

J. Goddard • I. Moses • U. Teichler • I. Virtanen • P. West

# External Engagement and Institutional Adjustment

*An Evaluation of the University of Turku*

PUBLICATIONS OF  
FINNISH HIGHER EDUCATION  
EVALUATION COUNCIL 3:2000

**EDITA**

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EDITA • HELSINKI

## Preface

The University of Turku when planning its institutional evaluation decided to concentrate on the external impact of the University. The evaluation was the last in the series of institutional evaluations of Finnish universities required by the Council of State.

The aim of the institutional evaluations has been to support the development of Finnish Universities. The Higher Education Evaluation Council (FINHEEC) therefore emphasises institutional needs when commissioning each evaluation. These have been designed in collaboration with the University to address their special situation. In all cases an international Peer Review Team was assembled. Some universities took advantage of the service of international evaluation bodies such as the International Review of the Association of European Universities (CRE) and the evaluation for quality label of the European Foundation for Management Development, EFMD. Three Eastern Finland universities carried out a joint review which focused on their regional role. Others undertook a general institutional evaluation with some minor variations in emphasis.

In each of these evaluations, FINHEEC was responsible for appointing the external evaluation team, covering their costs and publishing their report. The Universities, having consulted FINHEEC, therefore decided the focus of the evaluation and carried out and reported on a self-evaluation exercise. The external evaluation teams received the self evaluation report, visited the University, interviewed staff, students and external stakeholders, and based on the self evaluation report and the interviews, reported their findings and recommendations. The teams are responsible for the contents of the report.

We wish to thank the Peer Review Team of the University of Turku for their work and a report, which in our view will be useful not only for the University of Turku, but also for other Finnish higher education institutions and for policy makers.

**Kauko Hämäläinen**  
Secretary General

**Anna-Maija Liuhanen**  
Senior Adviser

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## Peer Review Team

### Chair

Dr **John Goddard**, Professor of Regional Development Studies and Pro-Vice-Chancellor of the University of Newcastle upon Tyne. He was a member of the Peer Review Team considering the regional role of Eastern Finland Universities and led the OECD's Institutional Management in Higher Education Programme study on "The response of higher educational institutions to regional needs".

### Members

Professor **Ingrid Moses** is Vice-Chancellor (Rector) of the University of New England in regional Australia. She has been a member of the OECD sponsored review of Finnish higher education and German higher education.

Prof. Dr. **Ulrich Teichler**, Director of the Centre for Research on Higher Education and Work of the University of Kassel. He was Chairman of the Consortium of Higher Education Researchers and is President of EAIR. He was a member of the team evaluating the University of Jyväskylä in 1993 and member of the OECD expert team reviewing the Finnish higher education policy in 1994.

Dr **Ilkka Virtanen**, Professor of Operations Research and Management Science and Dean of the Faculty of Accounting and Industrial Management of the University of Vaasa. He was a member of the Peer Review Team considering the regional role of Eastern Finland Universities and is vice-chairman of FINHEEC's Accreditation Board for Professional Courses.

**Peter West** has been head of the administration of the University of Strathclyde, in Glasgow, Scotland since 1990. Strathclyde has an international reputation for innovative approaches to University management, and he was invited to lead a seminar on the evaluation of administrations organised by FINHEEC in 1998. He is currently President of OECD's higher education management programme, IMHE. In 1996, he was awarded an honorary doctorate by the University of Rostov-on-Don, for his work in assisting the modernisation of the Russian Universities.

# I

## The Context of the Evaluation and Approach

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### Turku University within Finland and the Finnish Higher Education System

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The University of Turku is one of the principal multi-faculty universities in Finland after the University of Helsinki. In many fields it has the highest national standing and several of its leading academics have significant international reputations. The University is located in what is now one of the second tier cities of the country but historically Turku and its University played a key role in providing the scientific and cultural underpinning for an independent Finnish society. But as Finland has become more internationally orientated via the capital city and new Universities have been successfully established in smaller towns throughout the country, the city of Turku and Turku University have perceived themselves to be challenged from above and below. In terms of challenges from above Helsinki and its University and other institutions of higher education have captured the lion's share of national economic growth. The University of Helsinki and Helsinki University of Technology now account for 30% of all teaching staff and 32% of all research staff in the Finnish higher education system, creating a concentration of people and associated resources 2.5 times the combined size of the Higher Education Institutions in Turku. The challenge from below has come from institutions with a specific mission to serve industrial and regional needs, including the new Polytechnics, untrammelled by long established academic structures and which have been able to grow more rapidly than Turku University.

