

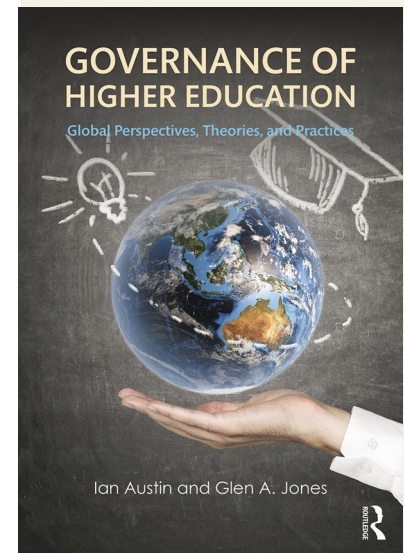
Executive Book Summary

Governance of Higher Education: Global Perspectives, Theories, and Practices
by Ian Austin and Glen A. Jones

Book Overview

Written as a textbook, Austin and Jones provide a theoretical foundation to the conversation of higher education governance around the world, particularly public universities. In the space of ten chapters the authors give an academic tour through the higher education space. This is not a book that will guide practice, but will give students, researchers, academics, academic administrators, or those interested in governance a great foundation and a leaping off point for further exploration. The

book is broken roughly into four sections: introduction and theory; external and state governance; internal governance; and politics, policy, and issues. Extensive references guide the reader to additional resources and scholars in the topic area for further reading. Chapter summaries and discussion questions point to its use as a textbook, but are also useful for readers looking to further contemplate the role of governance in higher education.



Chapters at a Glance

1. Conceptualizing Governance in Higher Education
2. Theories of Governance: Institutions, Agency, and External Influences
3. Theories of Governance: Structure, Culture, and Internal Dynamics
4. State-University Governance: Concepts, Perspectives and Shifting Tides
5. State-University Governance in Selected Countries
6. Academic Self-governance: Concepts, theories and practices
7. Governance as Politics and Processes
8. Governing the Managed Enterprise
9. New Issues and Challenges in Governance
10. Concluding Observations and Reflections

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Introduction & Laying the Foundation

The book orients the reader to higher education governance by presenting a conceptual groundwork for the reader to the rest of the book. It introduces the ideas of governance in higher education, and sets it in the context of key historical impacts. A book on governance would be remiss without sharing perspectives on several definitions from the literature, recognizing that governance takes place at three key levels: within the institution (micro), at the institution (meso), and across the higher education system (macro). These three tiers of gov-

ernance, and a network model that connects the institution to the systems around it are important to understanding the presentation of later material in the book.

While higher education may have different meanings in different national contexts, the book focuses on universities and the history and context of the shared identity of these organizations. While many similarities exist between universities around the world, they are all shaped by the unique history and context in which they have devel-

oped. With this in mind, Burton Clark's three higher education models are described – continental, British, and US. From this overview key ideas of internal self-governance and external state-governance are introduced for later exploration.

While co-authored by a Canadian the book does not address any specifically Canadian governance in regional and national models. If you are looking for Canadian governance reading, some of Jones' other work may be more suited.

“The ways in which university governance has evolved to some extent depends on the traditions from which universities in different parts of the world have emerged.” (Austin & Jones, 2015, p. 8)

Continental Model

The common historic model in Europe started at the University of Bologna where students led the organization and hired professors. In the 14th century, power started shifting toward the professors. The University of Paris is a second notable continental institution, but it was governed by professors and supervised by the church. This established the professoriate as a guild, and saw the creation of deans.



US Model

A bicameral system was established in the US model, with significant influence held by the academic senate. However, trustees of the governing board select the president who manages the university.



British Models

The **Oxbridge Model** was inspired by the University of Paris. While Oxbridge (portmanteau of Oxford and Cambridge) had close ties to the Church of England, academic self-governance flourished in structures that included a chancellor and academic officers.

