

Enacting the university – In a double sense

**URGE Workshop 2, DPU,
8-10 June 2011**

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New Management, New Identities? Danish University Reform in an International Context

- Background to 2003 University Law (1970-2003, later changes)
- How 2003 law translated into different universities (8 in initial study. Fieldwork in 3 universities, 2 contrasting departments)
- How board members, managers, academics and students imagine and enact their new roles/the university

Project duration 2004-8 Funder: Danish Research Council

- Researchers:
 - Associate Professor Stephen Carney, RUC
 - Associate Professor John Krejsler, DPU
 - PhD student Gritt Bykærholm Nielsen, DPU
 - Project leader Susan Wright, DPU
 - Research Assistant: Jakob Williams Ørberg, DPU

Concepts

- Process of transformation (versus reform)
- Policy – ‘narratives constructing the past in such a way as to claim a particular problem in the present and project only one possible solution for the future’
 - Social and political space of contestation articulated through relations of power and systems of governance
 - authoritative, instrumental, trickle down
 - democratic
- Governance
 - space to be governed
 - redefinition of role and purpose of institutions & professions
 - new subject positions and expectations about conduct

Regulatory mechanisms to bring persons, organisations and political objectives into alignment
- University
 - Not an a priori entity – Ryle
 - Continuous process of organising – an institution with ‘a career in time’ (Lesser 1933 Pawnee handgames)
 - Ideological project to create a coherent organisation surmounted by rector speaking for and *as* the university
- Enactment
 - Policy makers’ top-down vision - enactment of a law
 - People as active agents in a creative, participatory process – imagine and enact the university in daily life
- Methodology: Issue, field, site

Ryle's category mistake

“A foreigner visiting Oxford or Cambridge for the first time is shown a number of colleges, libraries, playing fields, museums, scientific departments and administrative offices.

He then asks ‘But where is the university’? I have seen where the members of the Colleges live, where the Registrar works, where the scientists experiment and the rest. But I have not yet seen the University in which reside and work the members of your University.’

It has then to be explained to him that the University is not another collateral institution, some ulterior counterpart to the colleges, laboratories and offices which he has seen. The University is just the way in which all that he has already seen is organized.”

Ryle, G. (1949: 16) *The concept of mind*. New York: Barnes & Noble.

Sites

- Policy debates – documents, conferences, online consultations, media debates
- 3 universities
 - Old and multi-faculty, specialist, 70s reform pedagogy
 - hastening the reforms, reluctant, resistant
- 2 faculties and 2 departments
 - Science v. humanities
 - external funding v. dependent on basic grant

Focus: processes of change in the construction of the university
not treat universities as units or entities *a priori*

