chairs at both LU and GU. These discussions were stimulating and provided useful information, but given the large number of departments at both universities, we cannot claim certainty in our conclusions about departmental administration, particularly given that the various departments are strikingly heterogeneous. Here, we shall limit ourselves to a number of reflections on the role of the department chairs vis-à-vis the central and faculty levels, although we do allow ourselves a general opinion about departmental administration.

Given the organisation in force at GU and LU—including a faculty level with its own administration—it is natural that the department chairs must keep track of two levels, the central leadership and the faculty. It is also natural that most department chairs consider the faculty level as decisive for their department's well-being. During our interviews, however, a desire was expressed for better contacts with the central leadership, even as they cited poor attendance when the vice-chancellor at one of the universities had called a meeting. As regards the administration, our impression was that a department head would primarily turn to the faculty administration. At the same time, appreciative comments could be heard about the specialist competence available through the central administration, or that such competence was lacking.

We also discussed the role of department chair as such, the need for increased competence and interdepartmental and interfaculty cooperation. The statement “Being a department chair is a strange way of exercising leadership” sums up the insights that characterised this group; it was also evident that the chairs chosen by GU and LU were among the relatively experienced ones. As veteran heads of departments, they found it stimulating to work together not merely with colleagues in their own faculty, but also with colleagues from other faculties. The more duties they had assumed at the faculty or central level, the more they considered themselves part of their university.

The introductory section has already indicated that roughly half of all the administrative resources at both universities are located at the departmental level. The number of departments per faculty varies, from large to small. In many faculties, they are about the same at both universities, particularly in the medical, social science and science faculties (for GU, the latter implies including cooperation with departments at CTH, the nearby Chalmers University of Technology), as well as the Gothenburg School of Economics/economics university college. In the Faculty of Humanities, GU has twice as many departments as LU, where active efforts have been made to merge small departments. We note that Lund Institute of Technology has a large number of departments. The disadvantage this implies from an administrative point of view is neutralised by the fact that these departments are in the same physical location, and their building, “the house”, is the basis for their administrative tasks.

Our experience is that small departments are not effective from an administrative point of view. They are too vulnerable. This is an insight shared by the department chairs during our talks. They also provided examples of how much a department appreciated access to a professional chief administrative officer when their departments were merged; another example concerned a professional human resources administrator. At the same time, it was also noted that when merging small departments into larger ones, this required a dialogue with those involved. The old experience was reconfirmed: the infrastructure, particularly the premises, must support departmental mergers, or else they become a mere paper product.

Our conclusions, based as they unfortunately are on rather slim evidence, are that departmental mergers are appropriate for several of the faculties examined. Given the

way the overall administrative patterns of GU and LU function, however, this is merely a necessary, but not a sufficient condition. As we shall return to subsequently, a process analysis should be carried out at both universities. This will clarify who should do what, existing overlappings, gaps in competence and so on. Only after such an analysis has taken place will it be time to discuss what a thoroughly professionally oriented departmental administration should look like. We find it reasonable to claim that there is just as much room for such developments at this level, as at the two levels that our suggestions in this report actually concern.

6. Managing the administration

When we evaluated the administration of LU and GU, our time has primarily been devoted to interviewing senior officers within the central/joint administration and the faculty administrations. The questions of relevance for the latter group are a matter we shall return to in the next section, but here we shall consider the central administration. During such interviews a number of questions naturally popped up. Our judgement was that we should concentrate our efforts on how the administration is *managed*. This means that we do not consider the division into sections (i.e. potential needs for reorganisation), let alone questions of personnel; the time available simply did not permit that. We do note, however, that questions of mergers of administrative units or altered boundaries will appear in our discussion of the GU administration.

Each organisation has its own history, as do the administrations of LU and GU; this history lives on in the present, a continual challenge for the chief wishing to implement changes. At GU, for more than a decade now, there has not been a chief administrative officer with a full mandate for decision-making. For natural reasons, individual responsibility has instead been shouldered by the division chief officers. At LU, the situation has been rather the reverse, with a former chief administrative officer with great authority, but also with managerial responsibility encroaching upon the academic sphere. Changes in these two administrations must start from nearly opposite starting points; this has occurred at GU, and we assume that it will also occur at LU.

At GU, the internal audit particularly focussed on the managerial function in the central administration, as it existed in the winter of 2006. In May 2007, i.e. during the period when our own evaluation was carried out, the university leadership reported back to the University Board with their views on the questions raised by the auditors. We share the basic viewpoint of the internal auditors, namely that the management of the administration through these three levels must be made more stringent, and that the lines of responsibility and roles in GU's administration as a whole are in need of clarification. The internal audit also comments that, in agreement with what we specified above, matters have moved in a positive direction in recent years. In their response to the University Board, the management pointed out that GU is a complex organisation, one which has the high degree of legitimacy for collegial decision-making typical of universities. They agree that reforms must be carried out in line with the auditors' suggestions and point out that a number of projects in this direction have already begun. Summing up, it may be stated that the internal auditors' report concerning the administration at GU, the response of the leadership and our own observations and recommendations are to a great extent in agreement; this concerns both what is discussed in this section about management and the following sections about administration and the faculty administrations.