The **Scottish Model** also inspired by the University of Paris was similar to the Oxbridge model, but held greater power than the academics in England. Councils were set-up where the towns shared governance. There was little involvement with the Church of Scotland, and in

the 1800s government gained the right to participate.

The **Civic Model** saw the establishment of a bicameral system with laypersons participating in a governing body alongside an academic senate.

In the **Higher Education Corporation Model** institutions were established as corporate bodies with a unicameral governing body and academic participation through the vice-chancellor.



Neoliberalism, Managerialism and NPM

Before exploring the rest of the book, the concepts of neoliberalism, managerialism, and New Public Management (NPM) should be examined due to their prominence in the exploration of higher education governance. These are described as both catalysts for change in higher education governance, but also a key source of tension within universities. All three are important public policy ideas used throughout the book. This is a useful lens with which to examine higher education governance, but the book does not explore or address whether there are other key changes in policy, environment, or organizations that may have the same significance as neoliberalism.

Neoliberalism

Neoliberalism is based on a market driven rationality with an emphasis on individualism and ruthless competition that promotes a logic of privatization, efficiency, flexibility, the accumulation of capital, and the minimization of state actions. It follows a progression from earlier liberalist ideas of classical liberalism, economic liberalism, and Keynesianism. In governance and higher education, this is causing a shift toward quasi-market principles, corporate management techniques, and minimalist (but not passive) state involvement. With a more principal-agent approach to

governance, there is a de-professionalization of the academy with a transformation from collegiality to hierarchy, management involvement in academic workload and course content, and an encroachment on the concept of professionalism.

Managerialism

One of the outcomes of neoliberalism is the increase in managerialism practices. **Managerialism** is an ideology that the practices of managing are a requirement of economic and technological progress. Three evolutions of managerialism include neo-corporatist managerialism, neoliberal managerialism, and neo-technocratic managerialism (see sidebar for more information.) Managerialism is shaping (or reshaping) public sector governance in part through new public management.

New Public Management

New public management is associated with practices of businesslike management focused on performance measures, customers, and the bottom line. It advocates a market focused approach, usually accompanied with outsourcing, privatization, and deregulation. Decreased involvement of the state is advocated in favour of increased influence through competition, goal setting, and efficiency.

Pre-Neoliberalism

- **Classical liberalism** values a minimalist view of the state.
- **Economic liberalism** seeks the state's absence from the economy.
- **Keynesianism** advocates state-led economic and industrial planning.

Tenets of Neoliberalism

- Re-establish the rule of the market
- Reduce taxes
- Deregulate the private sector
- Reduce public expenditure
- Privatize the public sector
- Eliminate the collectivist concept of the public good

Forms of Managerialism

- **Neo-corporatist managerialism** is focused on the tripartite relationship of state, representatives of labour, and capital.
- **Neoliberal managerialism** is anti-state and pro-market, anti-provider and pro-consumer, and anti-bureaucracy and pro-network.
- **Neo-technocratic managerialism** is focused more on metrics and less on markets to drive the public sector.

“The very design of neoliberal principles is a direct attack on democracy.” - Noam Chomsky

Theory Snapshots

Agency Theory is commonly used in the corporate sector with roots in economics and finance. The organization must control the differing interests of principal and agent. Organizations incur agency costs to manage the agency problems associated with trying to align interests.

Stewardship Theory has origins in sociology and psychology. It assumes agents want to be good stewards and operate in the best interests of the organization.

In **Institutional Theory** the organization's search for legitimacy homogenizes it through coercive environmental forces. Isomorphism occurs through coercive, mimetic and normative methods.

In **Resource Dependency Theory** the organization is impacted by its dependence on the environment for resources (such as government funding.)

Stakeholder Theory goes beyond principal and agent. The organization engages more broadly with stakeholders, leading to a more collaborative form of governance.