Sites: *in* universities, not ethnographies *of* universities or departments

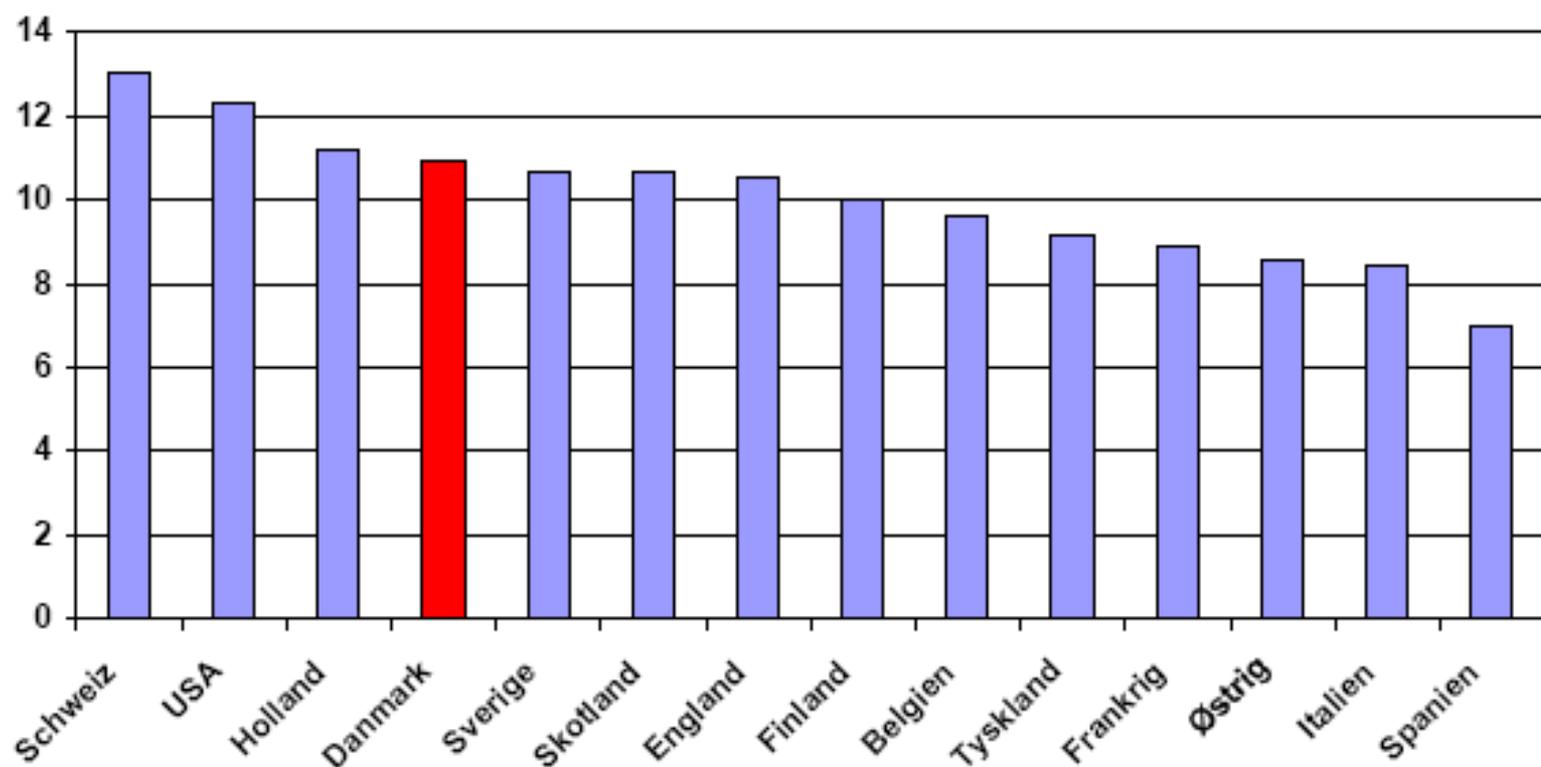
Methods

- **Corpus of policy documents**
 - Law texts 1970-2009
 - Policy debates
 - Steering technologies – histories
- **University documents**
 - preparation for the new law
 - New statutes, minutes, contracts
- **Interviews**
 - 16 national politicians and policy makers
 - 33 board members and managers
 - 20 academics
 - 35 students, 19 teachers/course administrators
- **Participant observation**
 - Policy forums, political meetings
 - Board meetings
 - Student union conference and events
 - 3 undergraduate courses
- **International comparisons**
 - Sweden, Norway, Austria, UK, NZ, USA

Policy debates - Why reform?

