Administrative organization 2017
Report from the Group for Administrative Organization

Trondheim 4 February 2016

NTNU

1 Introduction

By 1 June 2016, the group for administrative organization is to propose an integrated solution for NTNU's future administrative organization. This report concentrates on organizational models, in terms of the mandate for the assessment. By models, we mean the distribution of work and tasks, the placement of decision-making authority, expertise and capacity between the levels and the campuses linked to the administrative processes. These elements will be investigated in more detail in the group's final report. As specified in the mandate, the group presents two main models and a variant of model 2 in this report, without choosing one over the other.

In this phase of the work, the group feels it is neither possible nor appropriate to place functions and tasks at institutional, faculty or department level or in Gjøvik or Ålesund. A more detailed distribution of functions and tasks will be a focus of the work until the final proposal on 1 June 2016. By that date, assessments will be available from the faculties, the common university administration and the management in Gjøvik and Ålesund, concentrating on precisely these issues and providing a sound basis for the group's proposals.

The aim is that the final report will describe the concrete allocation of functions, tasks and powers between the levels and within the levels. The final report should also propose processes suitable for digitization, new roles such as process owner, and an organizational structure in which managers and employees can be placed.

The group believes that the institution already offers good administrative services with high user satisfaction today. However, the input to the working group shows clear wishes and expectations of renewal in the administration. The survey of time thieves and suboptimal administrative solutions conducted in 2014 and 2015 reveals a need to review the way that the administrative services are organized. Similarly, the group notes that new user expectations and needs combined with changes in requirements and the framework conditions make further development of the administrative organization necessary. For example, reconsideration of the organizational placement of certain functions may be needed. This applies to functions, tasks and powers both horizontally and vertically. The institution can reduce the number of systems, introduce systems that interact more smoothly and that have a lower user threshold, avoid duplication of effort, make better use of technical and administrative expertise, simplify, standardize and digitize procedures and processes.

The merger provides the opportunity for a new way of thinking about the administrative organizational structure. General developments also create a need to consider whether our administrative operations are appropriate; it is now more than fifteen years since the old NTNU last conducted a thorough organizational analysis and structural change of the administration (ORGUT).

1.1 Composition of the working group

On 18 June, the steering committee for the merger established a group tasked with preparing a proposal for the organization of the university's administrative operations. The group is to work in parallel and to coordinate its work with the group for the academic organizational structure.

The group has the following members:

- Dean Anne Kristine Børresen, NTNU (chair)
- University College Director Roar Tobro, Aalesund University College (HiÅ)
- University College Director Inge Øystein Moen, Gjøvik University College (HiG)

- Director of Academic and Student Affairs Gunnar Bendheim, Sør-Trøndelag University College (HiST)
- Vice-Dean Hans Marius Eikseth, HiST
- Senior Advisor Liv Alfhild Unhjem, NTNU
- Head of Administration Hege Ertzaas Fossland, NTNU
- Employee representative Gry Alterskjær, Forskerforbundet (the Norwegian Association of Researchers), NTNU
- Employee representative Gunnhild N. Furnes, Norwegian Association of Researchers, HiÅ
- Employee representative Iver Johnsen, NTL (Norsk Tjenestemannslag - Norwegian Civil Service Union), NTNU
- Employee representative Kjerstin Tobiassen, Federation of Norwegian Professional Associations (Akademikerne), HiST
- Student Ole-Jacob Oosterhof, HiG
- Student Marte Øien, HiST

The group had held 8 meetings by 1 February 2016. On 14 and 15 December 2015, the group conducted a workshop in which Professor Emeritus Jens Oddershede from the University of Southern Denmark participated.

To ensure coordination, the chair of the group and the secretary have taken part in the meetings of the group for the academic organizational structure, and the chairs of the two groups have held their own meetings.

1.2 Mandate

The group's overall mandate is to outline alternative models for unified and coherent organization of administration and management. The mandate states that the group's work is to be divided into three phases:

Deadline 1 Oct.:	Discussion document to chart principles, a target profile and quality requirements for the administrative organization of NTNU
Deadline 1 Feb.:	Proposal for alternative models for the administrative organization
Deadline 1 June:	Joint recommendation for the administrative organization and proposed implementation plan

http://www.ntnu.no/fusjon/administrativ-organisering

http://www.ntnu.no/documents/1262755726/1262827395/Justert+_mandat_140915.pdf/179fd89e-3fee-42fe-8989-67a5d72c22b8

The total technical and administrative infrastructure includes about 2 500 employees divided between the common university administration, the faculties and departments, and the campuses in Gjøvik and Ålesund. This number also includes support staff who work at laboratories and workshops organized under faculties and departments, and who are directly linked to the academic activities. Organization of these activities has not been included in this analysis.

In accordance with the mandate, proposals for models form the core of the present report. The concept of models includes distribution of work and tasks, placement of decision-making powers and functions, competence and capacity between the levels and centre's study and linked to the administrative processes. The work must be seen in the context of work on the academic organizational structure.

1.3   Process and co-determination

Report 1 About principles

On 1 October 2015, the group delivered its first report (referred to as Input to the Discussion) about principles, targets and quality requirements. It was formally sent to the university colleges, the faculties, the unions and student democracy with 22 October as the deadline for comments. In connection with the consultation round, the secretariat formulated 12 questions. All the bodies commented on the report. Departments, administrative sections and groups were also given the opportunity to comment. In total, the secretariat received 84 suggestions and comments.

Workshop and consultation meetings

On 20 October, the secretariat together with the group for administrative organization organized a 3-hour workshop with introductions, group work and summaries. The participants were partly designated by managers at the Faculty and administrative units in the common university administration and the university colleges, partly by the unions. Interested parties could also register as part of an open quota. All the 250 people who registered were offered a place at the workshop. The workshop was organized on the basis of 16 group assignments.

In weeks 3 and 4 of 2016, members of the working group held five consultation meetings, three in Trondheim and one at each of the campuses in Gjøvik and Ålesund. Just over 200 people participated in the meetings. The consultation meetings were based on a previous version of this report. The group had formulated three questions.

Input and comments on both "Policies and target profiles", which the working group delivered on 1 October, and the draft of report 2 on models are summarized in annexes to this report.

Administrative working groups

Administrative working groups that were established in connection with the merger have contributed to the analysis of the administrative organizational structure. The groups answered questions related to the division of functions, principles for the future administrative organizational structure, distinctive characteristics of tasks that should be assigned at central, faculty and departmental level and to the Gjøvik and Ålesund campuses, and tasks that are suitable for standardized and digitized processes. In parallel with these activities, the group has gathered experience on mergers at the University of Southern Denmark and UiT The Arctic University of Norway University.

Together with Report 1, comments and input in this participation process form the most important foundation for the present report.

2   Basis for the proposals

The most important normative basis for the report is the merger platform and requirements that the administrative organization must fulfil and will ultimately be assessed by. Great emphasis has also been placed on the user perspective because users' expectations are an important criterion for the design of administrative solutions. In addition, legislation, agreements and instructions from the authorities create a framework for the organization of the administrative activities.

2.1   The merger platform

The basis for the group's work is the merger platform's description of administrative and technical services, Chapter 2.7 "Good administrative and technical services", which states:

A well-functioning university requires skilled administrative and technical services that are closely integrated with the academic activity. Different processes demand teamwork between academic, administrative and technical staff in their work towards common goals. An important principle at NTNU will be that all employees know and respect each other's roles and responsibilities. NTNU aims for high quality in the administrative and technical services with effective use of resources. The administration and the technical services will have the capacity and skills to offer good support services that are available to students, staff and external partners. NTNU must be in the forefront in terms of user-friendly and effective support systems. The organization must use IT systems that best realize quality in education, research and administrative activities. NTNU's library services must help to ensure that NTNU can achieve its goals for high quality in education and research. The library is to have up-to-date, relevant information resources and good technological solutions for its users.

2.2   User expectations – target profiles

In its first report, the group outlined target profiles/future scenarios for the administrative activities based on expectations from various in-house users and external stakeholders. These scenarios were not based on empirical studies, but were intended as input to a discussion on aspirations for the level and form of administrative services. Target profiles that form the basis for the group's proposal are:

Students

A future NTNU consists of three campuses where students find that their needs are met quickly, easily and conveniently. Accessibility and availability is an overarching principle, in the form of digital support services and campus-based physical services. Much of the communication between students and the administration takes place using approved Web-based platforms. Students have a clear perception that they are treated equally regardless of campus.

Academic staff

Researchers have a flexible and professional research administration with expertise in important requirements, competition terms and conditions, and factors relevant to national and international competitive arenas. Researchers receive process-oriented professional support focused on the research project as a whole.

NTNU's administrative services adapt quickly to the needs arising from trends in education. Examples are campus-based and multi-campus-based education, lifelong learning, e-learning and increased student exchange. The administration paves the way for physical and virtual mobility for staff and students between NTNU's three campuses. NTNU has a well updated infrastructure that encourages employees to use alternative teaching methods and forms of assessment.

NTNU has a well-established system for innovation throughout the organization. On well-functioning websites, students and academic communities find all the information they need about how to get help for further development of ideas and research results towards commercialization. Assessment, support and further development of ideas and research results are backed by an effective and professional administration.

Managers

Managers receive easily accessible information and good administrative support systems that provide a strong basis for strategic decisions and priorities at all levels. The administration meets the increased requirements placed on reports, analyses and impact assessments.

The entire NTNU administration is proactive and takes the initiative to provide management with supporting input for strategic discussions and decisions. It is flexible and as needed it can change the priorities of tasks and staff to cover the need for management support.

Government agencies and collaborative partners

The administration satisfies the stricter requirements of public authorities for relevant, accurate and timely digital reporting. In addition to its primary tasks, NTNU fulfils its social responsibility in line with national goals and policies in areas such as the environment, universal design, emergency response, and 24/7 government.

In line with Government expectations, NTNU increases its contract income. The institution has good contact with and good contracts with regional, national and international organizations. The administration handles complicated and comprehensive agreements. Businesses receive a rapid response to their enquiries and the organization makes quick decisions.

At all levels, NTNU works in close cooperation with employer representatives on the content of programmes of study, learning outcomes, and the need for new educational initiatives. We respond quickly to the needs of business and the working world for education.

NTNU as employer and organization

NTNU stands out as an attractive workplace in competition with other employers for the best and most skilled administrative staff. The institution has a clear leadership, a developed infrastructure to ensure good working conditions and a safe and secure working environment. Staff have attractive opportunities for skills development, co-determination and participation. Leaders take their responsibility for these participatory processes. A hallmark of NTNU is that it is an institution that emphasizes feedback from employees in the search for good solutions.

2.3   External trends and requirements

As well as the university's own objectives and user expectations, external trends and requirements provide guidelines for the future administrative organization.

Trends in society

Demographic changes and economic cutbacks
Demographic trends suggest funding cuts in the public sector, which will also apply to the university sector. This leads to two probable responses: a lower level of activity and measures to increase external revenue. Both responses will influence the priorities and approach of the administration.

Propensity to study and candidates
A greater propensity to study is expected, in addition to an increase in the numbers of young people from about 800 000 (2014) to 850 000 in 2025. Graduates from higher education are in demand, and they get jobs quickly. More graduates will be needed, including PhD graduates. The forecasts suggest a significant shortage of teachers and health professionals.

Continued urbanization and fewer education applicants at the same time
The shift toward the cities is continuing, and the age group 20–29 is the most mobile. The urbanization trend suggests that NTNU will still operate most of its education activities on its 3 urban

campuses. After 2025, the cohorts of young people will probably be reduced. It will be possible to maintain student numbers at the educational institutions in the large cities by taking advantage of the trend towards urbanization.

Development in the government sector

Exercise of legislation and regulations, legal certainty, reputation, control and responsibility
Legal certainty, equal treatment, equal opportunity, personal and material safety and security are fundamental principles in the regulations. This provides important guiding principles for the purpose of the administrations and their latitude for action. It imposes requirements for the institutions to operate efficiently and exercise good financial and property management.