Governance Theories

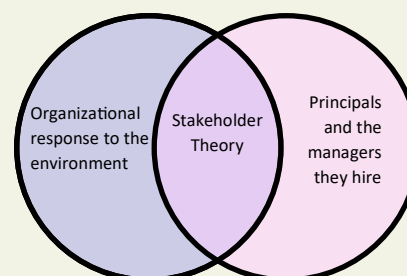
A textbook cannot exist without a foundation of theories. Austin and Jones draw on five governance theories beyond higher education through which higher education governance can be examined: institutional theory, resource dependency theory, agency theory, stewardship theory, and stakeholder theory. With each theory they illustrate its fit and shortcomings for examining higher education governance and advocate a multi-theory approach. Within chapter two, the authors provide an excellent introduction to the theories drawing on the works of several authors for illustration. For students looking to start their exploration in this field, this chapter serves as a great primer.

The relationships between the theories discussed can be explored in a number of manners. Agency theory and stewardship theory focus on the relationships between the organization (principal) and those it hires to manage and lead the organization (agent). On one end of the spectrum, agency theory is a control based model with an assumption of competing interests between principal and agent. This may be relevant as governing boards set performance targets for university administration. The stewardship theory makes an opposite assumption that the agent wants to be a good steward of the organiza-

tion. This is a more commonly used theory in higher education governance, because it more closely represents the historical trust based governance. The authors connect these ideas to higher education both within the organization, but also in the governance relationship with the state.

The institutional and resource dependency theory explore the impact of the external environment on the organization. Institutional theory is grounded in the idea that organizations are seeking legitimacy from the environment, and are thereby coerced into homogeneity through different forms of isomorphism. This can be seen in the adaptations made by universities in the search for legitimacy in their communities or with their peer institutions. Resource dependency looks at the dependence and competition with the environment for resources. This is particularly true of public universities and their dependence on state funding.

Stakeholder theory bridges the two realms of the previous four theories. It looks at the engagement of the organization with stakeholders, going beyond the university governance and state. This has the potential to create a more collaborative governance process.



Organizational Lenses on Governance

In chapter three the authors expand theory with six organizational theories as frames through which governance can be examined. These theories include a structural perspective, a governance and human relations perspective, a cultural lens, open system theory,

cybernetics, and social cognition theory. Each of these theories is applied to the idea of governance in universities to see the shift created in how governance is approached.

“Universities are shaped by the social, economic, political, and cultural constructions and reconstructions that occur in the societies in which they exist.” (Austin & Jones, 2015, p. 61)

Points to Ponder

Which theoretical concept(s) most closely fits with your world view of governance?
What experiences may have made the theory relevant to you?

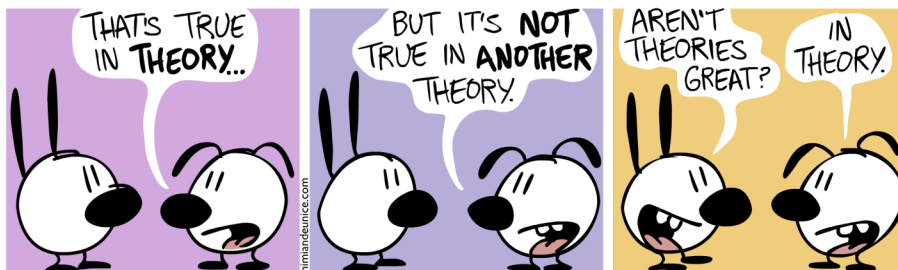
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How might the evolution of neoliberalism have shaped the movement of nations or universities within the Triangle of Coordination and between the models of the Triple Helix?

.....

Having been introduced to theories of governance and organizations, how might applying a human relations perspective impact the idea of agency theory for a university and it's governance?

“bureaucracy in universities functions in a different manner from traditional bureaucracies because universities have two different types of bureaucratic structures: administrative and academic.” (Austin & Jones, 2015, p. 53)



http://mimianddeunice.com/wp-content/uploads/2011/05/ME_354_Theory.png

Theory Snapshots

A **Structural Perspective** focuses on hierarchy and bureaucracy with a functional or mechanistic perspective.