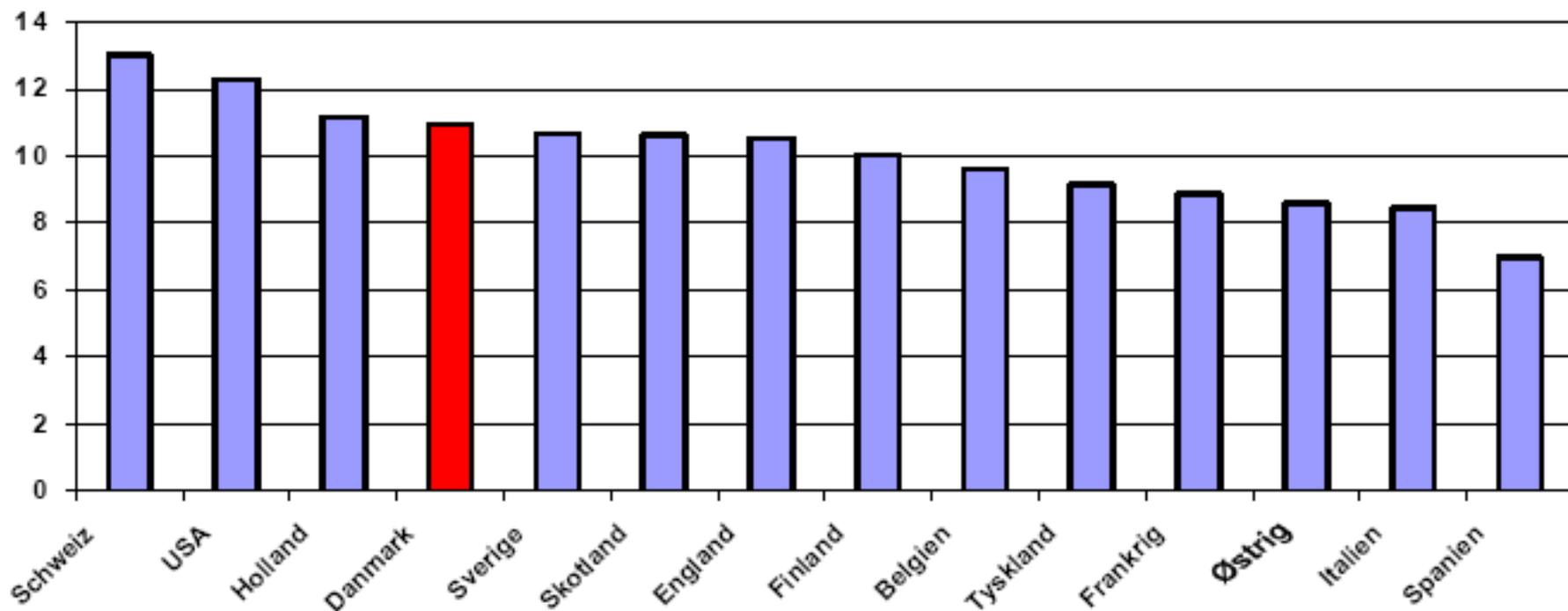
- Not broken - Denmark performs well in OECD measures
- World is changing – Global Knowledge Economy (GKE) – fast approaching and inevitable future – meet it/make it
- Change university governance and management to perform well in GKE and improve links with 'surrounding society' (industry)
- Restore political trust
- Increase funding – universities to drive Denmark's competitiveness in GKE
- 'From idea to invoice'

Figur 2. Gennemsnitlige antal citationer pr. publikation i udvalgte lande, 1994-2004



Kilde: "ISI Essential Science Indicators Web based product from the November 1, 2004". Citationsgraden for verdens 20 mest forskningsproducerende lande, sorteret efter antal citationer per publikation (papers), ud af de 144 lande som indgår i ISI Essential Science Indicators. Opgørelsen omfatter perioden januar 1994 til august 2004.

Figur 1. Antal videnskabelige artikler pr. mio. indbyggere for udvalgte OECD-lande i 2001²



Kilde: OECD, STI-Outlook 2004

GKE in Denmark

- Sectors – Pharma, Life Sciences, IT
- Products
 - knowledge – transfer into innovations, invoices
 - graduates – knowledge, network, research skills

What kind of knowledge?