Self-regulation and institutional autonomy
The governance principle is freedom with responsibility. Measures will be greater competition and marketization, privatization, separation of purchaser/provider roles, decentralization, delegation, and management by objectives and results. State governance will still take place through performance measurement, incentive-based funding systems, indicator reporting, and evaluation based on national quality standards.

Priorities in Norwegian higher education

The political priorities have resulted in a need to develop a higher level of administrative expertise. In the light of the last 4-5 years' development, 4 priority areas are highlighted:

Internationalization
International mobility in higher education and research is increasing, is politically desired, and is an important benefit for students and staff. Norwegian educational institutions will be exposed to stronger international competition for students, academic staff and research funding. The need for stronger Norwegian results in the EU's research programmes is highlighted.

Closer interaction between education and research
An overarching goal in Norwegian knowledge policy is closer integration between education and research (Report to the Storting 18 (2012-2013: Lange linjer – kunnskap gir muligheter [Long perspectives – knowledge creates opportunities]). The report emphasizes that students at all degree levels should be able to participate in research and innovation activities during their course of study.

Greater demands for quality in education and student satisfaction
There is broad political consensus on the need to strengthen quality in both research and education. The Minister of Education and Research has announced a quality report in the spring of 2017, with subsequent measures and greater demands for the institutions' quality development. NOKUT's annual Student Barometer, together with attention from the mass media, could correspondingly contribute to more intense national competition for education applicants. Applicants will quickly be able to find information about students' satisfaction and the quality of the institution before they send their applications to the Norwegian Universities and Colleges Admission Service.

Funding model, budget cuts related to efficiency and reduced bureaucracy
In the National Budget for 2015, the higher education sector was subjected to a joint budget cut for improved productivity and reduced bureaucracy totalling NOK 180 million distributed pro rata annually for four years. This entails a total cut of NOK 160 million for the merged NTNU for the years 2015-2018.

Technology and digitization

Our choices and solutions are controlled to a great extent by technology and systems. This means that we must be proactive and meet the requirements for flexibility and capability needed to handle the changes that both users (such as students) and authorities (such as the Circular on Digitization). This could take place through standardized and digitized work processes among other measures.

The trend makes it necessary for NTNU to consider information security, information management, transparency and openness in new contexts. If we aim to lead the field in the sector's exploitation of technology, we must create an active culture of change that dares to try, make mistakes, and scale up where we see major benefits.

3 Factors in administrative organization

An organization consists of several structural and formal elements: Authority and delegations, lines of instruction and reporting, allocation of resources, distribution and placement of tasks and responsibility, division into and placement of administrative functions, processes and process ownership. Some of these factors are illustrated by an organization chart; others are stipulated in regulations, etc. In this chapter, some of these elements are discussed as the basis for further assessment work. As well as the formal and structural aspects, in a well-functioning organization one must work well with the organizational culture, use and develop employees' skills, and have talented managers with motivation for their work.

The starting point for the administrative organization and the administrative services is to create a foundation for research, education, dissemination and innovation. From this, it follows that the administration must provide services that both support the core activities and contribute to closer interaction between academic and administrative activities.

3.1 Administrative tasks

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Management support

Administration's role as management support is twofold. At an overarching level, the administration must contribute analyses, assessments and preparation of decision support for management at all levels and for governing bodies. It must assist management in strategic and operative work in both the development and the implementation phases. An important part of its work is to follow up the decisions of governing bodies. In addition, the administration must contribute to management's initiatives in outreach and public relations as well as external and internal communication.

Services

The administration at all levels must provide services to staff, students, businesses, government institutions / authorities and civil society. It must handle enquiries and take care of processes, systems and practices that address the administrative tasks that staff and students face. Through close integration with the academic activities, the administration will work to realize NTNU's goals and the best possible learning environment for students.

Management

Universities and university colleges manage the community's resources: Finances, human resources and infrastructure. The resources must be used effectively and for the benefit of society. In line with good administrative practices, the accounting and reporting must be correct. The same applies to staff records, document management and administration of the rights of staff and students. The systems and handling of data must meet the requirements for information security. This is based on both regulatory requirements and the needs of the institutions themselves.

3.2   The current organizational structure

NTNU is currently organized as a typical line organization in which the administrative resources are mainly placed in and controlled by the line. In several areas, this is supplemented with mechanisms to ensure coordination across the organization. Forums for coordination and information in administrative functional areas have been created with similarities to a matrix organizational structure.

The seven faculties at the old NTNU have had autonomy in the design of the organization of their faculty and department administrations. The consequence is that some faculties have gathered shared services at level 2, which results in smaller department administrations. Others have larger department administrations and operating tasks organized at faculty level.

Appendices 7.1 and 7.2 describe the present administrative organization at the new NTNU and include key figures.

In the alternative organizational models that the group proposes below, it is assumed that the university will have a line-organized administrative structure, with hybrid solutions for individual services and/or levels.

3.3   Functional areas

The group has identified areas of functionality that must be handled by the administration. A function is characterized by a set of tasks that can be linked to / solved at one level on behalf of the whole or parts of the organization, or that is solved in coordination between several levels. The division into functions is independent of the organizational structure.

In the division, "function" and "work area" are used synonymously. This is an attempt to divide up the administrative activities in enough detail - but no more - to provide a foundation to evaluate where a function should be placed in the organization's structure.

The division into functional areas is an aid to make it possible to consider

- where the responsibility and the ownership for a function should be located in the administrative structure
- where and which functions are placed and which tasks should be performed at levels 1, 2 and 3 as well as at the campuses in Gjøvik and Ålesund
- which functions are suitable for standardized and digitized processes

The administrative functions must be clearly linked to the core processes and to the leadership and governance processes. Functions can be divided into three categories.

- The core activities: education, research, innovation, and dissemination
- Support functions:
    o Governance and management

        ○   Common functions throughout the organization
        ○   Administrative support services

In the table below, this classification is highly simplified, with different aggregation levels and limited to the administrative support functions. The breakdown serves as examples and must be processed further in the next phase of the assessment activities.

- Support for teaching and education
- Research support
- Support for innovation
- Enterprise management
- Safety, security, emergency response and preparedness
- Analysis services
- Quality assurance – internal control
- Communication services
- Maintenance, operations, user support and development of IT
- Event support
- Dissemination and outreach
- Continuing and further education

- Documentation and information management
- Development and adaptation of property – buildings and infrastructure
- Operations management services
- Legal services
- Internationalization
- Library
- Financial services
- Payroll function
- HR functions
- HSE

3.4   Distribution of functions and tasks between the levels

A clear and precise placement of responsibilities and tasks in the organizational structure, both vertically and horizontally, is essential for a well-functioning administration. *Horizontally* this involves the placement of functions and tasks within the administration at the institutional level. On the *vertical* axis, the question is at which level different functions and tasks should be placed. To achieve an effective and unbureaucratic administration, the group believes that one should avoid establishing overlapping functions or performing services and tasks of the same type at more than two levels.

3.5   Standardization and digitization of processes

To enable effective work and to realize the goals in the platform, the group recommends that all significant work processes are organized with process descriptions.

The aim of the Government's "digitization programme 2" is for the public sector to provide better services to its users, and for the use of resources within public administration to become more effective. New technology and digitization of administrative processes are important tools. In line with this, the group believes it is possible to streamline the administrative tasks through greater standardization of processes and workflows. Standardization means that the process follows the same steps and is achieved using the same routines and procedures throughout the organization regardless of the individual, and where every step adds value. In good processes, each part of the work process must add value.

Standardization is especially important now that NTNU is a multi-campus university. Standardization and digitization will pave the way for accomplishing work tasks regardless of geographical location. This will open the way for greater mobility within and between the various campuses. Making the most of administrative capacity across the organization will enable services of consistent quality, and task allocation can make it possible to maintain competence on all the campuses.

Standardization should be considered in transaction-based tasks within the same functional area or across functional areas. Several processes have already been standardized, for example, in the areas of finance as well as studies, and they are partly digitized. However, there is still great potential in standardizing and digitizing more processes as well as in streamlining them further. For example, this applies to the functions in finance, human resources, and student administration.

Processes that are standardized and if possible digitized must be designed where they are cost-effective, improve quality, ensure consistent treatment and are focused on users. Exceptions must be possible where standardization impedes professionally well-founded local solutions. Standardization must not go so far that it is at the expense of physical proximity in services where this is a key value, or where it does not benefit the end user.

In general, tasks that require sound understanding and insight of activities at the micro level with a need for local customization will be less suitable for standardization. It would also be out of place to standardize tasks where judgement and discretion are key elements. The same applies to tasks that require personal presence or that involve investigation and assessment.

Successful standardization of processes across the organization depends on unambiguous allocation of responsibility for a functional area and the associated work processes. Processes within an organizational unit or that do not involve other units are owned by the line management. The challenge arises when processes cross lines and levels and require the involvement of several administrative units. For processes of this type, the group recommends introducing a clear role as **process owner**.

It is important for the process owner to have a clear mandate that allows scope for designing the process and ensuring that it works and meets users' needs, as well as for developing the process through suggestions for continuous improvement. The formal role of the process owner should be anchored in management to ensure the necessary authority, but the role may be performed by a person with especially good knowledge of the process. The process owner must work closely with line management and relevant professional resources in the area in design and development to create support for principles, policies and requirements.

4 Requirements for the administrative organizational structure

The point of departure for the group was the merger platform as well as NTNU's goals, trends and expectations. On this basis, the group identified four requirements against which administrative tasks and services must be assessed.

4.1 Effective solutions

To fulfil Government requirements for reduced bureaucracy as well as users' expectations, effective administrative solutions are needed.

Many administrative tasks require processing at more than one level. However, there is little point in having administrations that overlap and cover the same functions at several levels. To achieve effective solutions, functions and tasks in a process should normally be handled on as few levels as

possible. Functions, tasks and powers may be placed at the institution and faculty level or at the faculty and departmental level, and in some cases at the institution and departmental level, depending on the functional area and type of task.

Based on effectiveness and quality considerations, one should allow for different organizational solutions, including asymmetrical solutions. An example is that a large faculty can take care of certain administrative functions on behalf of a smaller faculty. The fact that NTNU will have campuses in Gjøvik and Ålesund in itself implies asymmetrical solutions.

4.2 Quality

The essential criterion for the quality of administrative services is how they support the core activities. NTNU's own ambitions combined with goals and priorities in Norwegian knowledge policy will demand higher quality and productivity in administrative support for the primary tasks. Quality in the administrative services must have a strong focus on students and must smooth the path toward education, teaching and learning so that students achieve the defined learning outcomes. The management support represent by the administration is expected to improve quality in strategic decision-making processes. Emphasis on the user perspective will strengthen service quality.

The organization of the administrative activities must take into account the geographical distance, the relative sizes, strengths and needs for autonomy adequate to fulfil their particular mission with respect to their regions at the three campuses. The common university administration must cope with varying sizes and probably other differences between the campuses as well.

4.3 Closeness to academic activities

To strengthen the quality of the core activities, there is a clear expectation of closer interaction between academic and administrative activities. The consequence is services close to academic activities in teaching and research. An example is technical and administrative development assistance for developing new teaching methods.

The goal of keeping administrative services close to the core activities at all levels demands proximity and presence, regardless of the organizational and authority structure. In general, this means making decisions at the lowest possible level, but reconciled with the need for skills and for effective solutions.

In most cases, closeness to academic activities suggests decentralization of administrative services as well as good availability and accessibility. Availability and accessibility involve the positioning of services in the organizational structure, response time and physical location. However, some of the services that are close to the academic activities can be provided digitally and thus do not require physical proximity.

4.4 Modernization

Administrative staff represent a community that must solve challenges through collaboration within and between levels, to realize synergies in administrative disciplines.