One primary impression gained from the discussions with both administrations is the need, accepted by all parties, for *a stricter and simultaneously more transparent management*. This was expressed in different ways, both seriously and in more jocular fashion. At LU, people spoke of a “culture of negotiation”. The budget and formal mission are in practice not a reality, so that there is little follow-up; the document is placed on their shelf, but that is all. In this vacuum, oral agreements function as their primary replacement. The result is that there is insufficient transparency, which in turn leads to a situation where no one knows what others are doing. There is a great risk that there arise clashes in competence and duplication of work. We found the same lack of transparency at GU. Yet at the same time they were well aware of this failure, pointing out that in administrative matters, “should” had to give way to “must”, and rounded corners had to become sharper: When a decision is made, but can be interpreted and reinterpreted, loss in clarity will result.

One prescription for the LU administration is clear: Respect for *formalised policy documents* must be (re-)established. This is not a question of increasing bureaucracy, but a practical means of communication in an institution as large as those involved here. Planning the university goals, the budget, government-mandated goals and following up on their execution must all be of a piece, one stemming from the other. The time needed to create such workable planning documents may be compensated for by their increased transparency, and the resultant ability to focus on each section’s primary tasks, as well as providing boundaries and encouraging cooperation with others.

To a large extent, the attitudes we met with in both administrations fall under the concept of “*cultural issues*”. The managerial tools available to an administrative leadership include *inter alia* the overall information they possess, the organisation they have opted for, the senior administrators available to the chief administrative officer (and whom he/she may have been able to recruit), the formal policy channels/documents mentioned above, and, last but not least, the “norms” created at that university.

At this point we wish to consider this latter managerial factor, concretised in the *forms of the meetings* for coordinating the existing administrative units. At LU the chief administrative officer regularly meets with the chief faculty administrative officers, well-appreciated meetings that we will return to. Their atmosphere is described as discussion-oriented and mutually beneficial. Meetings with the heads of the various administrative units are of a rather different nature. First of all, there are a large number of such heads; this fact alone gives these meetings a different character. Secondly, these meetings have been used to present information from the chief administrative officer rather than for discussions. One may well consider what the most effective form for such meetings might be, particularly given the large number of “legitimate” participants. This aspect notwithstanding, they should be better utilised for what we have designated above as the creation of norms, serving as mutually agreed-upon views on given problems.

At GU, the chief administrative officer meets with the heads of the units a few hours every week. These meetings have been developed, so that they in part consist of joint problem-solving. However, the chief administrative officer has met with the chief faculty administrative officers relatively sporadically during recent years. During 2007 the Vice-Chancellor and the Executive Committee agreed that these meetings should take place every other week, with their contents linked to the questions that the Executive Committee discusses at its corresponding meeting. One question that we

will return to is the extent to which it may be possible to work with both groups at joint, regularly scheduled meetings.

As we have emphasised numerous times, both LU and GU are university organisations with a three-level model, with a clear division between the central administration and the faculty administrations. Strangely enough, the meeting patterns of their respective chief administrative officers are the reverse: at LU numerous meetings with the head faculty administrative officers and fewer with the unit heads, at GU the reverse. Given the pattern of development we propose—increased chief administrative officer responsibility over the faculty administrations—it is important that the meetings between the chief administrative officer and the head faculty administrative officers function well; the initiative taken by the Executive Committee at GU is a completely correct decision.

If we take the discussion of meeting forms one step further, it can in principle be stated that the different groups should be brought together. The risk, however, is that this joint administrative group will be too large. It does not seem to be impossible that certain smaller units can be merged for other reasons than those discussed in this report. If this is not practical, then the chief administrative officer must choose between on the one hand surrounding him-/herself with a large group and a “thinner” content at the meetings, or working with an inner and an outer circle; the heads of more specialised units can be dealt with individually.

One question of relevance in connection with leadership is what may be called the *extent of the central administration*. Both universities are organised on three tiers: the central leadership, the faculties and the departments. In administrative terms this evokes the question *inter alia* of which “right to command” the chief administrative officer (or via delegation, a unit head in the central administration) has for the entire administration, i.e. through or bypassing the faculty administrations to the departments (cf. above, concerning the overall responsibility of the chief administrative officer). At first glance it would seem natural that the head of the financial or human resources unit should have this right, but such a choice gives rise to numerous problems. Another question concerns confidence in the competence of the central administration, compared with the competence to be found in the faculty administrations. We have, however, noted two examples of successful initiatives of this type. At LU, the salary routines have been centralised, and the final result has apparently been approved of by one and all. At GU the financial management has partially succeeded in reaching all levels, and this has been to some degree accepted. These examples suggest that these chief officers have attempted to carry out a form of *functional responsibility*. This implies responsibility and powers to develop, effectivise, and exercise quality control for the administrative functions at all levels in the organisation. This functional responsibility includes mediating an attitude shared by the entire university, informing and maintaining networks, as well as stimulating enhanced competence within their respective functional areas.