This position—of an established traditional university in a second tier city—is not uncommon in Western Europe. In order to counter threats from above and below, many such universities have re-discovered their city and regional roots and have begun a process of organisational adjustment to enable them to both respond to and shape the development of the wider society. The University comes to see itself as not only being located **in** a particular city and region but having to play an active part in the development **of** the area. This involves *inter-alia* providing through research the technological basis for new forms of economic activity; enhancing through teaching and professional development the knowledge and skills base of established local sectors; attracting and anchoring international mobile investment and last but not least taking a leadership role in civil society. The adjustment process does not involve any downgrading of aspirations to simply reacting to local needs but rather the creation of mechanisms connecting the local to the global body of scientific and cultural

knowledge. The local environment therefore becomes a resource for the university and the university a resource for the community enabling both together to meet internal and external challenges. Most significantly for the University, local and regional engagement becomes the crucible in which a more dynamic and open institution can be forged.

Turku University has made important steps in the direction of becoming a more locally embedded institution. Examples include its work in Bio-City, designed to contribute towards the growth of new industries based around leading edge bio-science and the establishment of a new IT and electronics teaching programme for engineering run jointly with the other higher education institutions in the city and designed to meet the needs of local industry. Further, in terms of organisational adjustment, it enabled a newly elected Rector to recommend the appointment of new Vice Rectors. As the process of adjustment has just begun and has yet to penetrate all aspects of the University's endeavours, it was highly appropriate that the external impact of the University should be chosen by the University as a theme of this evaluation.

## The Evaluation Process

The evaluation proceeded along well established lines of an institutional self evaluation report and discussions based on that report between members of the University, external stakeholders and an international Peer Review Team. The Peer Review Team visited Turku in the Spring of 1999 to obtain a briefing on the University and the region and discuss the approach to be adopted in the self evaluation. The team returned in the Autumn and conducted formal interviews with the Rectorate, administration, Deans, faculty representatives and members of the Centre for Extension Studies, students and research and industrial liaison managers. In addition the panel met with representatives of other institutions of higher education in Turku (Åbo Academy, the School of Economics and Business Administration and the Polytechnic), the City and Regional authorities and business leaders. The records of these discussions and the self-evaluation report form the basis of this report of the Peer Review Team.

The self-evaluation exercise was a major project led from within the University's Planning and Development division and guided by a steering group chaired by the Rector. It was influenced by a previous evaluation of the regional role of in the Universities of Eastern Finland and an OECD project under its Institutional Management in Higher Education Programme on the response of universities to regional needs<sup>1</sup>. Each faculty undertook its own self-evaluation, identifying strengths, weaknesses, threats and opportunities. These evaluations were complemented by cross cutting reviews of the conduct of teaching, research and the University's community service and civic role viewed from the perspective of how each of these activities contributed to processes of economic

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<sup>1</sup> OECD (1999) *The Response of Higher Education Institutions to Regional Needs*. Programme on Institutional Management in Higher Education, OECD, Paris

and social development. To support the self-evaluation the University commissioned, from two experts in the UK, independent reviews of its research, technology transfer and industrial liaison activities and the work of its Centre of Extension Studies (including the wider university involvement in adult education).<sup>2</sup> Internal research projects were also undertaken. These included: an extensive telephone survey of the public image of the university held by key opinion formers in Finnish society and backed up by in-depth interviews with a smaller sample; a survey of students graduating in 1997 and a longitudinal study of 1994 graduates; a survey of new students and a statistical analysis of the economic impact of the University.