The group has noted a general expectation for modernization of the organization, and that future administrative services must support cross-cutting enterprise processes that support the workflow, are coordinated, simplify operations and remove duplication of effort. Standardizing, digitizing and automating work processes would enable substantial productivity gains. This applies especially to

processes across the organization in which several levels and units perform tasks of a frequent and routine nature.

Standardization provides increased predictability for users and reduces the need for customization. An important step to modernize the administrative services will be to introduce intelligent new technology and to develop automated services. End-users should have a clear voice in the design of the enterprise processes and the support systems. Another important action will be to introduce the role of process owner with a clear mandate.

5   The group's proposal for models

As its foundation, the group has used various conceptual models for organizational design and organizational development, experience from previous restructuring in the sector, and recent mergers at the University of Tromsø and the University of Southern Denmark.

In principle, one can envisage several alternative models for organization and allocation of the administrative resources:

- **Line-based organization**, in which the administrative resources follow and are organized as part of the academic line at levels 2 and 3. In its purest form, this means that the faculties and departments own and have full use of their own administrative resources. This is the usual form of organization for universities nationally, and largely internationally.
- **Matrix-based organizational structure**, in which all administrative resources are placed as staff resources and "hired out" to the academic units at levels 2 and 3. In its purest form, this model means that the academic units at levels 2 and 3 only have academic staff and that administrative services are hired based on a "purchasing system". This type of system may well be combined with the creation of agreements between the parties that define the quality, scope and deadlines for production of administrative services. This way of organizing administration is used for some individual services at universities, and more widely in many other public- and private-sector organizations.
- **Process-based organization,** where the administrative resources are linked to the organization's core processes and owned by the process owners. The resources deliver administrative services linked to the various core processes regardless of the organizational level. Typical examples include student and academic administration services as well as support services for research and innovation. Other administrative support services that are used in all parts of the organization (for example, services in HR, finance, payroll and HSE) can be organized as separate support processes that serve different enterprise processes and organizational units across boundaries. This organizational form is best suited for functions and tasks that can be standardized.
- **Hybrids**, which combine elements of all three of these basic models

It is a challenge to find an ideal organizational model that satisfies all requirements and expectations. The administrative organization is too intricate and multidimensional for this, and the requirements and expectations will be in conflict with each other. This means that one faces dilemmas where it is vital to find the right balance.

This centres mainly on the relationship between central control and local autonomy. Specifically, this may relate to the framework in which the units at levels 2 and 3 can design their own strategies, allocate their resources, define their research and educational profile, organize their academic and administrative activities, and choose local solutions in terms of systems and work processes. A

variant of this dilemma is the balance between the extent of standardized solutions based on efficiency considerations and the need for tailoring to meet specific user needs.

A "purebred" model is unlikely to be the best choice, but it can provide valuable descriptions of how various administrative tasks can be organized and resolved. Model descriptions also provide a basis for finding consistent structures for governance, management and performance of tasks. Putting together a good administration is likely to involve combining the choice of a principle-based and unified organizational model with various specific solutions between levels and between functional areas/specialized fields of administration and campuses.

Regardless of which model is chosen, clear and good governance will be a critical success factor. A reorganization of the entire administrative operation places great demands on managers' presence, implementation capacity, willingness to change, skills in tackling change, and not least the ability to motivate and take care of staff throughout the process. As several of the statements in response to the discussion document point out, management attention and skill in implementation are therefore important.

The group's intention is to propose models that will satisfy the four requirements that the group has described above. The approach, scope and progress varies between the models.

Common to the models is that the key to much of the benefit in terms of both quality and effective solutions lies in introducing process methodology. This includes standardizing and digitizing cross-cutting processes. Another shared feature is that the priority of administrative functions can be changed and that administrative costs can be reduced through natural attrition. The greatest difference is that model 2 demands a larger structural reorganization.

The assessments are based on the requirements – quality, effectiveness, modernization, closeness to academic activities – which are described in Chapter 4.

In a highly simplified illustration, the differences in approach and implications between the models can be summarized as follows:

	Model 1	**Model 2**
Scope and complexity	Step-by-step and incremental	Extensive and radical
Distribution of functions and tasks between the levels	Limited to changes resulting from the merger at first	Repositioned based on new assessments
Organizational structure	Limited to changes resulting from the merger	Will be changed in the light of new assessments
Processes throughout the organization	Processes will be improved step by step from 2017 onwards	Extensive and pervasive
Level of ambition for change	Stability and gradual change Lower risk	Destabilization and room for manoeuvre. Greater risk
Potential for efficiency gains	Will be realized over time	Will be realized faster

5.1   Model 1

The starting point for Model 1 is that organizational changes of the administration are primarily made where this is a direct result of the merger, while more extensive changes in the organization of the administrative services are carried out from 2017 and from a longer-term perspective. In practice, this essentially means that the current allocation of functions and tasks as well as delegation will be continued. At the same time, goals will be set for administrative improvement. In this model, targeted measures will be implemented over time to fulfil the expectations of users and government authorities for an effective administration that provides high-quality services. The model has many similarities to a **line-based organization.**

Although the model is essentially a continuation of the situation in 2016, it still involves changes. The changes will be greatest at the former university colleges, because the administrations will be integrated in the rest of NTNU's administration. In addition, the four former institutions – each with its own administration – must have the same formal regulations and practice of these, the same fundamental IT systems, and the same fundamental quality standards. In this model, the division into administrative units does not necessarily need to be changed, but adaptations must be made, which will have implications for individual employees and managers.

Integration of the administrations at the former HiG and HiÅ will be more challenging because of the geographical distances, among other reasons. The simple and most stable solution would therefore be to keep all administrative functions with the necessary decision-making powers in Gjøvik and Ålesund. But here too, adaptations must be made because some functions and tasks at enterprise level will disappear when four institutions have become one.

Considered in terms of the requirements for the administration formulated in Chapter 4, the starting point for such a model will be services at the current *level of quality*. Quality can be improved through targeted measures and continuous development efforts.

The same can be said about *improving productivity and modernization.* Requirements for modernization could be met by changing the structure, through standardization and digitization, and through improved work methods, among others. Because Model 1 does not take advantage of the

potential in a structural reorganization, the need for standardization and possible digitization of processes as well as internal information and guides will become correspondingly stronger. This model also offers potential for efficiency gains if targeted measures are launched to develop stronger process control of administrative processes in the organization. From a short-term perspective, the requirement for more effective solutions may become a challenge; with a virtually stable organizational framework, it is difficult to realize benefits.

Characteristic features of Model 1:

- *Same organizational division into administrative functions, processes and units as at the former NTNU*
  Cooperation between various levels and campuses within individual functions (for example, student and academic administration, HR) will take place through formalized matrices.
- *Same administrative allocation of responsibility between levels 1, 2 and 3 as at the former NTNU.*
  Specifically, this means a central level as we have today. Faculties are given the same administrative responsibility as they have now, and organize the administrations of their departments through their own decisions.
- *Separate independent administrative units at NTNU in Gjøvik and at NTNU in Ålesund.*
  Such a unit would have administrative authority corresponding to the faculties, and would have its own (administrative) head. Administrative staffing would correspond to the current levels.
  Productivity gains would be achieved by eliminating functions that overlap between NTNU and the three university colleges. To meet the requirement for reducing administrative expenses (de-bureaucratization requirement), general measures to improve productivity must be implemented over time within the framework of the organization and the distribution of tasks in effect. Modernization through increased standardization/digitization of processes must be part of this.

5.2 Model 2

Based on the comments received at this stage in the process, there is a need for <u>a greater </u>renewal of the administration in terms of both how we are organized and how we work and cooperate. Renewal can be achieved by making changes throughout the administrative organization from 2017. This may include placing authority, functions and tasks in ways that differ from those that apply today. The concrete solutions we can choose must be specified later during the assessment process. The important step now is to set directions. The changes inherent in this model suggest a more **process-based organization**.

As well as requiring organizational adaptations, the merger creates potential to explore opportunities that have long been left untouched. This can be done both to satisfy the requirements for improving productivity and to achieve a better administrative organization. This is the focus of many of the expectations expressed by the Government and the Storting, including expectations in the administrative context. The former university colleges also expect an overall review of the way we work administratively in order to ensure a genuine merger for all parties. Model 2 allows greater scope than Model 1 for looking at best practice solutions for enterprise processes rather than adopting the enterprise processes that suit NTNU's systems today.

If our ambition is administrative renewal on a larger scale, a model for change must be based on increasing *quality.* How this can be achieved is not a given. There is a lack of empirical knowledge in

this area. But in a more normative assessment, we can assume that renewal should involve both clearer formulation of quality requirements from NTNU's Board and leadership, and stronger emphasis on decentralized administrative services close to the users of the services. Here, the requirement for *closeness to academic activities* will be a key criterion for the solutions chosen. A prerequisite is that administrative quality is assessed and evaluated regularly, in management communications among other contexts.

In a model with greater emphasis on a renewal perspective, several initiatives could be launched to fulfil the requirements for *improved productivity*. Productivity gains can also be realized through *reorganization* and transfer of tasks, and *modernization* through standardization and digitization of information and processes. Loosening existing structures will open new ways of organizing work processes.

Characteristic features of Model 2:

- *The central level is given greater responsibility for standardizing and digitizing various processes*
  for realizing productivity gains and ensuring user customization and user participation. The central level is also responsible for implementation throughout NTNU. Various sub-processes related to teaching services, financial services, payroll services, IT management and IT operations would be discussed and prioritized based on the potential for standardization and digitization.
- *Major changes in the allocation of responsibility and tasks between the levels.*
  Whether administrative tasks could be resolved at fewer levels should also be considered: central administration/faculty or faculty/department or central administration/department. A separate assessment must be conducted for NTNU in Gjøvik and NTNU in Ålesund regarding a separate administrative unit or departmental / sectional administrations linked with the corresponding faculty/department in Trondheim.
- *Clearer institutional management of administrative processes.*
  In principle, a model for administrative renewal demands stronger control of the distribution of administrative tasks. Distribution of tasks between levels in various functional areas will be more standardized, in order to develop a more cross-cutting workflow and to avoid overlap in performance of tasks between levels, among other reasons.
- *Strengthening of decentralized administrative support in selected administrative functional areas.*
  Some functional areas that may be especially relevant to consider are communication, HR, and functions in student and academic administration. Decentralized strengthening can take place through a corresponding reduction in tasks at the central level.
- *Collecting service production in selected administrative areas in common units that serve the whole organization.*
  This is especially relevant for transaction-intensive rule-based functions and for functions that demand specialized skills, for example EU consulting, legal services, administrative support for innovation. The actual solution of tasks can be organized in joint teams that serve the whole organization.
- *Establishing common centres of expertise*
  Such centres can be given responsibility for skills development, service development, development of support systems etc. in key central administrative areas.

5.3   Variant of Model 2

The introduction of a model with service agreements involves establishing internal markets for certain types of services to create a more effective and flexible organization. The organization is based on three roles that it is important to keep separate:

- *The purchaser,* through agreements, defines quality metrics, service levels, volume, resources, and who is to have the service. The purchaser role must be anchored in top management, and must be assigned the necessary authority and budgetary responsibility. General experience, which is also confirmed by specific experience from NTNU, is that an effective purchaser role demands skills in needs assessment, in identifying the services for which the model is suitable, in determining volumes, as well as in contract negotiations, management and follow-up of service provision.
- *The provider role* may include systems development and other development tasks, operating and maintenance tasks and user support/follow-up in the service area. The provider is responsible for ensuring that provision of services takes place as efficiently as possible within the agreed financial framework and defined quality.
- *User needs* must be covered through provision of an integrated and coherent service with deliveries that are consolidated as far as possible. The basis for defining the content of the service must be users' expectations – not the structure of the provider's functions.