This leads us to the question of the *process orientation* of administration and IT. All administration is a course of events—a chain of connected activities that runs between different organisational boundaries and levels. These chains consist of activities whereby each activity is dependent on people carrying out and passing on a previous activity. From a quality and efficiency perspective, it is important that the entire chain is successfully linked together.

Efficiency will be increased if uniform and standardised routines and work patterns are created in the administrative areas, above all those dealing with education, finance and human resources. In the IT sphere, there is also a major potential for greater

efficiency. Standardisation and uniformity will also mean better service to students, as they will meet the same administrative routines and IT environments, regardless of which department they are studying at.

One way for the administration to begin a systematic process orientation is to create a special “process office”, whose task is to plan, control and explain the introduction of the process. It is important to create a uniform model for how work on the process description is to be carried out, at which time, the order in which the work is to be done, and so on. Although it is the personnel who are to analyse and develop these processes, it is nevertheless important that a person/people is/are available who can help them reflect on this process and support them.

We conclude this section with a reflection on an area particular to administration, namely *control of investment issues*. In both university administrations, there currently is a certain lack of clarity in this particular area. We must ourselves admit that, in spite of our attempts, we have not been able in detail to determine how this planning is accomplished. At LU we noted that the faculties were irritated about this decision-making process: money came and went; unexpected shortfalls appeared. Even centrally placed officials found it difficult to explain the rationality in their planning model. At GU, it is the faculties that determine facility construction issues, in the sense that they control their financing: if you have money, you can build new facilities. We have nevertheless been given different descriptions of the actual decision-making process. This fact probably reflects the fact that the system—fortunately—has been revamped recently, rejecting detailed regulation for a more activity-oriented planning mode.

In our opinion, questions of investments, particularly those that involve building new facilities, should be determined at a high and central level. Such investments often involve large sums of money, and they are normally long-term and strategic in nature. They should be decided by the university leadership in cases where it is necessary to weigh the various wishes of the faculties and the chief administrative officer as the primary responsible official, supported by experts in financial facility management and construction engineering. We believe that both GU and LU would gain from comparing their planning models for investment issues, particularly if the measures decided upon by GU have begun to be implemented.

7. The central administration and faculty administrations

The organisation of the administration in both universities is based on three levels: central management, faculties and departments. Our mandate also covered the relationship between the faculty administrations and the central/joint administration. In economic terms, these two levels absorb just under half of the administrative resources, while the departments dispose of just over half.

These two universities are the largest in Sweden, as regards their total assets, and both have a very large range of different types of education and scientific fields. We do not believe that there is any alternative to dividing up the administrative resources into three levels. As noted earlier, our task is not really concerned with the departmental level, so that our primary interest is instead linked to how the central level functions in tandem with the faculty level, and vice versa. We have become convinced that there are opportunities for increased efficiency in the gap between two of these levels.

Our observations are given here in summary form:

- Mutual—and frequently sharp criticism—is expressed by the joint/central administration and the faculty administrations, perhaps most outspokenly so in Gothenburg. Such attitudes do not encourage mutual cooperation in efforts to reach the joint goal of supporting education and research at this university.

- The chief administrative officer is not in charge of the various chief faculty administrative officers, so that he/she finds it difficult—or even impossible—to unify the administration as a whole. There are alternative models at other major universities with similar broad ranges of activities.

- The chief faculty administrative officers believe that they are not sufficiently utilised for the administration of the entire university.

- Different administrative cultures have developed in different faculties. In practice, this implies that cases can be dealt with differently within the same university in its role as impartial civil authority. One of the administration's missions is to ensure equal justice before the law.

The need for action on this issue was confirmed in our initial interviews with the university Vice-Chancellors, both of whom expressed a desire for a more effective administration. The Vice-Chancellor of GU drew our attention to the problems that arise with faculty-based administrations, problems which do not facilitate the mission of convincing the university to act and function as *a single* university. The previously-mentioned review by GU's internal auditors confirms this view.

To some extent, we believe the groundwork has been laid for change. The chief faculty administrative officers at that university have, as just noted, expressed a desire to be more effectively involved in such decision-making. They give the impression of realising that they cannot individually be their own masters, even if only vague suggestions have hitherto been made about how better cooperation with the central level could become a reality.

Two of the most important impressions from our talks are thus the firm desire of both vice-chancellors to retain and strengthen the unity of their large universities, and above all the large trenches that have been dug between the faculty administrations and the central/joint administration (even if exceptions should be noted).

What courses of action are available as regards making the *entire* administration function in the best manner possible—and supporting both the university leadership and the university activities at their basic levels?

1 A *mutual consensus* must evolve between the centrally placed chief officers and the chief faculty administrative officers. As matters are at present, the administrative heads of these two groups meet separately. It must be regarded as a primary goal for the chief administrative officers in question to fuse the views and attitudes that these groups have regarding their tasks, ranging from concrete workflow patterns and concrete cases to more general questions of education and research, the role of their university in Swedish society, and so on. Dedicating resources to mutual development of competence may be one effective tool in this respect.

