

Palgrave Studies in Global Higher
Education

This series aims to explore the globalization of higher education and the impact this has had on education systems around the world including East Asia, Africa, the Middle East, Europe and the US. Analyzing HE systems and policy this series will provide a comprehensive overview of how HE within different nations and/or regions is responding to the new age of universal mass higher education.

More information about this series at
<http://www.springer.com/series/14624>

Harry de Boer • Jon File • Jeroen Huisman • Marco Seeber •
Martina Vukasovic • Don F. Westerheijden

Policy Analysis of Structural Reforms in Higher Education

Processes and Outcomes

palgrave
macmillan

Harry de Boer
Center for Hr Education Policy
Studies
University of Twente
Enschede, The Netherlands

Jon File
Center for Hr Education Policy
Studies
University of Twente
Enschede, The Netherlands

Jeroen Huisman
Centre for Hr Education Governance
Ghent
Ghent University
Ghent, Belgium

Marco Seeber
Centre for Hr Education Governance
Ghent
Ghent University
Ghent, Belgium

Martina Vukasovic
Centre for Hr Education Governance
Ghent
Ghent University
Ghent, Belgium

Don F. Westerheijden
Center for Hr Education Policy
Studies
University of Twente
Enschede, The Netherlands

Palgrave Studies in Global Higher Education

ISBN 978-3-319-42236-7

ISBN 978-3-319-42237-4 (eBook)

DOI 10.1007/978-3-319-42237-4

Library of Congress Control Number: 2016950012

© The Editor(s) (if applicable) and The Author(s) 2017

This work is subject to copyright. All rights are solely and exclusively licensed by the Publisher, whether the whole or part of the material is concerned, specifically the rights of translation, reprinting, reuse of illustrations, recitation, broadcasting, reproduction on microfilms or in any other physical way, and transmission or information storage and retrieval, electronic adaptation, computer software, or by similar or dissimilar methodology now known or hereafter developed.

The use of general descriptive names, registered names, trademarks, service marks, etc. in this publication does not imply, even in the absence of a specific statement, that such names are exempt from the relevant protective laws and regulations and therefore free for general use. The publisher, the authors and the editors are safe to assume that the advice and information in this book are believed to be true and accurate at the date of publication. Neither the publisher nor the authors or the editors give a warranty, express or implied, with respect to the material contained herein or for any errors or omissions that may have been made.

Printed on acid-free paper

This Palgrave Macmillan imprint is published by Springer Nature
The registered company is Springer International Publishing AG
The registered company address is: Gewerbestrasse 11, 6330 Cham, Switzerland

PREFACE

This book is based on a project undertaken by CHEPS and CHEGG for the European Commission (DG EAC) in 2015 and 2016. The project *Structural Higher Education Reform—Design and Evaluation* analysed system-level (or ‘landscape’) structural reforms in higher education, in particular in relation to the policy process through which reforms were designed, implemented and evaluated and the factors affecting success or failure. The overall objective was to provide policymakers at the European, national and institutional levels with policy-relevant conclusions concerning the design, implementation and evaluation of structural reforms.

The project specifications supplied by the Commission inter alia required the project team:

- On the basis of a thorough literature review, to develop a typology of structural reforms in higher education and to identify 12 case studies of structural reforms that cover these different types of reforms. After a careful analysis, the project team and the Commission selected 12 case studies taking into account the need to have adequate coverage of structural reforms across the three categories of our typology (reforms aimed at horizontal differentiation, vertical differentiation or institutional inter-relationships), time frame (reforms between 1990 and 2010) and the importance of selecting a diverse set of higher education systems.
- On the basis of literature review and the case study analysis, to draw general lessons and to formulate policy options that are relevant to policymakers working in the field of system-level/landscape structural reforms in higher education.

The project was completed in May 2016 and an executive summary, a synthesis report and the 12 case studies can be found on the website of DG EAC (www.bookshop.europa.eu).

The idea behind this volume was to move beyond the ‘policymaker perspective’ of the project and to reflect on the wealth of material collected in the project from the perspective of higher education research and public policy analysis. At the heart of the book are 11 chapters on European structural higher education reforms.¹ The first chapter introduces the structural reform typology, the 11 selected higher education reforms and the overall public policy analytical framework developed to analyse these reforms. The final chapter draws conclusions from the study of these reforms both in terms of factors that appear to be relevant for the success or failure of such reforms and for the use of public policy analysis in higher education policy research.