Service agreements between the purchaser and the provider must reflect the overall strategic priorities. The agreements should focus on the results to be achieved. The agreement must determine target results and indicators so that the deliveries are measurable and the quality is verifiable. It must describe the systems, processes and procedures with which the provision of services must comply. To create predictability, the agreements and the associated resource framework should run for several years on a rolling basis.

The organization of administrative service provision in *Gjøvik and Ålesund* must allow for the great geographical distances. This requires the availability of user-centred administrative support functions on campus. A local organizational structure that is purely line-based may easily lead to fragmentation and impede effective use of the administrative resources in Gjøvik and Ålesund.

The service agreement model is therefore especially relevant at NTNU in Gjøvik and NTNU in Ålesund. In practice, this means that these campuses are assigned an overall duty to organize and provide administrative services to the local operations. The resource framework is determined by the purchaser unit, while the operative provision of services takes place through ordering of services by departments from the local administrative infrastructure. This may address the challenges that various processes and different principles for administrative organization between different faculties represent. It also takes care of the value inherent in unitary management.

Organization based on this model provides promising opportunities for *improving productivity* and for establishing the right *quality,* in that it emphasizes clearly defined quality standards in the agreement. For administrative units it may also trigger a *modernizing effect* in itself, partly because it tends to be associated with a strong focus on measuring and monitoring the level of *user satisfaction* for the administrative services. On the other hand, the *responsibility* for the services may be experienced as fragmented and inconsistent, control and follow-up of agreements may easily become *resource-intensive, formal and bureaucratic*, and the model may *lack flexibility* when users' needs change, with the implications this has for the requirement for *closeness to academic activities.*

Characteristic features of such a variant of Model 2:

- Through an agreement, the Rector orders specific services from a providing unit. The services must be used by the entire operation and services of equivalent quality must be ensured.
- For NTNU, the establishing of "purchaser systems" can be defined as a development task for particular administrative services/levels. Where we see such models in practice, they have not been implemented as a unified administrative measure for the whole organization.
- For shared services, this variant may provide a basis for further development and renewal of the common university administration in some selected areas beyond the modernization described in Model 2. We see examples of this at NTNU today as well. In some cases, central IT services are provided to faculties based on orders. This results in productivity gains.
- The model may be suitable for administrative organization at NTNU in Gjøvik and NTNU in Ålesund. Geographical considerations will inevitably influence the need for autonomy in the performance of administrative tasks in Gjøvik and Ålesund. Digitization and standardization will not fully compensate for this. A clear system for "ordering" administrative services may be suitable in this context.

6 Further assessment activities

The group has proposed two main models, as well as a variant of model 2. The group refers to the table above, which describes some key features of each model. The group wishes to emphasize that the level of ambition for goal achievement is the same for both models, including the variant, but that the models focus on different approaches and different timelines.

In Chapter 4, the group has formulated four requirements as criteria for assessing the models in terms of productivity, quality, closeness to academic activities and modernization. These requirements will sometimes coincide and sometimes be in conflict with each other. The group's goal has been to describe models that comply with the requirements as far as possible. The group's mandate is to present alternative models. In line with this mandate, the group does not recommend one of the models over the others.

The group feels that developing a clear framework and assumptions will simplify further work aimed at specific solutions. Without such a framework, the proposals would probably diverge too much. This might reduce the potential for general quality enhancement, for offering administrative services of equivalent quality and for streamlining services by standardizing and digitizing work processes throughout the operations.

On several occasions, the units have provided material relevant to the work on proposing an administrative organizational structure. In the context of the total workload in the spring of 2016, it is reasonable for this material to form the basis for proposals for specific solutions.

7 Appendices

7.1 The administrative operation at NTNU's centres of study

A brief and general description of the current administrative organization at the new NTNU appears below. For simplicity, the group has taken the organization until 31 December 2015 as its starting point. If one only takes into account positions covering administrative functions, the total resource consists of about 1 550 positions.

Norwegian University of Science and Technology

The institution is organized in 3 levels: the institutional level, the faculty level with 7 faculties and the NTNU University Museum, and the department level with about 50 units. It has a common university administration distributed by staff and operative units that together cover all functional areas. The faculties also have substantial administrations that cover most functional areas. In addition, departments have the use of administrative resources. The administration comprises 1 150 full-time equivalent employees.

Sør-Trøndelag University College

The institution is organized in 3 levels: the institutional level, the faculty level with 4 units and the department level with 13 units. HiST has an administration at level 1 named the University College Administration (HA). HA is divided into staffs and 4 administrative sections. The 4 faculties at HiST each have administrative staffs of 15-30 full-time equivalents. The total administration at HiST has the use of more than 250 full-time equivalents. Activities at the former HiST are distributed across several sub-campuses.

Gjøvik University College

Gjøvik University College is organized in 3 levels: the institutional level, the faculty level with 3 faculties, and a third level consisting of sections/laboratories or centres. The administration is largely centralized at the institutional level (common university administration). Administrative staff in the faculties report to the Dean, but are associated with operative sections in relevant fields. The administration includes 64 full-time equivalents (FTEs), but of these, 15.6 FTEs are in reality project managers (11.2 FTEs) and other administrative position codes (4.4 FTEs) who are used in connection with teaching and research.

Aalesund University College

The institution is mainly organized in two levels: the institutional level and the faculty level with 5 faculties. The largest part of the administration belongs to level 1 (central administration). The five faculties have some administrative resources that cover the most common administrative areas: salaries, HR, finance, as well as student and academic affairs. The administration includes more than 60 full-time equivalents, but of these, 15.6 full-time equivalents are in reality project managers who are used in connection with teaching and research.

7.2 Administrative key figures

The figures and tables below give a picture of administrative resources, partly as total figures, partly distributed by functions and partly as ratios. The tables show that from 1 January 2016 NTNU has some 2600 technical and administrative full-time equivalent staff, of whom about 1550 are administrative. Minor changes in the number of people may have occurred since the figures were gathered in the autumn of 2015.

Table 1: No. of technical and administrative full-time equivalents by functional area (2014)

Main work area	NTNU	HiST	HiG	HiÅ	Total
Research administration	60	5	3	1	68
Laboratory support					0
Doctoral programmes	25	1	2	0	28
Student and academic administration	276	92	15	15	398
Innovation and entrepreneurship	9	4	0	0	13
Library					0
Communication/information/web	57	11	4	3	75
Personnel and organization (HR)	80	11	2	3	97
Health, safety and the environment (HSE) and emergency response and preparedness	31	2	0.1	0.2	34
Salaries (fixed, variable, travel expense reports)	42	8	2	3	55
Purchasing, finance and enterprise management	154	18	9	7	187
Records management and archives, reception and other office/management support	84	8	6	5	103
System management, IT operations and user support	174	31	13	6	224
Property management, operation and maintenance					0
Leadership and coordination	189	43	14	13	259
Other tasks					0
TOTAL	1183	233	69	55	1540

The table shows the number of full-time equivalents distributed by main work areas. The table shows a snapshot from the beginning of 2015. The numbers of individuals are higher, as several of them work in part-time positions.

Table 2 shows the proportion of administrative staff distributed by grade code. Please note that the underlying figures vary somewhat from Table 1, but the table should still give a reasonably accurate overview of administrative competence.

Table 2: Percentage of administrative staff by position category (2014)

Position categories, administrative positions	NTNU	HiST	HiG	HiÅ	Percentage
Executive Officer	50%	50%	39%	48%	**49%**
Senior executive officer	17%	17%	7%	5%	**16%**
Advisers and project managers	33%	32%	54%	47%	**34%**

| TOTAL | 100% | 99% | 100% | 100% | **100%** |

Executive officers = Office positions, secretary, executive officer and higher executive officer

Senior executive officer = Senior consultant
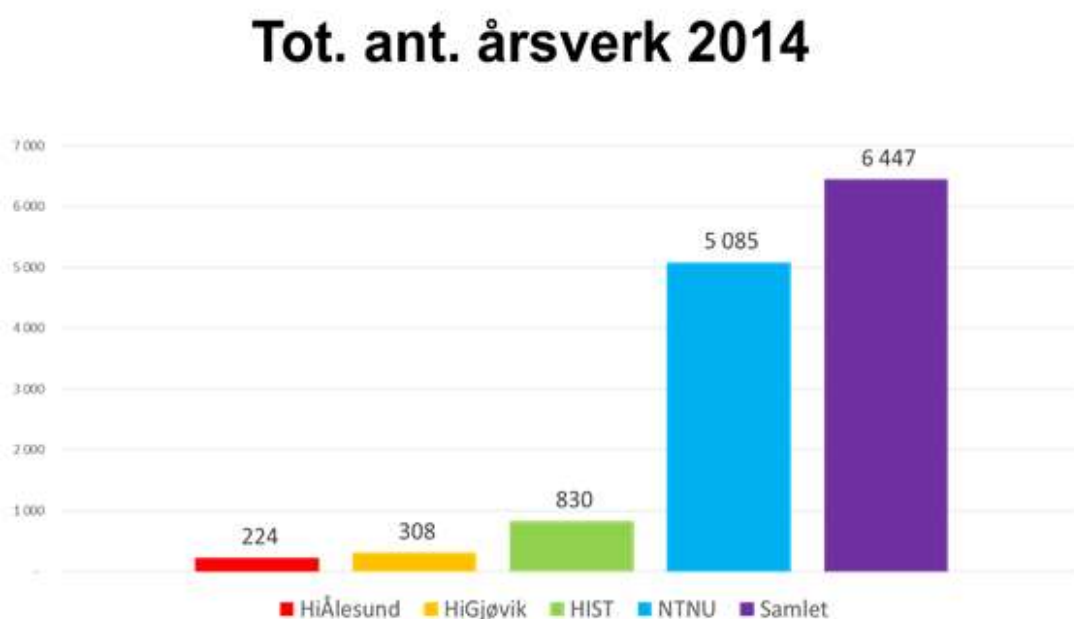
Advisers and project managers = Adviser, Senior Adviser and project manager
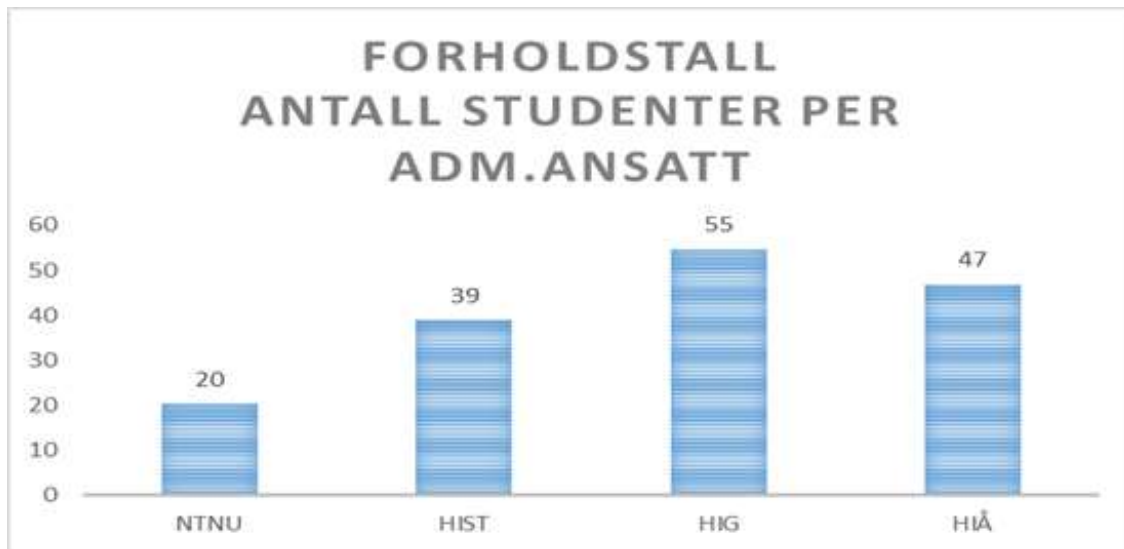
Figure 1: No. of registered students 2014