2 Irrespective of other circumstances, there is a need for *confidence-building measures*, to facilitate the ability to work together. It is not reasonable for the faculty administrators to claim that the central administration takes care of the easy issues and sends the difficult ones on to the faculties. It is not reasonable that senior central officers are pointed out as inappropriate for their post (examples of the opposite also

occurred). Nor is it reasonable for a unit head to be unable to implement his/her tasks throughout the entire organisation.

3 In Gothenburg the chief faculty administrative officers indicated that they had specialised themselves to some extent: for example, the School of Economics had been highly successful in administering internationalisation. A solution which was being discussed was whether various tasks could be portioned out to the faculties, a form of *functional separation*. There can be advantages to such an arrangement, but in our opinion the disadvantages outweigh them and the proposal should therefore be rejected.

4 A core aspect of this problem complex is the need for an analysis of which policies are to be regarded as normative for the *entire* administration, and thus not “negotiable”. Examples were given of how personnel questions, due to the lack of such policies, were treated differently in different faculties. In this sense, we argue that the central administration must regain control of these matters, discuss them together with the faculties, “norm” them and then possibly delegate them once more—but this time on the basis of a general system of rules.

5 An issue that is as sensitive as it is important is “*command*,” as regards the faculty administrations. In a previously mentioned section, the internal auditors at GU expressed the problem in the following manner:

The role of the Head of Administration and the joint administration is unclear, which can lead to a situation where administrative activities are not sufficiently effective and coordinated. This is primarily due to the far-reaching delegation by the faculty boards and deans as regards their administrative activities, which makes it more difficult for the Head of Administration and the section heads to exercise their mandate to control the university’s joint administrative support processes throughout all levels of the organisation.

Actually, given the small faculty administrative units, which primarily exercise a support function for their dean/faculty board, it would be more appropriate for the Dean to be the superior of the faculty director. The more administrative tasks assigned to the faculty administrations, the greater the motivation, this argument runs, for them to report to the chief administrative officer. But the situation at GU and LU is the reverse: at both universities, the faculty administrations have major administrative burdens. At GU it is quite clear that the faculty administration reports to the Dean, while at LU this is the main principle, but the chief administrative officer is also responsible. Our claim is that logically speaking, the heads of the faculty administrations should report to both the Dean and the chief administrative officer, but that from a leadership point of view they should report to the latter, not (as at present) to the Dean. We refer to our discussion in section 4e, above. If the claim of a unified university is to be taken seriously, and if the deans are to participate in the overall university mission on these conditions—which has been agreed to—then it follows that the chief administrative officer must also be able to hold both reins in his/her hands. There are parallels at many other institutions of higher learning, where the senior officers in charge of education or the administrative heads must have a Janus mask, turned in two directions at once. Such a shift in policy must occur in stages, particularly at GU, with its unusually strong tradition of faculty-based administration.

6 During interviews at both universities viewpoints were expressed about a lack of clarity experienced when it came to planning university operations and the budget, as well as who actually makes the decisions. As mentioned above, the lack of professional support for decision-making has also been noted. One way of curing this is to *trace the decision-making and control process throughout the entire organisation*. How are university operations planned and budgeted, who does what? What is the link between the vision and university mission and the annual operations plans and budget? How do reviews downwards and reporting upwards function? Is there a need for change, whose is the responsibility and authority, are the resources appropriately distributed?

8. Several interesting examples

It is natural that in a report of this type the authors concentrate on the critical views that have been voiced, and suggest changes. This fact must not muffle the many positive voices we have heard in our visits. Both universities are characterised by their willingness to embrace change and—as we have already noted—the desire of their leadership to maintain the unity of their universities.

In our review, we met with several initiatives that we particularly regard as meriting notice as examples of successful processes of change, examples that can serve as an inspiration for both the universities in question and other institutions of higher learning. At GU we wish particularly to note the changes in the IT organisation, environmental certification and the projects office. At LU we have noted the successful centralisation of salary payments, the KIA project and the special evaluation unit.

9. Summary

Introduction and starting points

- The complexity and historical growth of both universities, which is manifested not least by the fact that they are led through work at three levels (central, faculty, departmental).
- The explicit goal, espoused by both Vice-Chancellors, that their university should be a single unit, and not seen as consisting of independent units, but rather a mutually agreed-upon policy in various respects.
- There is no simple relationship between the size of the core university activities and the administration. We do not discuss the quality of education and research.
- It is necessary to distinguish between the collegial decision-making forms of academia and the ways in which a governmental administration functions, as the latter presupposes a rather large degree of hierarchy.
- The changes which should be carried out in organisations of the type represented by the administration of GU and LU should be evolutionary, not revolutionary; a well thought-out, step-by-step development is to be preferred over a change implemented at one single point in time.

Quantitative comparisons

- GU has a somewhat larger percentage of administrative person-years in relation to both the total number of person-years and number of teachers at the university; at

GU, the turnover per administrator is approximately 5.1 million crowns, at LU, approximately 5.5 million crowns.