A **Human Relations Perspective** focuses on the emotional, behavioural, and relational perspectives of people and their interactions with one another.

A **Cultural Lens** explores the role of symbolism and shared meaning around which individuals coalesce. Both internal and external culture can be a driver in the governance structures and practices

Open Systems Theory focuses on the interrelation and interdependence within complex relationships. Organizational boundaries determine the integration with the environment.

Cybernetics assumes a complex and chaotic system, where information and feedback mechanisms create self-regulation to predefined norms and standards, unless double-loop learning is integrated.

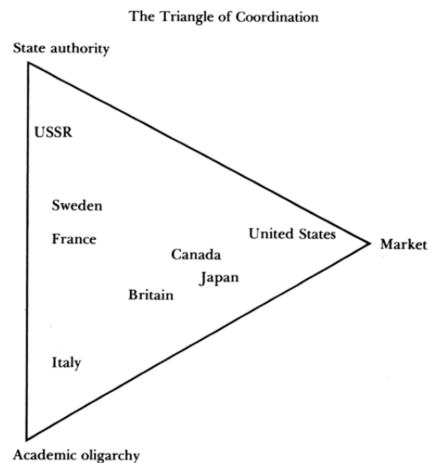
Social Cognition sees organizations as learners that make sense of the environment.

Relationship Between the State and University

The relationship between the state (government) and the university forms the macro-level of governance. Two models are provided to explore the relationships between the government, university and market (or industry): the *triangle of coordination* and the *triple helix*.

Triangle of Coordination

In Burton Clark's *The Higher Education System*, he provides a triangle with three points: state authority, academic oligarchy, and market (Clark, 1983, p. 143). Within this triangle, universities find themselves distanced between those three points based on the strength of each element. In his book he provided an overview of national systems at the time of writing.



Triple Helix

The triple helix approach looks at the relationship between government, university and industry and offers three models of those relationships. In the etatistic model the state drives both industry and university. The Laissez-faire model separates all three and connects them with tight linkages, but no overlap. In the third model, the three overlap creating a shared space for hybrid organizations (such as research parks.)

Points to Ponder

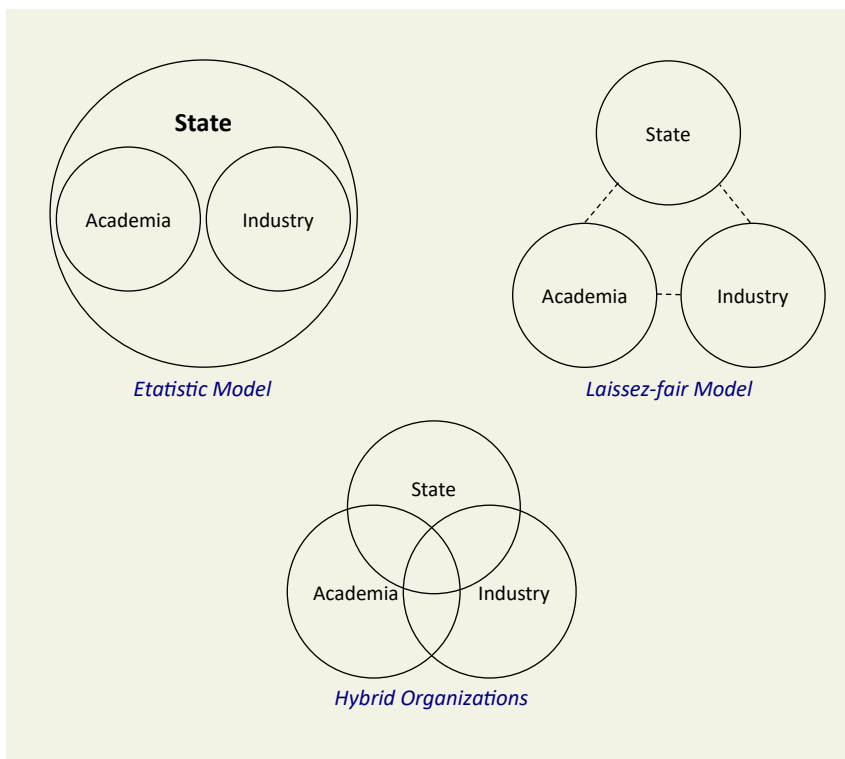
Where would you place your university on the Triangle of Coordination? Where would you have placed it 20 years ago? If you believe it has moved, what has changed?