Antall registrerte studenter 2014
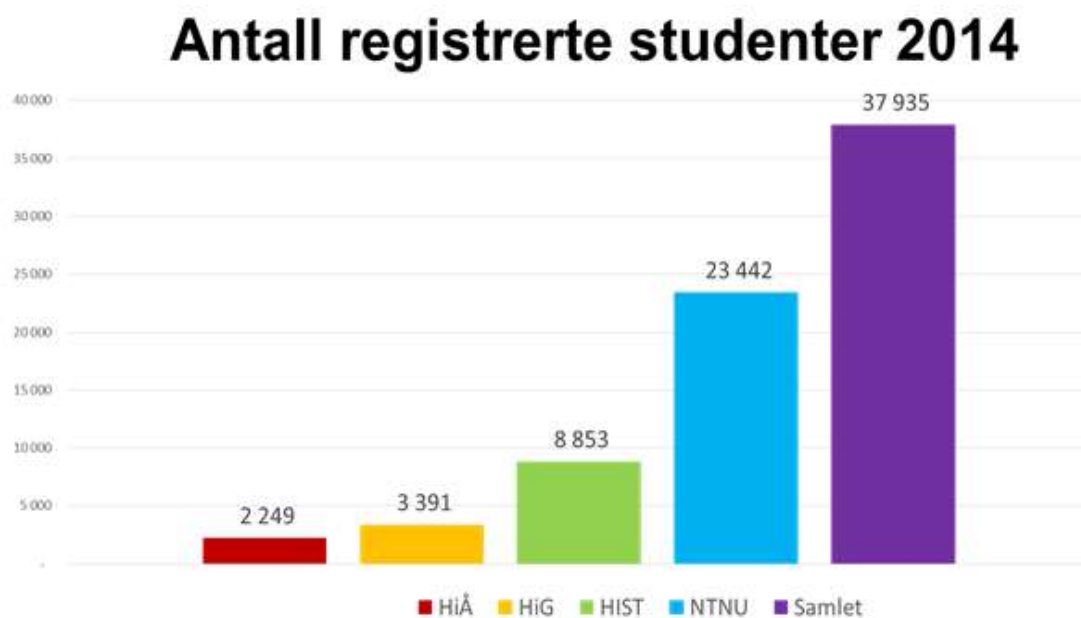
[Samlet = Total]

Figure 2: Total full-time equivalent staff 2014

Tot. ant. årsverk 2014

[Samlet = Total]

Figure 3: Ratio of students to administrative employees

FORHOLDSTALL
ANTALL STUDENTER PER
ADM.ANSATT

Figure 4: Ratio of academic staff to administrative employees

FORHOLDSTALL
ANTALL VIT.ANSATTE PER ADM.
ANSATTE
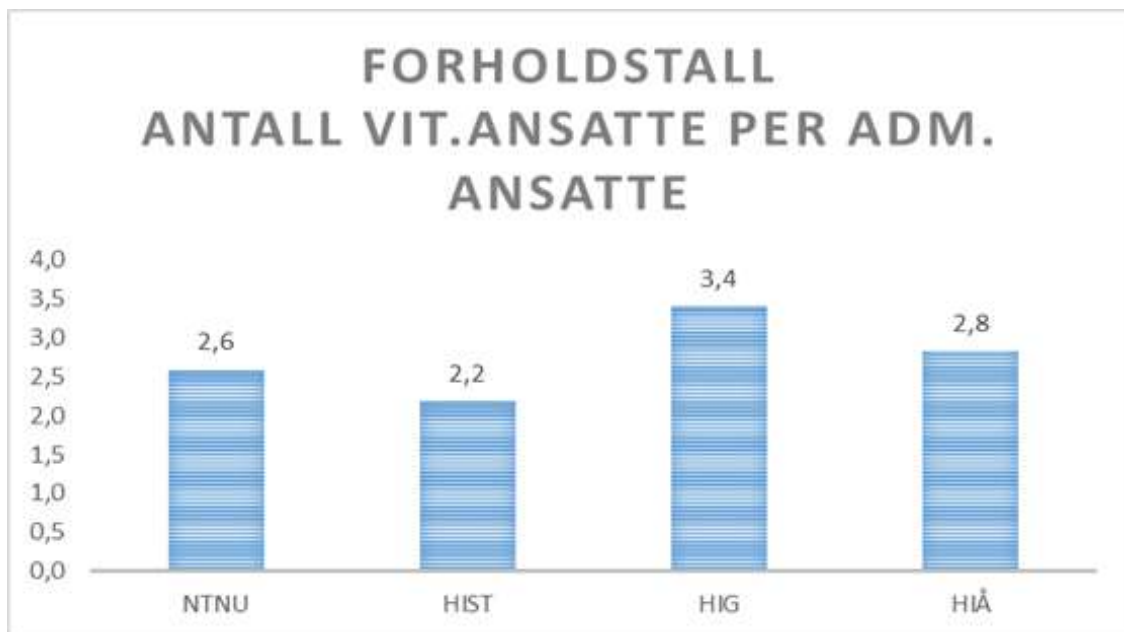
7.3 Summary of comments on Outline 1 (ref. Chapter 1.2.)

The comments that the group has received as part of the process, summarized on the merger website (follow the links below), are included as a basis for the analyses and proposed models. In this summary, we have focused on highlighting the expectations for the future administrative organization. We also include points of view on what works well at present and should be continued. The summary below is not complete in terms of the extensive material that the group has received. For this type of access to the material, all internal comments have been summarized and made available on the merger website.

Workshop 20.10.15:
Summary of the 16 topics in the group discussions.

Summary of individual comments.

Consultation documents:
Summaries

Formally requested comments

Qualities we must preserve

Closeness to core activities between the administration and academic staff and students is a key quality that the new organization must support. There is and there must be easy access to administrative services for students and staff, characterized by good communication and open doors.

Overall, the current administration has a well-balanced portfolio of competence, with both generalists and specialists who represent a wide range of fields. The new organizational structure must ensure that this expertise is used for the benefit of the whole organization. High-priority skills development can take place as systematically organized skills transfer, internal secondments or internal training and qualification programmes. All employees must be able to be active participants in the development of their work areas.

Expectations for the future organization

Standardization of organizational processes
There is a clear expectation of increased standardization of organizational processes related to legislation and regulations. The purpose of standardization must be to establish equivalent service quality for students, staff, and external parties, regardless of faculty, department, and campus. Standardization can be seen as an instrument for developing an effective organization, but the user perspective must play a key role in the standardization process.

Standardization of work processes across faculty boundaries is regarded as important for the satellites, because they will probably get departments that belong to different faculties. For NTNU in Ålesund and Gjøvik, it will become especially challenging if people need to relate to different processes and different organizational principles in different faculties for the same administrative area of service. This would impede effective use of the resources locally.

Expertise
Both generalist and specialist skills will have their function in the new organization, and the organizational structure and allocation of roles must establish an effective model for taking advantage of this expertise as a whole. NTNU's core activities are performed by the departments, and it is important for the administration to have insight into the departments' activities. Central

"expert units" in organizational niches achieve effective use of resources within areas as wide-ranging as HR, HSE, variable pay, travel expense reports, legal issues, EU consulting, and appointments, especially international appointments.

Harmonization across administrative levels and campuses
There is clear advice that resources must be matched to roles, and if one task is centralized or decentralized, resources must accompany it.

The model for the administrative organization must allow for variance at NTNU in Gjøvik and NTNU in Ålesund from a strict division in relation to levels 1, 2 and 3. For the administration at Gjøvik and Ålesund to be sufficiently robust, it may be important for them to keep most administrative resources in one common administration on campus, which can support the local departments.

About mobility and capacity for change
NTNU will have students and staff in three cities. The administration and administrative systems are expected to pave the way towards mobility for staff and students. The new organization must be flexible, not only because it has an inherently asymmetrical organizational structure because of large and small campuses, but also because it must be proactive in relation to adaptations that strengthen the link between academic disciplines and administration. New services will require even closer ties between academic and administrative activities.

Digitization
Increased digitization must be user-driven and focused on users, and one must digitize entire processes, not just individual steps. The choice of computer systems must allow data to be linked in ways that provide digital accessibility to simplify the working day for students and staff.

Modernization of work methods
The new organizational structure creates an opportunity to modernize work methods and forms of organization and to define administrative roles from a new starting point, for example in matrices, projects, teams or complete-case procedures ["fullført saksbehandling" – assigned cases are the responsibility of the official in charge of the case until they are concluded]. Such changes must be based on systematic process reviews with the aim of simplification and customization to suit the user, which could increase accessibility for students, employees and external parties, both physically and digitally. Digitization, automation, standardization and up-to-date sets of templates, etc., are important tools in the modernization of all functional areas.

New service areas
Even though NTNU is subject to requirements for improved productivity from the Government, one should also be open to giving priority to the development of new administrative services. Examples from the comments include student-related services such as greater capacity for student exchange and improved contact with the world of work. Academically related services that are highlighted include the need for more professionalized management of research and easier arrangements for ordering specialized services, such as access to legal expertise early in projects. Consistent bilingual information and self-service solutions with up-to-date and reliable information are highlighted in the area of information and service.

7.4 Summary of hearing process 2 Models for the administrative organization

Summary of hearing process 2 Models for the administrative organization

The basis for the summary is the consultation meetings about Outline 2 from the group for the administrative organization:

https://www.ntnu.no/documents/1262755726/0/Administrativ+organisering+2017+Modeller.pdf/c73e3620-9ef9-461e-9751-3f732d338a34

The arrangements for the hearing process are presented on Innsida, NTNU's intranet:

https://innsida.ntnu.no/web/guest/reader/-/messageservice/message/urn:uuid:d3772ec3-77de-31cc-8a19-0684baf47624

Structure of the summary

- General

- Model 1 Strengths

- Model 1 Weaknesses

- Supplement to Model 1

- Model 2 Strengths

- Model 2 Weaknesses

- Supplement to Model 2

- Variant of Model 2

- Strengths of Variant of Model 2

- Weaknesses of the Variant of Model 2

- Supplement to the Variant of Model 2

- Which models are best suited for fulfilling the level of ambition in the merger platform?

- New factors for the future model for the administrative organization

General

It is pointed out that Model 2 in particular lacks clarification of many aspects, and it is therefore difficult to give a final recommendation. It is desirable for the models to be supplemented with an overview of management levels, a tentative organization chart, budget considerations, etc., so that the models can be compared more directly. Also highlighted is the need for specific information regarding the faculty structure before it is possible to make a clear recommendation for the administrative organization, and that Model 2 is the model most dependent on the outcome of the faculty structure.