- Departmental administration accounts for somewhat more than half of the administration in both GU and LU.
- LU has a somewhat higher percentage for its central administration than GU does.
- We have expanded our quantitative comparisons to a few other Swedish institutions of higher learning, both as reference points for this study and as starting points for any future discussion in this sector. The comparison is with Stockholm University and Luleå Technical University.

Roles

- The Vice-Chancellors of both GU and LU have a well-articulated vision for the future development of their university. Both also have clear opinions about their administration: it is to be an integral part of the university's total mission.
- The executive groups at GU and LU function as reasonably cohesive organs.
- The structural pattern including assistant/deputy vice-chancellors has given rise to a certain amount of discussion among the deans and administrators, particularly at LU. The role of the deputy vice-chancellors appears to be in need of clarification.
- One issue of principle concerns the academic organisational line Vice-Chancellor—dean—department chair and its relationship to the administration; we believe that the administration should support academic decisions at all levels.
- The chief administrative officer should have several roles: (i) part of the administrative management; (ii) head of the central/joint administration; (iii) in some sense bear responsibility for the faculty administrations; (iv) similarly, in some sense bear responsibility for the departmental administrations. The responsibility for (iii) and (iv) is noticeably diluted at both GU and LU.
- We have raised the question of a deputy chief administrative officer at above all GU, given the major tasks that arise from responsibilities (i) to (iv). We also indicate the importance of professional cooperation among chief administrative officers in a national context.

Departments

- The administration of departments lies beyond the limits of our investigation; we merely indicate several reflections.
- The department heads appear to regard their Dean as their important superior, not the Vice-Chancellor.
- The merger of small departments into larger ones has yielded positive results. In the Faculty of the Humanities, GU has twice as many departments as LU. Our experience is that from an administrative point of view, large departments are less vulnerable than smaller ones.
- We suggest a process analysis throughout the entire GU and LU administration. We are convinced that such an analysis will reveal unnecessary duplication of administration, and that there is room for uniform routines, standards and the like. The goal should be to create a professionally oriented departmental administration throughout the university.

Control of the administration

- At both GU and LU, a number of employees self-critically look forward to a stricter and simultaneously more transparent control of the administration. The “culture of negotiation” must disappear. “Should” must be replaced by “must”.
- Respect for formalised policy documents, such as mission statements, the budget, and accountability, must be re-established.
- The forms in which the chief administrative officer meets with his/her section chiefs in the central/joint administration and the administrative heads of the faculties must be further developed. In these meetings, questions of mutual interest are dealt with, from preliminary informational stages to informal decisions. Their function is also to be norm-formative, to create consensus for joint decisions (“cultural issues”).
- One important issue concerns the “decision-making capacity” of the chief administrative officer in the organisation proper. The strict division into three decision-making levels at GU and LU must not, in our opinion, prevent the central heads from having a functional responsibility for the entire organisation. This responsibility includes the right to develop, effectivise and maintain quality for administrative functions throughout all three levels.
- We prefer a more process-oriented approach within administration and IT. All administrative activity is a chain of events, a chain consisting of a number of interconnected activities that run across different organisational borders and levels. If uniform and standardised routines and patterns of work are created for above all the administration of education, finance and human resources, effectivity will increase.
- The manner in which investment issues are dealt with should be reviewed at both GU and LU. The planning process seems unclear to us.

Administration and the faculty administrative offices

- The biting criticism between the joint/central administration and the faculty administrative offices is mutual, and to such an extent as to hamper efficiency.
- The chief administrative officer is not in charge of the faculty administrative offices, and therefore finds it difficult—or is not allowed—to assume the overall responsibility for administration.
- Different administrative traditions have grown up in different faculties. The university can thereby act in a non-uniform manner, although it is required to do so in its capacity as a Swedish governmental body.
- A mutually shared vision for the administration must be created at both the central and faculty levels. Confidence-building measures are necessary.
- A review is required of which issues are to be normative for the entire administration. This should be done in a dialogue between the joint/central administration and the faculty administrations. Once decisions are made for these issues, they may once again be delegated to the faculty administrative offices.
- We propose that the chief administrative officer also be the head of the faculty administrative offices, which is more in accord with the vision of a uniform university than the current situation is. This change would benefit from a step-by-step implementation.
- Leadership and control processes should be examined throughout the entire organisation. The need for support in decision-making processes can then be fulfilled in a more planned way.

Appendix 1

Decision

Appendix 2

Comparison between central administrations

As the report has indicated, we found it difficult to make comparisons at a relatively detailed level, since some of the factual material we received was sorted in different ways. Below, however, is a comparison of the two central administrations, based on their respective internal organisations.