- Drucker (*Post-Capitalist Society* 1993)

Widespread intellectual capitalists – blend craftworker/manager

- Reich (*The Work of Nations* 1991)

Symbolic analysts – 50% population

- Stewart - (*Intellectual Capital* 1997)

Profit comes from turning intellectual capital into proprietary knowledge

- Sole ownership and control (not genius)
- Market domination not market innovation
- Monopoly rent (not a competitive market)
- Investor capital, executive compensation

Others = 'service knowledge workers'

- generic (humanities) skills in information, communication, cultural mediation, organisation, networking
- don't create profit - Intellectual capital does not drive financial capital
- downsize, outsource, automate

Knowledge Management

'Business is looking to KM to turn a worker's ideas into a proprietary product that would return a rent-sized profit'
(Stewart 1997: 133)

- Focus resources on fields close to market
- Humane management of knowledge worker to produce intellectual raw material (degree of freedom) but manager controls financial decisions (not self management)
- Convert human capital into structural capital (company property)
- 2 Potential futures in 1990s:
 - Universities harnessed to KM- intellectual raw material dominated by capitalism
 - Universities' networked craft labour in partnership with industry – financial goals keyed to technological potential and social effects
(Newfield *Unmaking the Public University* 2008)

2003 University Law (1)

- **Re-purpose education and research:**
 - Role
 - Stronger links to 'surrounding society'
 - Contribute to 'growth, development and welfare'
 - Restore politicians' trust
 - Drive the knowledge economy
 - Education
 - mass education for employability
 - faster throughput of students
 - international mobility
 - education of global elite
 - Research
 - engine of innovation – 'from idea to invoice'
 - prioritised and 'relevant' (to economy)
 - high global ranking for fundamental research
 - core institution in knowledge-region