The report should develop consequence analyses of the models, and should provide a clearer picture of factors common to the models and factors that differentiate them in reality. When the assessment report states that a great deal will be left unchanged in Model 1, this mainly applies to the "old" NTNU. The report should be more strongly grounded in analyses and considerations based on organization science, and needs better definitions of concepts.
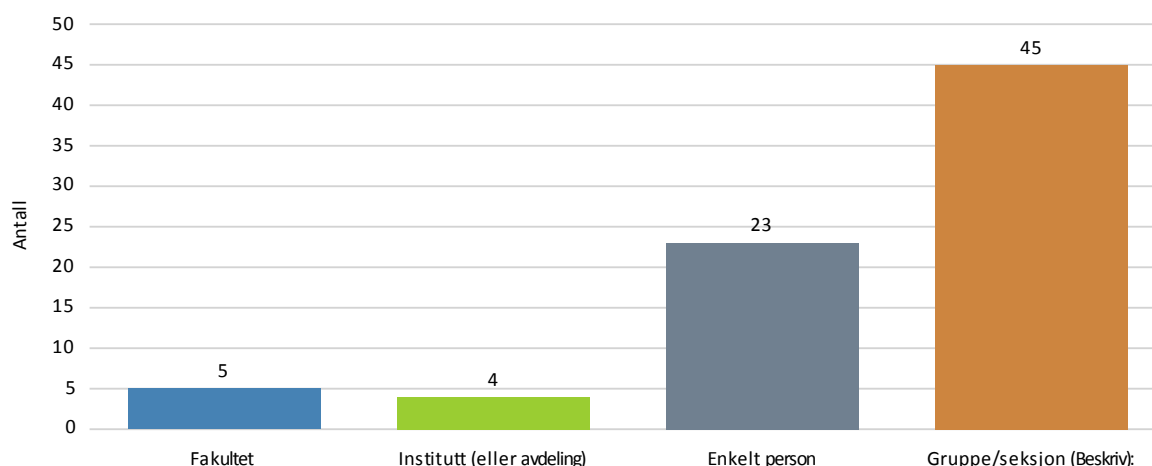
Comments - location
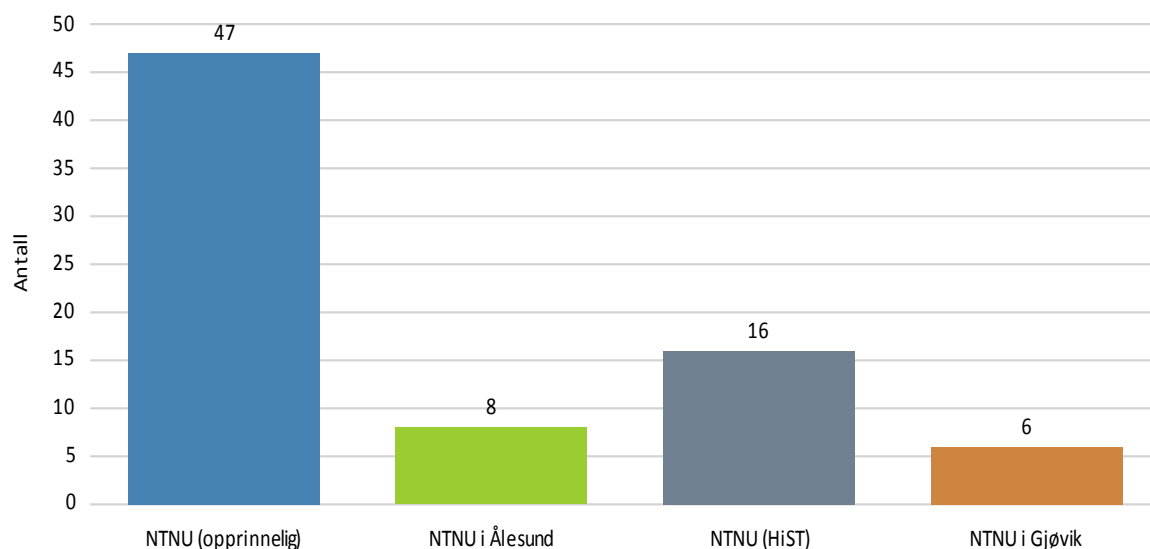
[Antall = number

NTNU (opprinnelig) = NTNU (originally)]

Comments - groups

[Antall = number

Fakultet = Faculty

Institutt (eller avdeling) = Department

Enkelt person = Individual

Gruppe/seksjon = Group/section]

Model 1 Strengths

The model was presented as follows in the local consultation meetings:

- Organizational division into administrative functions, processes and units as at present

- Allocation of responsibility between levels 1, 2 and 3 as at present

- Independent administrative units at NTNU in Gjøvik and at NTNU in Ålesund, with their own manager

- Modernization and improved productivity through increased standardization/digitization of processes over time

Comments

The merger in itself is a major reorganization, considering all the institutions as a whole, and gradual changes are regarded as positive, because there are already many changes in the organization. The model results in low risk in the restructuring process. Low uncertainty related to future work tasks and the individual's situation provides stability and a sense of security for administrative employees. The model can take care of reliable and secure operations while the merger participants are finding their place.

It is important for management to pay adequate attention to administration in a situation where academic synergy effects are in focus. From this point of view, it may be safest to base the administration on the current model. Some faculties may face major changes and others smaller changes in the new faculty structure. Faculties that undergo major academic changes will have more time to plan capacity for making major changes in administration as well.

The merger brings many other changes with it. Not everything needs to happen at the same time. Standardization/digitization can be implemented in this model. It allows for less use of resources on the reorganization and further merger process; more time can be spent on development. There are areas that are not working well today, and it is possible to choose 2-3 areas for in-depth review, assessment and improvement. There may be capacity for this, while reliable and secure operations are maintained at the same time. To change everything at the same time can lead to greater risk. The model also takes care of development processes that have already been started. It is also important to continue the functions that are working well and that are regarded as effective.

Model 1 Weaknesses

May lull people into a false sense of security, reducing anxiety for a change-averse organization, management and employees. We pass up an opportunity to build a sense of identity and organizational affiliation. We now have the opportunity and the room for manoeuvre to modernize and develop a significantly better administrative system for the future, and Model 1 does not pave the way towards this. The model assumes that the current allocation of responsibility is optimal. A condition for choosing this model is that we do not take the opportunity to identify and realize potential gains linked with streamlining NTNU's processes. An NTNU that continues as before without changing will not work well for the university colleges. New procedures must be developed for optimal administrative operations for the organization as a whole, and this must be done now by defining all employees and all units in the restructuring process.

The argument is that the benefits and synergies of the merger will not be realized, and that it will be difficult to achieve the intentions of the merger platform without major changes. The signals from the merger platform may become more difficult to act on. It may be more difficult to gain acceptance for standardization and productivity measures if the allocation of responsibility between the levels remains as it is today. If the form of organization and resources are maintained in Gjøvik and Ålesund, it may be difficult to achieve a unified culture, common identity and effective allocation of work. Equitable treatment of students and consistent quality of student and academic administration services may become a challenge.

The model does not meet government requirements, which as early as Report to the Storting No. 19 (2008/2009)) describe a code of ethics for public-sector administration: "Government employees have a duty to use and take care of the State's resources in the most economical and rational way." This means that we must consider and balance the use of resources and productivity, thorough work, quality and best administrative practices. This will only be possible if NTNU undertakes an in-depth review that also includes the organization of administrative services.

It is pointed out that the choice of this model could weaken NTNU's reputation. As Norway's largest university, we are under scrutiny and we are watched closely. Model 1 gives the impression of little willingness and capacity for change and it will probably attract great attention in the media. It will be difficult to achieve effects and synergies from the merger when much is done "as before", based on the old NTNU way. Good change processes demand that the whole organization be examined together. Today's NTNU procedures are not necessarily best practice. In many cases, the university colleges have had more optimal work processes than the "old" NTNU. The cost of "business as usual" may be higher than making changes now.

It becomes more difficult to improve productivity as needed. We will bring many of today's problems with us – without getting the impetus needed to do something about them. Because changes are necessary, this model may demand too much time. There is therefore a risk of exhaustion and burnout because staff need to live with uncertainty for a longer period.

It is difficult to establish the same type of skills at NTNU in Trondheim and in Ålesund and Gjøvik. Processes may become very centrally controlled via Trondheim, where in most areas there will be weaker connections and weakened ownership for Ålesund and Gjøvik. The wording indicates that the NTNU structure would remain in effect. It would therefore not benefit Ålesund and Gjøvik (reduced authority and budget). Coordination becomes more difficult when the same functions are handled in three different cities. Changes takes longer. Seems a bit messy. Risk of unequal treatment of students. The faculties have too much influence on the design of processes. More processes should be standardized and centralized. The faculty is seen as a brake and an unproductive connecting link.

With Model 1, you follow the same method for reducing bureaucracy as before, that is, without evidence-based criteria. And Model 1 does not take seriously the results of the survey of change opportunities for 10% greater efficiency, which was conducted a couple of years ago. This revealed GREAT needs for wiser and more effective organization of the administration.

Questions are asked about whether this model is compatible with academic reorganization considering that:

- It challenges unitary management

- It is demanding to achieve same quality for everyone

- It does not contribute to integration across campus boundaries

- It requires a high degree of standardization

- It restricts renewal and improvement

Independent administrative units at NTNU in Gjøvik /Ålesund with administrative authority corresponding to faculties conflict with the need for academic integration as well as professional administrative integration of the former university college environments with the levels at NTNU.

Supplement to Model 1

Suggestions for additions emphasize that specific requirements should be imposed to enforce the necessary changes in terms of standardization at the various faculties. There is a great need for an overarching perspective and principles from the central level. Administrative tasks must be resolved at fewer levels to ensure the best possible knowledge and shared knowledge. A line-based organization will involve changes for NTNU in Ålesund, but leave NTNU in Trondheim relatively unchanged. Budget funds and authority to use them will be vital. Implementation management will have a key role.

The wording in the description of Model 1 is criticized, and the need to harmonize the descriptions based on the same assessment criteria is highlighted. The advantages of the model should be described better. It should be possible to improve quality, closeness to academic activities and the productivity of services in Model 1 as well. The model has in fact been proposed and the benefits of the model should be shown more clearly. It would also be possible to review the allocation of work between different levels, etc., in Model 1. In the same way, there is potential for transfer of tasks between central and decentralized units.

The models are perceived as vague, and it is difficult to use the models to make sensible choices in the form they are now. The working group is encouraged to develop models and proposals in more detail before there is any point in any further group work.

A hybrid between 1 and 2 is launched, by taking the best from both models. Combinations of the various models can be envisaged as the final organizational structure. For example, choose functional areas where the potential for improvements is greatest, and look at renewal (model 2) of these, while the others remain more stable. The processes in this model do not necessarily have to take place in "slow motion". The model could include elements from Model 2. Some services could be gathered in a shared professional environment as is already found at NTNU. Consulting and professional support in EU and EEA affairs, in HR and variable pay, legal issues and possibly also for purchasing. Especially in fields where a certain volume of work is needed, a common professional environment may be a good alternative to maintain and increase expertise as well as to reduce vulnerability. A purchasing model in line with the one described in model 2a could also be introduced in model 1. It is also possible to clarify which changes will become inevitable over time anyway, due to changes in the academic organizational structure.

The report should have a sharper focus on processes and process ownership. In this way, we will ensure development and links with an academic reorganization.

If Model 1 is chosen, the administration of the campuses in Gjøvik and Ålesund must be integrated in NTNU's administrative organization in the same way as the academic activity.

There should be clear differentiation between administration of facilities, programmes of study and research. Evaluation of the two models should be done separately for these three categories. Consequence analyses of the model should also be developed, showing how the choice of this model over others might influence the organization in the longer term.

Model 2 Strengths

The model was presented as follows in the local consultation meetings:

- Major changes in the allocation of responsibility and tasks between the levels.

- Administrative tasks are resolved at fewer levels: central administration/faculty or faculty/department or central administration/department.

- Strengthening of decentralized administrative support in selected areas - especially relevant to consider: communication, HR, student and academic administration functions.

- Stronger central administrative management in selected specialized areas - for example EU consulting, legal services, administrative support for innovation.

- Standardization and greater digitization of processes that boosts productivity – for example, financial services, payroll services, IT management and IT operations.

- Clearer institutional management of administrative processes.

Comments

The merger provides a momentum that could make it easier to implement major changes in the administrative organizational structure and processes. Changing the model may be an instrument in the merger process in itself. Common perception of the new NTNU is important for culture building, but also demands a general willingness to adapt. The model requires NTNU to conduct a thorough review of the processes that support NTNU's primary activities. This involves an investigation of how the administration works in reality and how it is organized. The merger makes it possible to clear up counterproductive aspects of the current organizational structure, and represents a unique opportunity to design an integrated and clearer organizational structure with unitary management and lines of authority with clear mandates. Good internal communication between levels that are

responsible for administrative processes will be a central instrument in the restructuring efforts. The model allows a standardization of resources, quality and organization of strategic and executive communication services that could strengthen the restructuring process.