Our sincere thanks go to our colleagues who agreed to write a second version of their project case studies for this book. We would also like to acknowledge the role of DG EAC in initiating the study of structural reforms in higher education and to thank Margaret Waters and Simon Roy of the DG’s Higher Education Unit for the valuable contributions they made to the study. Finally, our thanks go out to the interviewees who freed time to talk about and reflect on the national structural reform processes they have – in different stakeholder roles – been part of.

Enschede, The Netherlands,
July 2016

Harry de Boer,
Jon File,
Don Westerheijden

Ghent, Belgium,
July 2016

Jeroen Huisman,
Marco Seeber,
Martina Vukasovic

NOTE

1. The project also included a case study of structural reform in the higher education system in Alberta, Canada.

CONTENTS

Structural Reform in European Higher Education: An Introduction	1
<i>Harry de Boer, Jon File, Jeroen Huisman, Marco Seeber, Martina Vukasovic and Don F. Westerheijden</i>	
Part I Horizontal Differentiation Processes	
Reform of the Fachhochschulen in Austria	31
<i>Attila Pausits</i>	
Partial Horizontal Differentiation in Croatian Higher Education: How Ideas, Institutions and Interests Shape the Policy Process	53
<i>Jelena Brankovic and Martina Vukasovic</i>	
Strengthening Research at the Dutch ‘Hogescholen’: From Ideas to Institutionalization	75
<i>Harry de Boer</i>	
Pulling the Plug in a Bathtub: The Big Consequences of a Small Change in Norwegian Higher Education	95
<i>Mari Elken and Nicoline Frølich</i>	

The Government Response to the Private Sector Expansion in Poland	119
<i>Dominik Antonowicz, Marek Kwiek and Don F. Westerbeijden</i>	
Part II Vertical Differentiation Processes	
The Danish UNIK Initiative: An NPM-Inspired Mechanism to Steer Higher Education	141
<i>Kaare Aagaard and Harry de Boer</i>	
France: Initiatives for Excellence	161
<i>Emmanuel Boudard and Don F. Westerbeijden</i>	
The International Campus of Excellence Initiative in Spain	183
<i>Marco Seeber</i>	
Part III Institutional Relationships	
Setting Up Associations in Flemish Higher Education	205
<i>Jeroen Huisman and Jelle Mampaey</i>	
Finnish mergers: Change in the Context of Continuity	225
<i>Terhi Nokkala and Jussi Välimaa</i>	
Policy-Making for Structural Reforms in the Welsh Higher Education Landscape	245
<i>Nadine Zeeman and Paul Benneworth</i>	
Structural Reforms in European Higher Education: Concluding Reflections	269
<i>Harry de Boer, Jon File, Jeroen Huisman, Marco Seeber, Martina Vukasovic and Don F. Westerbeijden</i>	
Appendix – Interviewed Experts, per Case Study	289
Index	295

LIST OF FIGURES

Structural Reform in European Higher Education: An Introduction	
Fig. 1 Analytical framework of structural reforms	11
France: Initiatives for Excellence	
Fig. 1 French universities in ARWU ('Shanghai ranking') 2003–2014	177
The International Campus of Excellence Initiative in Spain	
Fig. 1 Number of HEIs in the five largest European countries between 1500 and 2010	197

LIST OF TABLES

Structural Reform in European Higher Education: An Introduction	
Table 1 Evaluation criteria in public policy analyses	15
Reform of the Fachhochschulen in Austria	
Table 1 Policy design actors in Austria	37
Table 2 Policy implementation in Austria	41
The International Campus of Excellence Initiative in Spain	
Table 1 Evolving visibility, productivity and internationalization of the top 10 Spanish universities in SCIMAGO ranking 2014	194
Setting Up Associations in Flemish Higher Education	
Table 1 Overview of means-ends relationships	209
Table 2 Number of students enrolled in Flemish higher education (www.ond.vlaanderen.be)	219
Policy-Making for Structural Reforms in the Welsh Higher Education Landscape	
Table 1 HEIs Wales in 2003	251
Table 2 Student enrolments by HE provided (2014/2015)	259
Table 3 Merger processes Wales summarised	260

LIST OF BOX

The International Campus of Excellence Initiative in Spain	
Box 1 Example of a CEI: Campus of International Excellence ‘Iberus’	190