2003 Danish University Law (2)

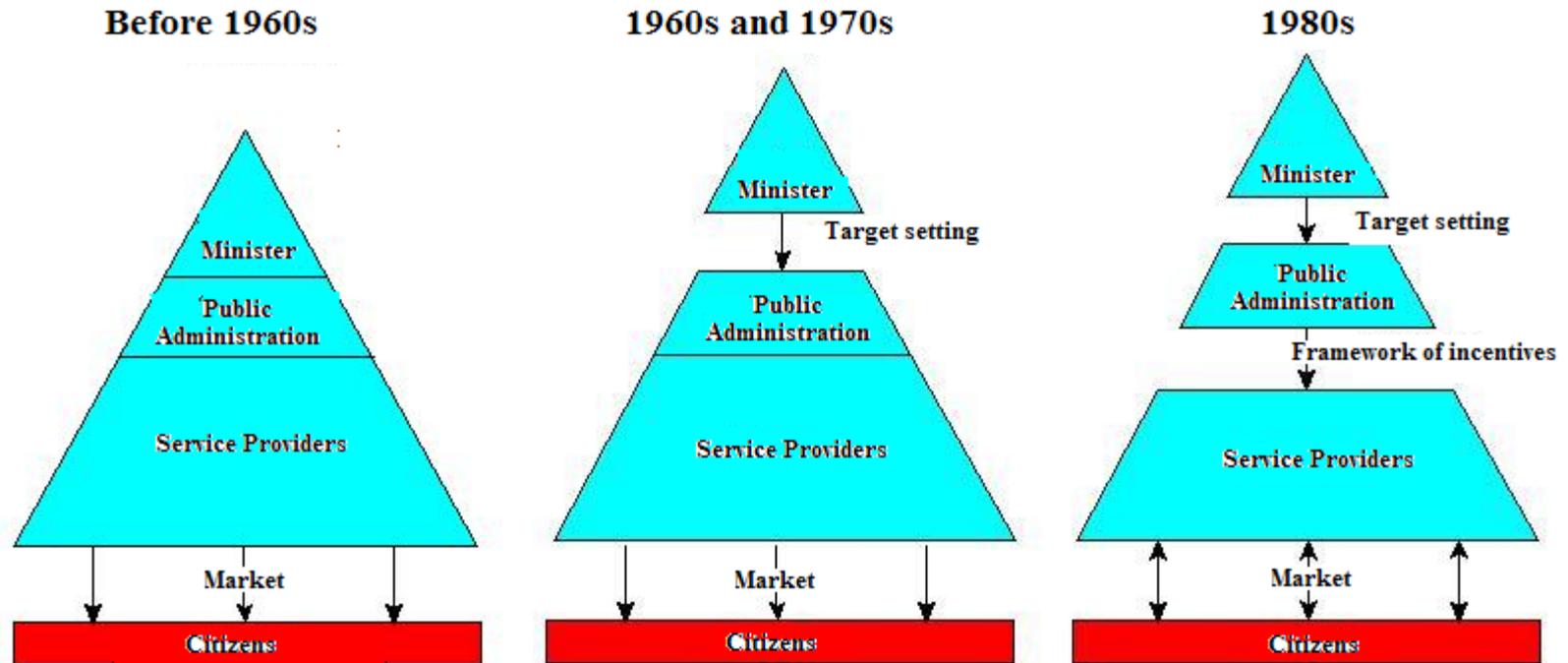
Aim and Frame Steering

- Tighter link between political aims and what service providers do
- Faster response by service providers to ministers' policy changes

Steering model – political technologies

- Politicians/Ministry – set policy goals and budget
- Ministerial Agency– steer policy implementation
- University – Legal status of self-owning institution (agentification)
 - University Boards
 - Appointed rector, dean, head of department
 - upwardly accountable
- Contracts – chain - performance targets and indicators
- Output based payments and competitive funding
- Control of liquidity
- Ministerial Inspection

Steering the public sector: relations between political leaders, public administration, service providers and citizens