The model is understood as an organization development project, in which one can redesign administration and processes. Coordinated and standardized processes and tools will make it easier to collaborate within the organization. All employees and campuses will be defined into the large restructuring project, which could counteract the risk of developing "winners and losers" or "A and B teams" in the process, and could increase mobility in the organization. The model could create a foundation for faster development of employees into a common and shared level of competence for all the merged partners working within the same areas. Productivity gains from the services that are easy to centralize can create the potential for developing specialized expert environments regardless of geography, which are available to the whole of NTNU.

The strength is the potential for greater changes, but this also involves increased risk for the change process as a whole. It is a huge expectation to fulfil: that NTNU will increase productivity, improve quality, restructure, and at the same time reduce bureaucracy. Restructuring in large organizations is resource intensive in both the short and the long term, and we must ensure job satisfaction for all employees throughout the restructuring process.

Model 2 creates opportunities for a more flexible and differentiated administration, and with priority related to the various areas. The model is also based on a line organization; this reduces risk, with the potential to realize benefits through improving productivity, less bureaucracy, opportunity to create teams across organizational lines, opportunity to change and to raise the quality of the current organizational structure. There is great potential for in-house knowledge internally at NTNU now, which is not used. Reorganization can enable more knowledge sharing if a basis is created for this. If such an organizational structure is successful, NTNU's reputation as an employer for administrative positions and managerial positions will increase. This makes it easier to recruit good managers.

Such an organizational structure is necessary to meeting the four requirements: Effective solutions - Quality - Closeness to academic activities - Modernization. The model is necessary to take bigger steps to overcome the organizational obstacles we have today. It is also the one that best matches the goals of the merger platform, and secures equitable treatment and services close to the disciplines for all students and staff where this is relevant and appropriate. Standardization and digitization of a number of processes will result in productivity gains, which can be used for skills upgrading and development for employees towards a more professional organization.

The model will enable a critical review of administrative processes that could lead to faster modernization/productivity improvements. Increased attention to administrative processes close to the disciplines (at the departmental level). The model is ambitious and represents a new start with new constellations. Coherent and agreed processes can be developed and decided on for everyone to follow. This would provide a better basis for standardization, make it easier to implement new systems, processes, etc. Administrative processes across the organization will contribute to productivity and quality, and clear standardizations could create predictability for staff and students.

Model 2 Weaknesses

The description of Model 2 should be further developed. For example, standardization and more digitization are regarded as model-independent. Clearer institutional management of administrative processes could also be established under Model 1. There is a perception that the two models do

not have a clear enough foundation in missions/goals. It was pointed out that there is a risk that the survey might not be conducted thoroughly enough, leading to an inadequate basis for assessing which changes offer the greatest benefit in relation to the resources invested.

This could increase the risk of incorrect use of resources, and some vulnerability if the desired dynamics are not achieved and the benefits are not realized. There is also a view that this model entails a large volume of changes and will require greater change resources than model 1, and therefore a greater likelihood of restructuring fatigue in the organization. Expertise in change management will play a key role in achieving a successful outcome. Management focus is a critical success factor for the model. If the changes are too large, the downside risk becomes very large.

In the short term, the model appears to be more demanding than continuing "business as usual". It could result in greater strain on individuals, and make the process of assigning positions in the new organization more challenging. Human, health and psychosocial perspectives must be taken care of in a good way if there is a high level of simultaneous changes. In the short term, one can expect that intense work pressure could decrease productivity and increase strain on employees. In the long term, the restructuring that model 2 represents will provide value for the organization as a whole, which compensates for this.

The model is then seen as creating a risk of increased, unnecessary centralization and reduced potential for decisions at the lowest possible level. Support functions focused on the user may become weaker and challenging to organize. Where autonomy is important and where standardization is important must be carefully considered. Examples may include stronger central administrative management in selected specialized areas of administration - such as EU consulting, legal services, administrative support for innovation. Centralization of services requires the supplier to understand what levels 2 and 3 need. This may become vulnerable due to the distance between the central function and faculty/department. Collaboration between administrative functions may be weakened when they are located at different levels, and in connection with centralization, great distances to the users may lead to weaker understanding of the users' needs. Matrix thinking must include people's need to identify with a work environment and they must have links with the unit.

If the model involves strengthening of the central administration in Trondheim and reduction in Ålesund, some people fear a loss of control locally, and that the systems may become too rigid, that decisions taken far away from users may result in less flexible services and that closeness to experience at user level may be lost. It is highlighted as a weakness if, for example, research support is localized only in Trondheim. If so, a result might be that research in Ålesund and Gjøvik is not given priority in the "competition" against Trondheim, or that Ålesund and Gjøvik will only be included as participants and not in leadership. The same will apply to other work areas.

The model will require major restructuring in all three cities, and this will be resource-intensive in a period of many changes as a whole. The combination of distance and reorganization may increase the risk that students do not feel they get the same service in all three cities. Clear role and process definitions must be established early on to ensure that the same tasks are carried out at the same service level. It will be challenging to implement a total review/restructuring and at the same time to achieve productivity gains and standardization in addition to continuing ordinary and reliable operations. It may be wise to consider the reorganization over some time rather than a forced progress that could result in chaos or in change fatigue and resistance to change. Moving tasks from faculties to departments so they are closer to the academic activities might cause complications for the potential for standardization and equal treatment of the students in Trondheim, Ålesund and Gjøvik.

Excessive electronic processing/standardization could cause a shortage of points of contact, where users can discuss their own situation and personal adaptation. It is important not to lose the good processes that are working well today. There is also scepticism about the intention to limit certain processes to only 2 levels, for example student recruitment. It is practical for this task to be located at 3 levels. In such considerations about division into levels and decentralization/centralization, those who are actually working in the area must be heard. It is also regarded as a risk that new support systems are introduced before they are adequately tested.

Changes in external framework conditions affect us. As far as communication is concerned, staff reductions in external media newsrooms may impose greater demands on the organization in facing new and changed demands from target audiences through new channels/social media. In-house framework conditions such as goals for a stronger EU commitment, more Centres of Excellence (SFFs), Centres for Research-based Innovation (SFIs) and Centres of Excellence in Higher Education (SFUs) must be seen in the context of resources and processes and making effective use of the total communication resources. NTNU must be able to meet the new media work day with increased requirements for digital skills. Strengthening of level 2 should not take place at the expense of level 1 because a reduction in the communication function at level 1 will reduce the quality of the communication services provided to the Rectorate and the whole of NTNU despite strengthening at level 2. Level 1 must be a resource centre with specialized competence for the whole organization. It is not realistic or effective to keep all specialist functions at level 2 in a decentralized structure. A number of tasks must be developed, performed or coordinated centrally, such as Government relations/public relations, events (for example the enrolment ceremony, doctoral degree awards ceremony), reputation building, branding, Web services, research communication, strategic areas of focus and other inter-faculty initiatives. There is a risk of diffusion of responsibility and of excessive distance from the client to the provider if the responsibility for management of central strategies and action plans, as well as strategic, coordinating and development-focused communication tasks is moved to levels 2 or 3. An organization with 46 000 employees and students will depend on the use of some resources to coordinate and control the administrative processes at all levels. Today, there are far more communications staff members at level 2 and 3 than at level 1. If level 1 is scaled down, it will affect the potential for coordinating communication work between levels and cities, controlled by strategic policies from NTNU's leadership. A reduction in the resources for communication activities in the central part will also be at the expense of content production as mentioned under Model 1. However, a general strengthening of the overall communication function will make this type of work easier to do. Risk of greater sense of insecurity among administrative staff related to the individual's work situation. Risk that users will feel greater uncertainty about where they can get help.

This model creates greater potential for centralization of service and for taking individuals away from their own environment, in the worst case losing their job and in the best case getting a different job. One should be aware that in NTNU staff are paid less than in other comparable organizations. There are several reasons why the individual has chosen NTNU as a workplace. For the vast majority, other job duties as well as possibly having to move to a central unit would feel like a job change, even though it would not be called a new job from NTNU's side. One can expect more people to take the opportunity to look for another employer when they have to change jobs anyway. It is possible that some uncertainty related to jobs will spread much further than is currently the case, or that today's employees will no longer regard NTNU as a secure workplace. Some administrative specialist groups may in any case become too small to serve users as fast and as well

as the model with closeness to users. Risk of greater turnover of staff members if the duties are perceived as monotonous. This will be a major disadvantage for users.

Model 2 creates the potential for kicking away the support for at least two of the most important factors for my job satisfaction at NTNU, and I want to state clearly that for me it would quickly mean the end of my well-being at work, and that the road to looking for work in another organization would be large.

Supplement to Model 2

There must be a focus on clearing away unnecessary intermediaries in the administrative processes. A clear plan must be created to eliminate tendencies toward "micro management" in the central administration, and one must dare to allow freedom for initiatives and activity without the stifling effects of reporting procedures.

Management attention and implementation expertise in terms of how implementation and follow-up of decisions should be carried out, by whom and with which powers and sanctions. The size of departments, how many academic staff are to be served from an administration close to the academic activities will influence the administrative organizational structure.

The purchaser/provider model was relevant in the 90s, but was widely criticized. So it does not seem to be relevant any more. One must rather introduce changes and improvements as individual processes in addition to ordinary operations, that is, Model 1 with selected areas for improvement. Model 2 is referred to as the "Centralization and heads-will-roll model".

It is an advantage for services that demand specialized competence to be organized in teams, so that "lone" specialists are not left isolated at various places in NTNU's organization. Team have many benefits over "lone" specialists. With an established team culture, one can learn from each other in everyday life, which could help to contribute to high quality. It is easier to solve problems together. A specialist team that serves the whole of NTNU (or a part of NTNU) will be able to build up broader experience based on specific cases across NTNU's organization chart. Because the team sits together (when it is not out visiting "customers"), one can lower the threshold for communication, shared learning and shared problem-solving. This will minimize the transaction costs related to interaction/dialogue between the specialists. A team will be more robust and less vulnerable. It will be easier to deputize for each other during holidays and other absence, and it will be easier to ease the burden on each other when there are peaks in the workload. The requirement for closeness to academic activities can be achieved through team members dividing the units (faculties/departments) in NTNU's organization between each other, so that each unit – and each end-user/customer at this unit – knows that they have dedicated contact people in the team. Closeness can be further strengthened by making it a routine for all meetings with the "customer" to be held at the "customer" site. Closeness to academic activities is not necessarily equivalent to organizational closeness.

Variant of Model 2

The model was presented as follows in the local consultation meetings:

- Through an agreement, the Rector orders specific services from a unit.

- May be suitable for administrative organization at NTNU in Gjøvik and NTNU in Ålesund.

- Purchasing systems for shared services as a basis for development and renewal of common administrative units beyond the modernization described in Model 2.

- "The purchasing system" is best suited as part of general administrative renewal, and is a selective measure.

Strengths of Variant of Model 2

The views expressed on this model diverge widely, from "no advantage" to "Interesting, and then services will be performed according to actual needs." The variant could work very well for selected administrative services within HR, IT, law, ordering products, records management, invoicing and internal projects. The geographical location becomes unimportant, and a strong central authority is established, which is a prerequisite for significant standardization initiatives. The model can allow for necessary adaptation to the needs of NTNU in Gjøvik and NTNU in Ålesund, with regard to services that demand some physical/geographical proximity. The focus will be directed towards the management of the services to be provided, and with what quality, rather than the administration itself defining its development direction.

Weaknesses of the Variant of Model 2

The model may involve high transaction costs. Purchase orders must be issued with ample time limits to ensure predictability and staffing. It establishes centralized control, but the orders do not necessarily ensure a reasonable allocation of work between levels. A consideration is that the model does not stand alone, or can be implemented consistently in all areas. There are also comments that it increases bureaucracy, and that the effect may work against processes for improving productivity and modernization.