.....

How would your institution's placement on Kerr's Triangle of Coordination differ if you were to ask an academic, a university president, a student, and a member of the public to plot it?

.....

What economic or political factors might drive the difference in the relationships between state, academia and industry in the three triple helix models?



State-University Governance

Framed with conceptual models, chapter four explores the different policies and strategies with which states govern over higher education systems. While the definition of higher education varies around the world, the way that states govern falls within a spectrum. In balancing the partnership of state and university with monitoring and control, on one end of the spectrum you find institutions with substantive and procedural autonomy from the state, even as public institutions. At the other end of the spectrum are state-controlled institutions, some with a certain level of limited autonomy. Many fall between these two extremes, dependent on the public policy and history of the country or region.

From a public policy perspective, higher education tends to operate with greater autonomy than most other public-sector organizations. In some cases, they operate as private entities with public funding, dependent on whether universities are seen as cultural or utilitarian organizations. A further shift continues driven by neoliberalism and the move away from state intervention to a market approach. This sees the state take a less

hands-on role, but maintain control through performance measures, outcomes reporting, and other public policy objectives.

In the fifth chapter, the authors explore brief histories of six regions: the UK, France, Germany, the USA, Japan, and China. In each of these environments, a neoliberal shift can be seen away from government regulation, to governance from a distance, often through per-



formance objectives. It is here that the authors explain the impacts of new public management. Driven by neoliberalism, new public management advocates a quasi-market approach for public services where increased levels of autonomy are granted to institutions in exchange for more empirical accountability and sector competition.

Governance in the UK

The influence of academics has decreased through governance changes that have also reduced autonomy, and increased accountability.

Governance in France

Authority has shifted from state to territories while autonomy has increased and the line between universities and research entities is blurred.

Governance in Germany

The home of the Humboldtian model of teaching and research with a strong civil servant faculty involvement. A more market-driven and participative governance is reducing substantive autonomy.

Governance in the USA

States have authority over autonomous universities that operates in a deregulated and market-driven economy, increasing the role of professional managers in the organization.

Governance in Japan

Highly diversified public and private institutions with significant autonomy. Like many nations, an increasing shift toward transparency and accountability to the state.

Governance in China

Soviet and western influences have increased the market ideology and accountability as there is a shift from state-control to territorial state oversight.

What about Unions?

Faculty unionization is on the rise in Canada and the US.

One reason is the erosion of senate's authority in decision-making. Unions are seeking a role in governance, but may be supplanting shared governance by the inherent conflict underlying collective agreements.

What about Students?

A consideration in shared governance is the role of students. Agreement exists that students play an important role, but representational models vary. Students often have their own governing bodies, but their participation in institutional governance is not consistent. Four key arguments are offered for the inclusion of students in shared governance: the importance of students as stakeholders (political-realism), students' roles as clients in a contractual relationship with the university (consumerism), students as members of university collective (communitarianism), and advancing citizenship and democracy (democracy and consequentialism). In spite of these arguments the involvement and power of students in shared governance is not consistent.