Table A1. Comparison between the central administrations at both universities

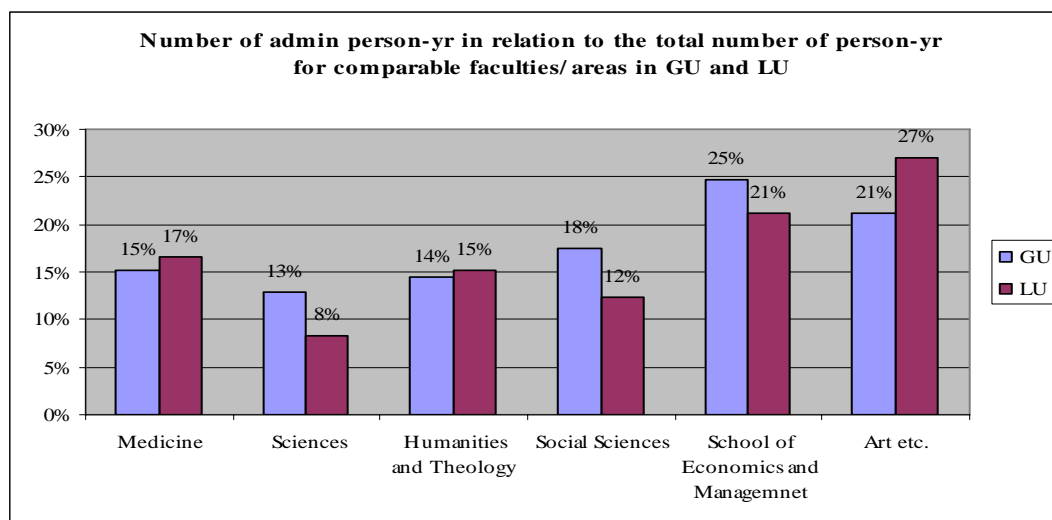
Gothenburg U	Person- yrs 2006	Lund U	Person- yrs 2006
Head of Administration	1.0	Vice-Chancellor's Office	13.8
Vice-Chancellor's Office	16.0	Legal Division	15.0
Division of Planning	7.5	Planning Division	8.1
Division of Finance	15.8	Financial Division	36.8
Division of Human Resources	21.3	Personnel Division	35.8
Internal Audit	2.5	Internal Audit	2.0
Division of Buildings and Services	23.0	Building Division's Locale Planning	8.0
Division for Student Affairs	62.6	Division for Student Affairs	47.8
External Relations	37.3	International Office	28.3
Total	187.0	Corporate Communications	19.4
		Office of Evaluation	8.2
<u>For comparison:</u>		Lund Univ. Innovation	9.5
the Purchase Unit is part		Office of Analyses and Projects	13.8
of the Buildings and Services;		The Old Bishop's Palace	1.0
International		Total	247.2
Office, information,			
innovation, and research			
service are part of			
External Relations			

<u>Excluded personnel:</u>		<u>Excluded personnel:</u>	
IT-personnel		IT-personnel	
Cleaning & maintenance		Cleaning & maintenance	
Student Health Services		Student Health Services	
Environment, public safety, switchboard		Environment, public safety, others	
Conference & service			
University TV			
Sign Lang interpreters			

APPENDIX 3

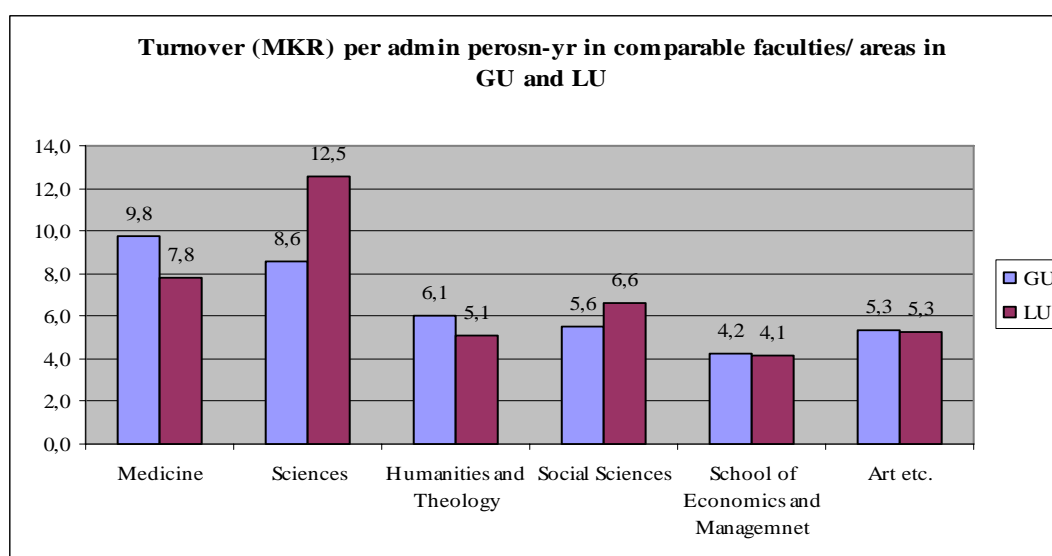
Faculty- or area-level comparison between LU and GU

In a comparison between comparable faculties or areas, relatively major differences appear, both within and between these two universities.