The model will require an adequate number of well-trained employees to deliver at the right time. Greater distance to users can lead to diffusion of responsibility with slower provision of services and a lower level of service as a result. It is not good to lose all the closeness to users, as this Variant model 2 proposes. We must still have certain tasks that must be defined and developed close to users. Over time, this could create the potential for dilution of standardized processes if this is used as an opening for exceptions to these. It may be a challenge to formulate a unique definition and description of the service and its quality and to formulate the financial conditions for provision of services.

Supplement to the Variant of Model 2

This model could also be envisaged for selected specialist services performed by one unit for the whole of NTNU.

Management attention. Implementation skills Definition of how implementation and follow-up of decisions should be carried out, by whom and with which powers and sanctions. The size of departments, how many academic staff are to be served from an administration close to the academic activities.

Matrix should be used where appropriate (to be mapped in processes).

Several alternatives for change/variants of model 2 can be assessed/described.

Which models are best suited for fulfilling the level of ambition in the merger platform?

Figures based on the groups' assessment:
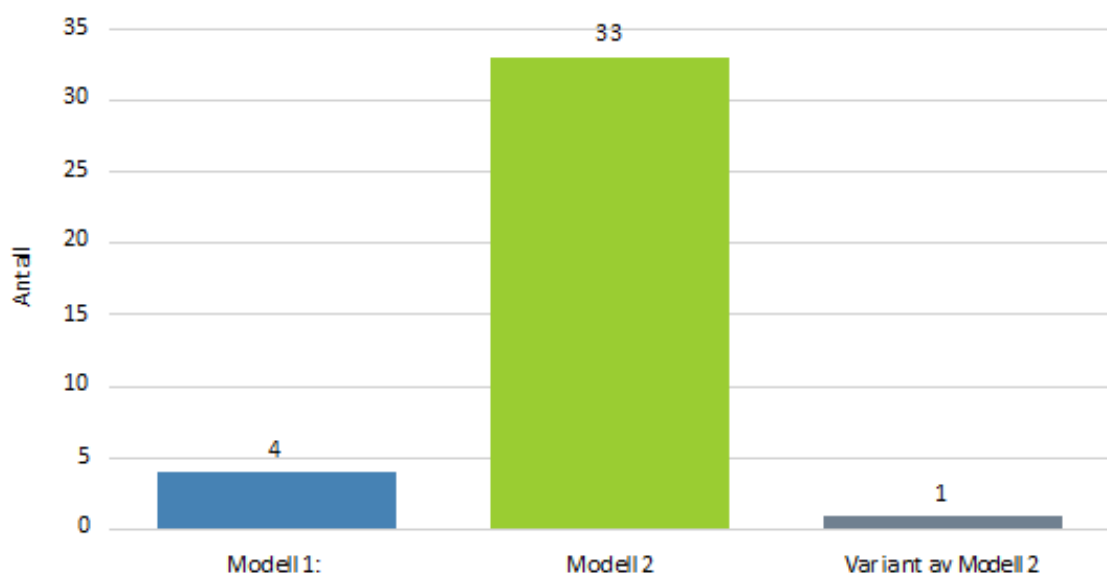
[Antall = number]

New factors for the future model for the administrative organization

Focus should be on what is best for the current organization, and what best supports autonomous academic activities. A university administration must be organized with the purpose of supporting the academic activities. Success depends on good participatory processes and broad involvement of all levels, especially focusing on the 3rd level, which is closest to the primary activity.

It will be important to place the administration close to the department, physically and in other respects. This may involve combining departments and scaling down the administration at faculty level.

It is important to avoid a mismatch between expressed ambitions, strategies and the merger platform, and available resources. Digitization needs resources until the gains can be realized.

Management attention. Implementation skills Definition of how implementation and follow-up of decisions should be carried out, by whom and with which powers and sanctions. The size of departments, how many academic staff are to be served from an administration close to the academic activities.

Norway's foremost university in terms of technology should be reflected in far better IT solutions for administrative processes. Integrated systems that communicate well are essential for effective administrative processes, but a large number of local solutions have been established to compensate for significant shortcomings.

It is important to remember NTNU's values "respectful and considerate", and it is often the administration that contributes to making employees visible, ensuring that special birthdays are celebrated, etc, but that also makes sure that employees are followed up in connection with illness, etc. An environment where both staff and students are seen and have the feeling that they matter

and make a meaningful contribution will function best. But this means that someone must care about them and do all the small things that aren't really anyone's job. So it is important to have good and dedicated administrative employees at all levels, and that they have meaningful work that supports the core activities. In addition, it is important that employees feel responsible for the tasks they do and can see that their tasks contribute to NTNU's goals. The merger platform states that the administrative services must be closely integrated with the academic activities and at department level we have often arrived at a best practice for this.

Many tasks can be strengthened by centralizing them, such as EU/EEA, legal, HR, variable salaries and possibly also purchase orders and invoice processing. But it is vital that the faculties still have certain services that stay in the faculties. Project support, IT, some HR, and communication are still important areas to enable the academic part of the faculty to function well.

Conscious use of team organization can be introduced whichever model is chosen. To gather several staff members with the same area of expertise and responsibilities in a team enables more potential benefits compared with a situation in which they work on their tasks alone.

7.5 Merger experience from Denmark and Tromsø

Mergers are a European trend, which have been summarized in a report from EUA from 2014 among others: http://www.eua.be/Libraries/publications-homepage-list/DEFINE_Thematic_Report_2_University_Mergers_in_Europe_final.pdf?sfvrsn=2. In Norway, mergers have taken place or are being investigated between the University of Nordland and the university colleges in Nesna and Nord-Trøndelag and between Buskerud and Vestfold University College and Telemark University College. However, we regard the most relevant Nordic examples as the mergers between UiT The Arctic University of Norway and the university colleges in Finnmark, Narvik and Harstad, as well as the mergers at the University of Southern Denmark, as because these are mergers between a large broad-spectrum university and smaller university colleges spread over several campuses with significant geographical distances.

The mergers at the University of Tromsø (UiT)

Over 6 years, the University of Tromsø went through 3 mergers with 4 university colleges: in 2009 with Tromsø University College, in 2013 with Finnmark University College and in 2016 with the university colleges in Narvik and Harstad. Today, the University of Tromsø has its main activity in Tromsø, Alta, Harstad, Narvik, and Hammerfest, as well as operations in Kirkenes, Bardufoss, Longyearbyen, Mo i Rana and Bodø. The university currently has about 16 000 students, 3 300 full-time equivalent staff and NOK 3.4 billion in total revenue. Because of the mergers, the university has extended the number of faculties to 8.

In connection with the mergers, four new faculties have been created: one in Alta (the Finnmark Faculty), the Faculty of Engineering Science and Technology in Narvik with three departments, the Faculty of Fine Arts and the Faculty of Law. The campuses at Alta, Narvik and Harstad each have a Vice-Rector with regional development as the mandate. The Vice-Rector in Alta also has a general responsibility for the organizational development of the University of Tromsø. They are part of the university's senior management, but are not part of the line organization. The Vice-Rectors chair campus councils that deal with academic development on campus, coordination of the activities on campus across units and helping to take care of the work environment on campus. For academic environments where the Head of Department is located on a different campus from the relevant academic environments, a function as Deputy Head of Department has been established.

In connection with the Finnmark merger, the intention was to establish shared administrative functions outside Tromsø. The criteria for a shared function were formulated as follows by the merger project in 2013:

- The function should be part of the central administration

- The function should be defined for a delimited functional area

- The function should not depend on direct physical contact

- It should be possible to perform the function in writing and/or digitally.

The Arctic University of Norway (UiT) has established a common function in Alta for reimbursement from the Norwegian Labour and Welfare Organisation (NAV). The intention is to establish new common functions in Narvik and Harstad.

The university has continued several important schemes that provide stability. The university still has an elected Rector and appointed University Director. The operations are organized in faculties and departments, and the central administration consists of seven departments.

The mergers have been conducted in accordance with previously established practice at UiT:

- In the new faculties, the deans themselves define the internal administrative distribution of tasks and the dimensions between faculty and department.

- The aim is that the departments will have competent and adequate support that ensure is that the academic environments can concentrate on their primary activities. The departmental administration is headed by an office manager and provides services within human resources, finance, student and academic affairs and research administration.

- Staff at Harstad University College (HiH) and Narvik University College (HiN) within buildings/real estate, IT and libraries are placed in the corresponding departments in the central administration. The placement of staff at the former university college administrations takes place through the local faculty (Alta, Narvik) or campus organization (Harstad).

On 27 October 2015, the Board decided to launch a complete reorganization process after 3 mergers

Important and relevant experience from the mergers at UiT includes:

- UiT - Norway's Arctic University has developed, tested and refined several features to strengthen regional development, campus support and academic support.

- During the period 2009–2015, UiT has balanced 3 mergers with 4 university colleges and the development of a multi-campus university by consistently holding on to the basic organization.

University of Southern Denmark (SDU)

SDU's activities are spread across 6 campuses. Odense is the main campus with about 75% of the activities. The other campuses are Esbjerg, Sønderborg, Kolding, Slagelse and Copenhagen. The activities in Copenhagen are by far the smallest. The longest distance between the campuses is 300 km. SDU is a broad-spectrum university and Denmark's 3rd largest educational institution after the universities in Copenhagen and Aarhus. As of 2014, SDU has 30 000 registered students and 3 800 full-time equivalent staff; 2 300 in academic positions and 1 500 in technical and administrative positions.

The line organization at SDU consists of the Rectorate, 5 faculties and 28 departments. SDU has 88 centres associated with the 5 faculties. The centres are temporary and are established in contract or project form with external partners. The centres are geared towards a particular purpose within the primary tasks.

The Dean appoints heads of departments, who must be recognized researchers within the department's subject areas and must have teaching experience. In other respects, the departments have considerable academic and financial independence and responsibility within the framework established by the Dean. Both the common university administration and the faculties have administrative staff on the 5 campuses outside Odense. For example, 19 people from the common university administration work on the Esbjerg campus.

The University of Southern Denmark has placed great emphasis on developing the campuses outside Odense. Each campus must have its own academic profile. An explicit policy on the university's part has been to avoid the development of campuses with a "B" stamp. One action to achieve this has been to ensure that all the campuses have education at all levels from bachelor's degree to PhD.

The campuses outside Odense are presented on the SDU website with a common profile within academic support and campus administration. The departments have on-site/local management, either through the Head of Department or through a deputy. The departments receive administrative support both from the common university administration and from the faculties' administrative staffs. Each campus has its own head of campus, a role that is filled by one of the local heads of departments. They have a council headed by a head of campus with about 15 members. The members are representatives of the academic staff and managers from administrative units on campus.

The council aims to help coordinate the activities for and between faculties, departments and the common university administration, to discuss and provide information about campus initiatives, and to be a point of information to and from the SDU leadership. Marketing, profiling and cooperation with local business and contributing to cross-faculty initiatives are also topics at council meetings. The agenda in campus councils should concern matters of principle and should not collide with faculties' work. In addition, the campuses outside Odense have user committees with a common mandate and composition. The committee work is coordinated by a campus secretary and consists of student representatives and local administrative leadership. At SDU, the principle of subsidiarity applies – that is, all decisions that can be made locally should not be made centrally.

Some relevant experience from SDU is:
Over many years the University of Southern Denmark has developed 5 campuses outside Odense. An explicit goal has been that each campus should have its unique academic profile, so that there is a clear distribution of work and fields between the campuses based on complementarity.

The 5 smallest campuses have the same administrative infrastructure. One of the local heads of department has an additional function as head of campus. The head of campus chairs the meetings in the campus council, which otherwise consists of academic representatives and administrative managers. In the local user committees, administrative managers and student representatives participate, and a campus secretary coordinates the work.

Through all its campuses, SDU has close interaction with the business community through education, research, outreach and dissemination of knowledge and innovation.