Senate and Governing Board

With a theoretical framing and a look at state-governance, the self-governance of universities is explored in chapter six starting with the senate, the academic decision-making body. Charged with overseeing the academic activities of the university, it may be comprised of all faculty in smaller institutions or may follow a more representative model in larger institutions. In the purest form, it is comprised solely of the academics, with no student or administrative representatives. Senates tend to be designed with bureaucratic, collegial, and political functions. Senate's role as a decision, policy, process, and rules maker gives it a bureaucratic structure. Serving as a forum for consensus building it operates collegially. The negotiation, compromise, and mediation exercised by and within the senate lends a political frame. Together with these designed features, the senate is also symbolic, representing a forum for interaction, shared meaning, and sense-making.

For faculty, the senate is seen in one or a combination of four models. The first is a functional one that serves academic decision making. With the right cultural tradition, the senate may be influential with power to impact institutional decisions and directions. Some senates are more symbolic, with decision-making at departmental or school levels. Where the senate has been subverted, it has proceedings, but influence and engagement happen outside of senate. Within each of these models, the impact of managerialism has similarly impacted

senates as it has collegiality.

During the evolution of higher education, the governing board has become a more common feature, often carrying a fiduciary and authoritarian role. The structure and authority of the board varies, but may be comprised of laypersons. From a functional perspective,



seven common roles of governing boards are laid out with the first being the hiring of the president. The board also provides control in periods of crisis, reviews management decisions and performance, co-opts external influences, establish contacts outside the organization, enhances the reputation, and gives advice. In addition to the theories offered to explore university governance, managerial hegemony is also used in exploring governing boards. In this theory professional managers are relied upon to make decisions that the board rubber stamps.

The senate, governing board, and administration are the three key relationships in the university. While some institutions combine or divide the senate and governing board in different ways, they have shared authority in decision making. This authority is unequal but is best served by a desire for collaboration, communication, engagement, and consultation.

Academic Self-Governance

Having explored theory of macro-level governance, academic self-governance looks more closely at the meso- and micro-levels of governance within the university. The ideas of collegiality, academic freedom, and faculty autonomy are an important theoretical framing. In exploring the history of higher education around the world, the role of collegiality is the foundation of university governance. It is based on assumptions that conflict is eliminated through consensus-based discussions in an environment of professional equity and

democratic engagement. Collegiality is evident in the culture of universities as well as the decision-making structures. These both guide processes and expectations of behaviour within the organization. Collegiality exists in the department (micro) and the organization (meso).

Academic freedom is another concept important to understanding self-governance, and is often closely tied with the idea of tenure. While the level and nature of academic freedom depends on the institution, nation, and

traditions of the organization the freedom is still present. The freedom to pursue teaching and research (within certain constraints) without fear of punishment is seen as a key aspect of furthering knowledge and research. With this comes autonomy of the faculty to operate within that freedom in their teaching and research. However, neoliberalism and new public management are impacting the extent of academic freedom within organizations as private sector practices and market constraints become more prevalent.

“ [f]reedom in research and training is the fundamental principle of university life, and governments and universities, each as far as in them lies, must ensure respect for this fundamental requirement.” (Austin & Jones, 2015, p. 128)

Reflections on the Book

The authors set an ambitious goal to fill the void for a textbook that addressed university governance, theories, concepts, scholarship, and commentary in 200 pages. Each section is replete with reference that offer further reading and sources. They have created a valuable resource for anyone looking to better understand the governance of higher education. The subtitle “Global Perspectives, Theories, and Practices” is aptly met with the depth of perspectives and theories provided. However, seeing practices in the title, may lead some to expect resources or tools to guide the practice of good governance, but that is not the purpose of this book. Governors, bureaucrats, and ad-

ministrators will see how theory and concepts bear out around the world, but will not receive guidance in the practice of governance. The changes within higher education governance that the authors highlight point to a need for tools and practices, that the book does not provide. It should not be taken as a fault of the book, but a caution to the potential reader who is seeking tools for better governance.