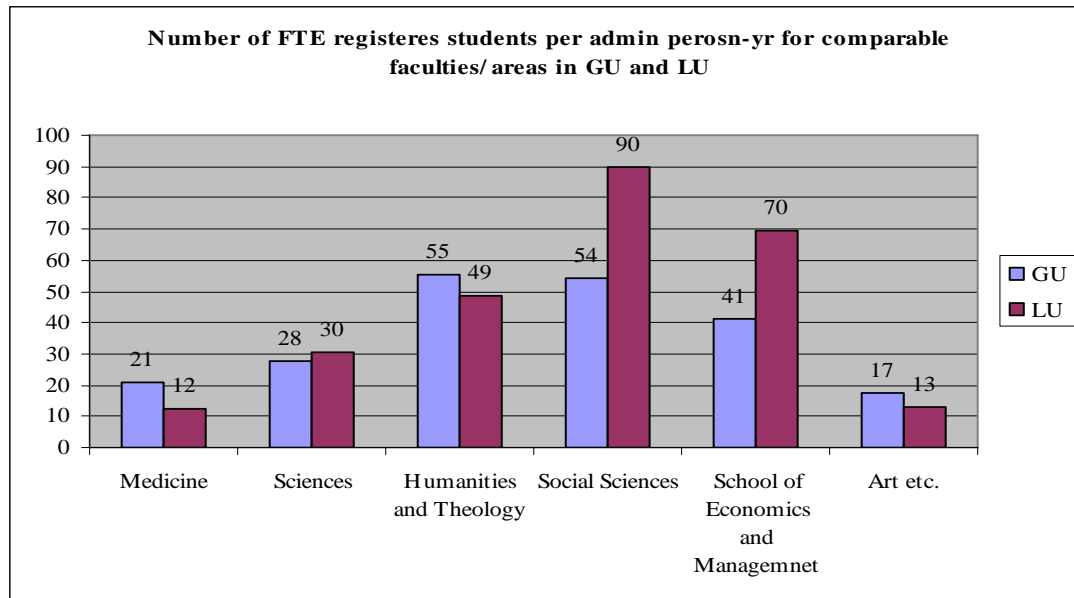


On average, the number of administrative person-years in relation to the total number of person-years in the faculties/areas of GU and LU is 17% and 15%, respectively.

If one instead compares the turnover per administrator, a somewhat different picture emerges, with the GU average being 6.8 MKR crowns, and that of LU 7.1 MKR crowns. The relatively striking differences between the faculties/areas are partially a consequence of the larger budget allocation per student in the faculties of medicine and science. Another reason is the difference between the percentages of research and postgraduate education, as apposed to undergraduate education, within the various faculties.



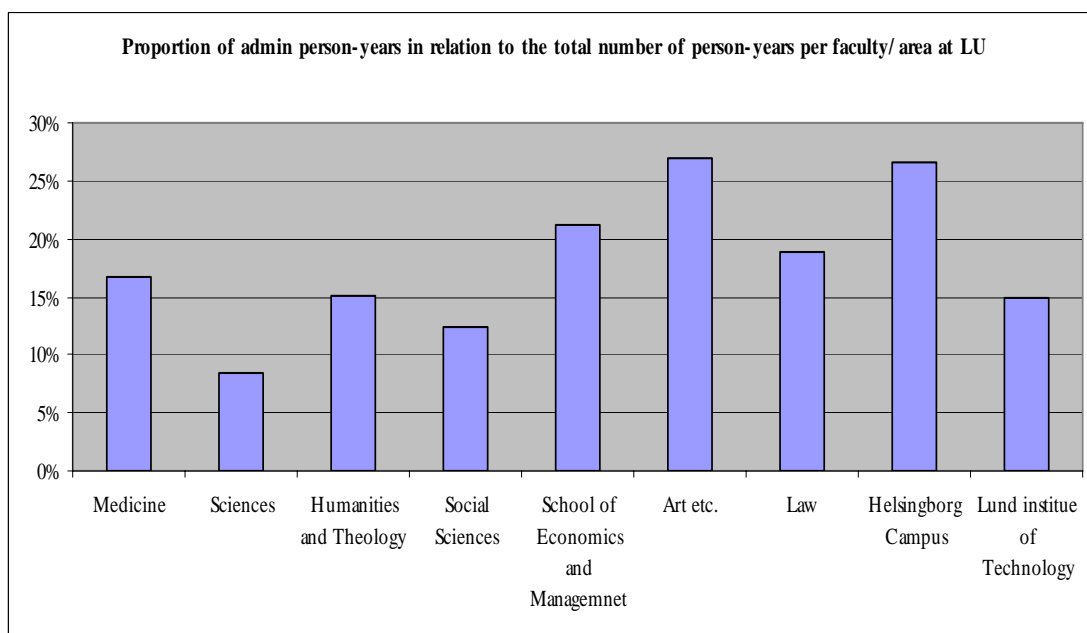
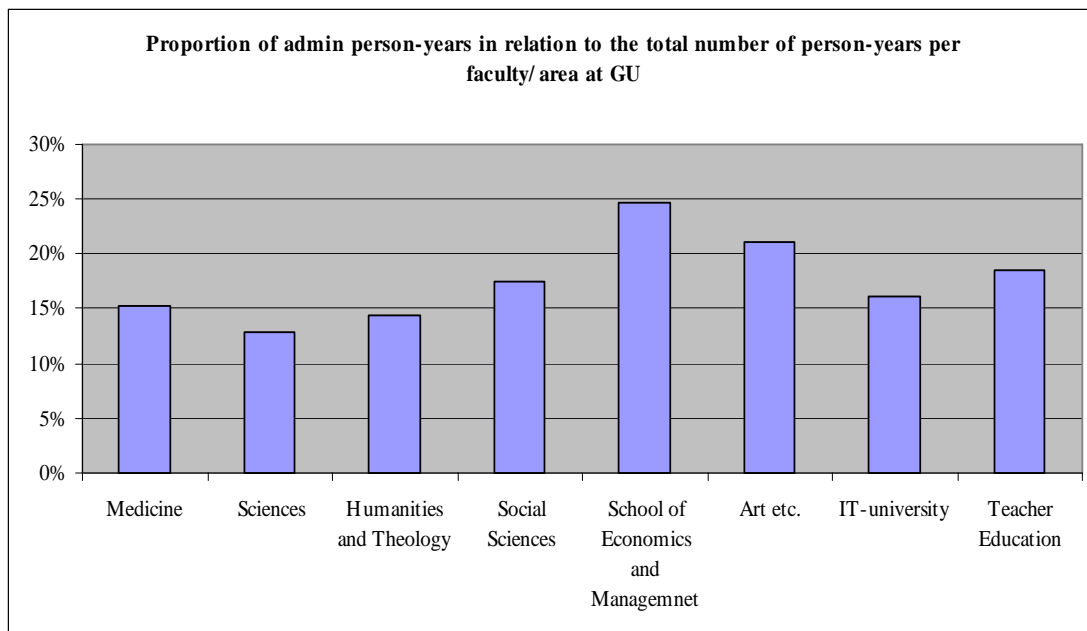
Finally, if one compares the number of FTEs (registered students) per administrator, the GU average is 38 students registered per administrative person-yr, while the equivalent for LU is 36. Here, as well, relatively large differences among the various faculties are to be seen. One reason can be the difference in administration and service between faculties/areas with many students pursuing a predefined degree (e.g. law, medicine) and faculties/areas with many students pursuing a general education (and not necessarily an entire degree). The amount of research/postgraduate education is another explanation: the faculties of medicine and science have a considerably higher volume of research/postgraduate education.