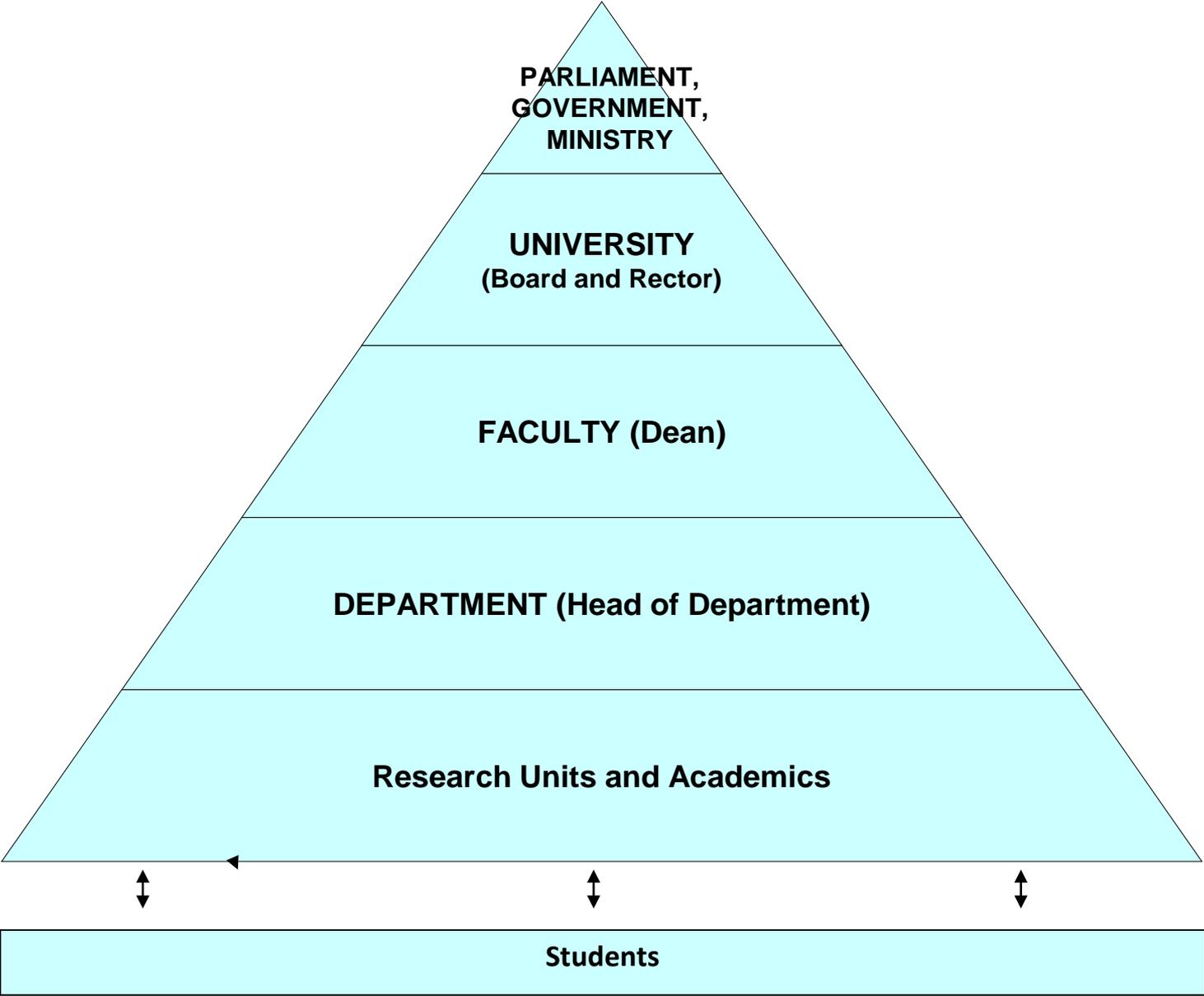


Source: 'Management systems in the public sector' Appendix to the 1996 Budget Report (Ministry of Finance 1996).

OEM (original equipment manufacturers) System

Car manufacturers and IT companies

- Main company focuses on overall business strategy - core team
- Cut fixed costs – labour force, plant, buildings
- Outsource (contract out) functions to external suppliers or to parts of company ‘spun off’
- Respond quickly to market - alter contracts with suppliers, change supplier.
- Continually improve performance
 - impose price reductions on suppliers (threat to move contract to a cheaper supplier, anywhere in the world)
 - intrusive surveillance
 - supplier highly dependent on and responsive to the contractor
- Transfer responsibility to supplier
 - production methods (freedom of management)
 - ethical standards
 - cost and risk of investment in new staff, tools and plant to develop new products.
- Problems
 - Exploitative – poverty and danger
 - Supplier sells independently
 - Inefficient - company’s managers too distant from the point of value production