As noted earlier, neoliberalism and the associated ideas of managerialism and new public management figure prominently in the book. The evolution of higher education systems and governance is explained with neoliberalism as the key driver of change. The reader

may be left wondering whether there are other equally important drivers of change. Has the role and importance of knowledge changed within and outside the university for reasons other than neoliberalism? Has the role of universities as sources of political, social, and economic change shifted for reasons other than neoliberalism? Global conflict has punctuated evolution of universities; how does this factor into the idea of governance? It’s not possible to explore the multi-variable changes in university governance in a manageable space, so the authors focused on neoliberalism. However, as a reader it feels, at times, like a book on neoliberalism in higher education.

Other Topics in Higher Education Governance Explored

Hierarchy



Many forms of hierarchy exist in higher education including sector rankings, the hierarchy between the state and the university, and the various hierarchies that exist within the university.

Governance as Process



Governance is a process toward the achievement of desired outcomes. Governance strengthens an organization's identity and is legitimated through process.

Bureaucracy



Bureaucracy takes many forms in higher education. From the pure forms of administrative bureaucracy to the professional bureaucracy of the academics within the university.

Organized Anarchy



Advanced by Cohen, March, and Olsen, organized anarchies have problematic goals, unclear technology and fluid member participation. These features are commonly seen in universities.

Garbage Can Model



In organized anarchies, solutions often seek problems. Some decisions are made when solutions and problems are matched together, when a opportunity for choice arises.

Quality Assurance



Quality assurance bodies have arisen as part of the state regulatory structure. These organizations focus on applying efficiency and effectiveness to the work of universities.

Power and Politics



Negotiation, coalition building, and mutual influence are all part of governance and interaction in universities. A culture shift toward corporate board models creates tension in shared governance.

Risk Management



The connection of strategy to performance requires an awareness of the environment. This is coupled with a move to consider and understand the risks the university faces.

Network Governance



Policy networks along with the interactions of stakeholders and interested parties is emerging as an important strategy for decisions making.

Governance and Trust



When trust does not exist, compliance is used. Trust is strengthened through strong relationships, but market competitiveness is reducing the trust between governments and universities.

Governance and IT



Information Technology (IT) is a key source of information for decision-making. The availability and utilization of IT is an important element for enhancing the efficiency and effectiveness of decisions.

Multi-region



As universities cross regions and countries, new concerns and considerations for leadership and connection arise. This can change the nature of collaboration and the interaction with the state.

Final Thoughts

The authors have provided an information dense overview of current thinking and theory around higher education governance. Their “primary objective for this volume was to create a foundational text designed to introduce many of the basic concepts and theories” (Austin & Jones, 2015, p. 197) of university governance. They have utilized both canonical and current literature to provide the reader with a survey of important theory and history to guide further exploration of areas of interest. For graduate students in educational administration, this book can either be a foundational primer of higher education governance that shapes administration or it could be a launchpad for further exploration of specific research questions. For the university administrator, the book can be a tool to help interpret the environment of governance around and within the university. Administrators can position themselves from a hierarchical and conceptual perspective and within a theoretical framework and world view. For faculty, this may form an important source for research touching higher education. Faculty may also find the book informative as a personal tool to situate their experiences within higher education within a theoretical framework. For those in gov-

ernment, this may provide the opportunity to explore the macro-level models of governance beyond current political objectives. It will also illustrate how neoliberalist ideologies have transformed higher education globally. Lastly, for the general public this may be an eye-opening introduction to the complexity and uniqueness of the higher education sector. News and media rarely provide the historical or political insights and this book can help illuminate the dynamics that belie the stories we see and hear.

The authors close the book with the identification of areas for future research. They stress the importance of continued research in higher education governance, since it is essentially the governance of knowledge. Given the role of universities in developing the skills and knowledge that lead economic and social development, higher education governance is at the core of developing the world around us. The closing sentence of the book seems a fitting quotation to summarize the perspective of the authors. “University governance matters, not just to those of us inside the academy, but to the world” (Austin & Jones, 2015, p. 198).

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