We leave it to the leadership of both universities to consider further analysis of the differences between comparable areas in these universities, as well as analyses and causes of the relatively striking differences between their respective faculties/areas. Here, we have attempted to demonstrate that there are differences that are to some extent explicable, but that there also appear to be good reasons for more closely examining these differences.

Comparison between faculties/areas in the two universities

If one simply compares the relationship within the respective universities, relatively large differences appear, as regards the proportion of administrative person-years in relation to the total number of person-years.



Comparison of faculties/ areas at GU and LU

Faculty/area	Number of depart		Turnover		Prop U E*		Prop R/PE		Number FTE		Num person-ys		Num adm person-ys		Prop of adm person-ys to total person-ys		Turnover(MKR) per admin person-yr		Num b FTE per person-yr		
	GU	LU	GU	LU	GU	LU	GU	LU	GU	LU	GU	LU	GU	LU	GU	LU	GU	LU	GU	LU	
Medicine	6	6	1746	1512	26%	24%	74%	77%	3698	2366	1174	1158	179	193	15%	17%	9,8	7,8	21	12	
Sciences	9	13	746	726	36%	20%	64%	80%	2413	1757	677	694	87	58	13%	8%	8,6	12,5	28	30	
Humanities and Theology	17	8	455	410	42%	42%	58%	58%	4143	3946	519	534	75	81	14%	15%	6,1	5,1	55	49	
Social Sciences	7	9	522	311	55%	57%	45%	43%	5089	4245	537	396	94	47	18%	12%	5,6	6,6	54	90	
School of Economics	6	6	376	243	34%	58%	66%	42%	3689	4103	361	278	89	59	25%	21%	4,2	4,1	41	70	
Art etc.	5	3	276	139	81%	91%	19%	9%	900	641	246	185	52	50	21%	27%	5,3	2,8	17	13	
Law		1		94		71%		29%		1547		90	17			19%		5,5		91	
Helsingborg Campus		1		94		85%		15%		1546		79	21			27%		4,5		74	
Lund Institute of Technology		22		1260		35%		65%		5300		1236	185			15%		6,8		29	
IT-University	2		104		62%		38%		613		68		11		16%		9,5		56		
Teacher Education	5		369						1093		390		72		18%		5,1		15		
Teacher education board			59						4069		26		23		88%		2,6		177		
Special Activities (10e området)				245		31%		69%		182		208	3		1%			81,7			
Summa	57	69	4 653	5 034	43%	34%	57%	61%	25 707	25 633	3 998	4 858	682	714	17%	15%	6,8	7,1	38	36	

* Proportion Undergraduate Education

* Proportion Research/Postgraduate Education