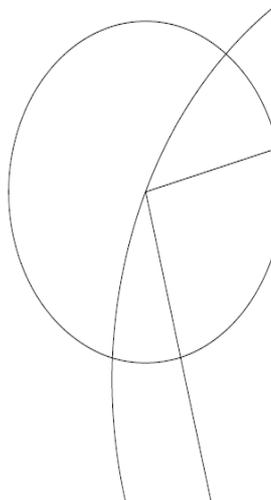
Chain of Contracts

KØBENHAVNS UNIVERSITET



Københavns Universitets udviklingskontrakt 2006-2008

April 2006



Fakultetskontrakt indgået mellem Rektorat og Det Samfundsvidenskabelige Fakultet

- Udmøntning af Københavns Universitets udviklingskontrakt for 2006-2008

November 2006

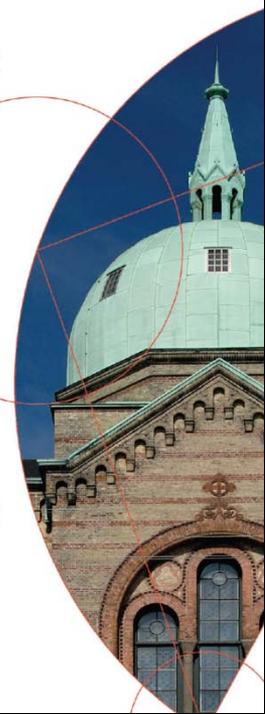
DET SAMFUNDSVIDENSKABELIGE FAKULTET
KØBENHAVNS UNIVERSITET



Institutkontrakt 2007-2008

Indgået mellem Dekanetet
og
Institut for Antropologi

Maj 2007



Chain of contracts

København den 21. april 2006



Bodil Nyboe Andersen
Bestyrelsesformand, Københavns Universitet



Helge Sander
Minister for Videnskab, Teknologi og Udvikling

København

Dato: 1.12.06

Dato: 30/11-06



Ralf Hemmingsen
Rektor



Troels Østergaard Sørensen
Dekan

København
Dato: 10/15-07

Dato: 10/15 2007



Troels Østergaard Sørensen
Dekan



Helle Samuelsen
Institutleder

Keywords and Semantic Clusters

Example: 'Freedom'

1. 'Academic discourse'

- University
 - realm free of state power and industrial influence
- Workplace democracy
 - elected decision-making bodies and leaders
- Research
 - choice of topic, method, dissemination, public debate
- Individual professional judgement and ethics
 - freedom from management

Cluster – institutional autonomy, democracy, academic freedom, professional ethics, personal responsibility

Keywords and Semantic Clusters

2. Policy discourse 'Setting universities free'

- Self-owning universities
 - no longer under state protection
 - responsible for protecting own freedom and research ethics
- Freedom from 'internal fuss' (democracy)
 - interminable discussion had prevented strategic action
- Freedom to manage
 - to make strategies and focus resources on economic priorities
 - to meet performance targets
- Further 'degrees of freedom' promised
 - when government could trust that universities had acquired the capacity to act as freely contracting beings
 - learnt how to be free from patrimonial governance (Yeatman)

Cluster – freedom, responsibility, accountability, enterprise, strategy, trust

Steering Technologies

- Self-ownership
- Development contract
- University strategy
- Clause 17
- Output payments

'Clause 17'

2003 § 17 Stk. 2. The head of department carries out the institute's day-to-day leadership, including planning and allocating work tasks. The institute leader can order a colleague to take on particular tasks. In the time [left over], when academic colleagues have not been directed to such tasks, they can research **freely** within the framework of the university's research strategy.

1999 §7 Stk 3. The head of department carries out the institute's day-to-day leadership as authorised by the rector and following guidelines laid down by the department's board. This includes **planning and allocating work tasks**. The institute leader can order a colleague to take on a particular task, but with respect for their **free** choice of scientific methods.

Assemblage (2)

'Partial manifestations' of a presumed 'university-whole'

- 'Nobody has a helicopter view of the steering model or of the university it is meant to produce'
- Each draws on aspects of the assemblage, stretching and shaping it in different ways
- Some have more insitutional power than others, but all are engaged in enacting the relationship between steering and control and their ideas of the university
- Each person refers to 'the university' – which is a partial manifestation of the university-whole they resume to exist and are trying to enact (Strathern 1991:114)
- Co-production of imagination and enactment. The university co-produced by multiple actors, working within constraints of steering technologies, but imagining and enacting them, their own roles, and the university in multiple ways.

Co-production

- University as a contested whole
 - Continuously re-enacted by a vast array of people
- Multiple actors
 - Students, academics, managers, policy makers
 - differently positioned in the policy field
 - unequal ability to shape the institution
 - working within the constraints of steering technologies
- Imagining and enacting
 - actors imagine and enact the steering technologies, their own role and the university in multiple ways
 - all contribute to enacting different visions of the university
 - no single image – not even the 'steering model' - survives the process of co-production

References

- Drucker, Peter 1993 *Post-Capitalist Society*, New York: Basic Books.
- Newfield, Christopher, 2008 *Unmaking the Public University*, Cambridge, Mass.: Harvard University Press
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- Ryle, G. (1949: 16) *The concept of mind*. New York: Barnes & Noble
- Stewart, Thomas A. 1997 *Intellectual Capital. The New Wealth of Nations*, New York: Doubleday