*The PRT commends the University on the quality of the self evaluation documents which represent a most comprehensive and self-critical analysis of the University's present position, and which provide a firm basis for an on-going process of institutional learning. We therefore recommend the University creates some internal mechanisms to ensure that the information gathered in the self-evaluation reports are widely disseminated inside of the institution and we also recommend the faculties, departments and administrative services report annually on lessons that have been learnt from their own self-evaluation and from elsewhere in the institution and how this has informed their own practice.*

*While the final self-evaluation is strong on analysis it stops short of clear recommendations for actions to build on strengths, address weaknesses, counter threats and exploit opportunities. This is clearly a task for the new Rectorate and we understand that this work has already begun. The following summary of the PRT's analysis and conclusions should be seen as a contribution to this ongoing process.*

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<sup>2</sup> Tomlin R. (1999) *University of Turku—External Impact of Research, Technology Transfer and Regional Liaison Activities*. Centre for Higher Education Research, University of Newcastle upon Tyne, UK

Taylor R. (1999) *Report of External Evaluation on the Centre for Extension Studies, University of Turku and of the Wider University Involvement in Adult Education Work*. School of Continuing Education, University of Leeds, UK.



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## 2

### Strategic Direction

#### The University Profile

The University of Turku has nearly 16,000 students, 750 academic and 400 research staff spread across six faculties (Humanities, Mathematics and Natural Sciences, Medicine, Law, Social Sciences and Education). (Figure 1). The only major areas not covered are engineering and business management. The strongly academic orientation of the University is set out in the University's Strategic Statement.

The primary academic and social function of the University of Turku is through the promotion and practice of free, critical scientific and scholarly research, and the provision of teaching based on this research. Turku University constitutes a research, education and cultural community of high international standards. The goal of the University is on the one hand to promote intensified international collaboration, while simultaneously guaranteeing the widest possible access to education, and the transmission of the Finnish cultural heritage. As an institution in a pluralistic and democratic society, Turku University maintains a critical perspective on society and social phenomena. More specifically, in the regional context, it is the task of Turku University to promote intellectual and material welfare in south-western and western Finland. The University of Turku aims to provide its students with the skills and knowledge necessary for them successfully to fulfil their tasks in society and to be fully capable of international collaboration.

Source: University Strategies (quoted in the Self Evaluation Report)

External perceptions of the University as revealed by the interviews with opinion formers pick up these messages in the mission statement. Table 1 provides a selection of indicative views about the academic structure of the university, its basic teaching and research tasks, its sphere of influence, its engagement with industry, public activity and culture.

Table 1. External Perceptions of the University

- 
- “A multidisciplinary university, not a one-sided institution”
- “A university with a capital U. In the old sense of what *universitas* means”
- “One of the family of treasures of Finnish intellectual life. Nationally, of course, Helsinki University is Number One”
- “Turku University has been sleeping—a little like Snow-White—for a considerable time—at least ten years—[.....]. Perhaps it’s just a matter of the rectors’ profiles and visibility—at least partly”
- “When the polytechnics came on the market it had a reverse effect—that the universities have to be more and more careful to preserve their profile as scientific establishments. This releases the university from some obligations, but not from the obligation of interacting with society”.
- “Application is always the goal of all research. It may be a somewhat more distant goal in some projects, but there should be no such thing as research that is completely unconnected with anything else, research for its own sake, and refusal to allow it to be used for anything else but one’s own list of merits”.
- “[When] business is being asked to contribute considerable sums of money, the question arises of how we can influence the way it’s used. In this respect we’re coming very close to the university’s autonomy, and it seems a little as though they’re not always ready to understand that we only want their best”.
- “Turku University has national and international influence at least in proportion to its size”
- “Public discussion needs contributions from bishops and rectors alike. And there should be no limits to the subjects they can comment on. It’s everyone’s own business. Some things you can comment on as a citizen, others as a rector. In some matters you may be an expert, in others a layman. To my mind it would be a good thing if they all took part in the discussion”.
- “In the town every sixth person you bump into is likely to have something to do with the university world [.....] Because the university is in the centre of town, you don’t have to say: I’ll go and see what’s going on in the university world—it’s there with us all the time”.
- “Cultural events where research and scientific work are brought to life—there are more of these than anywhere else I’ve lived. Whenever there’s anything on here, any event or theme, Mediaeval Turku or whatever, you can see that there’s always a lot of expert knowledge behind it—it’s not just improvisation—just getting dressed up and playing at something or other—there is a lot of substance in it”.
- “Multidisciplinarity is a strength that must be preserved, even though in a sense it may be expensive. It’s also difficult in the sense that there are some small disciplines that may turn out to be invaluable in ten years time”.

Source: Vanttinen; The Social and Cultural influence of the University of Turku

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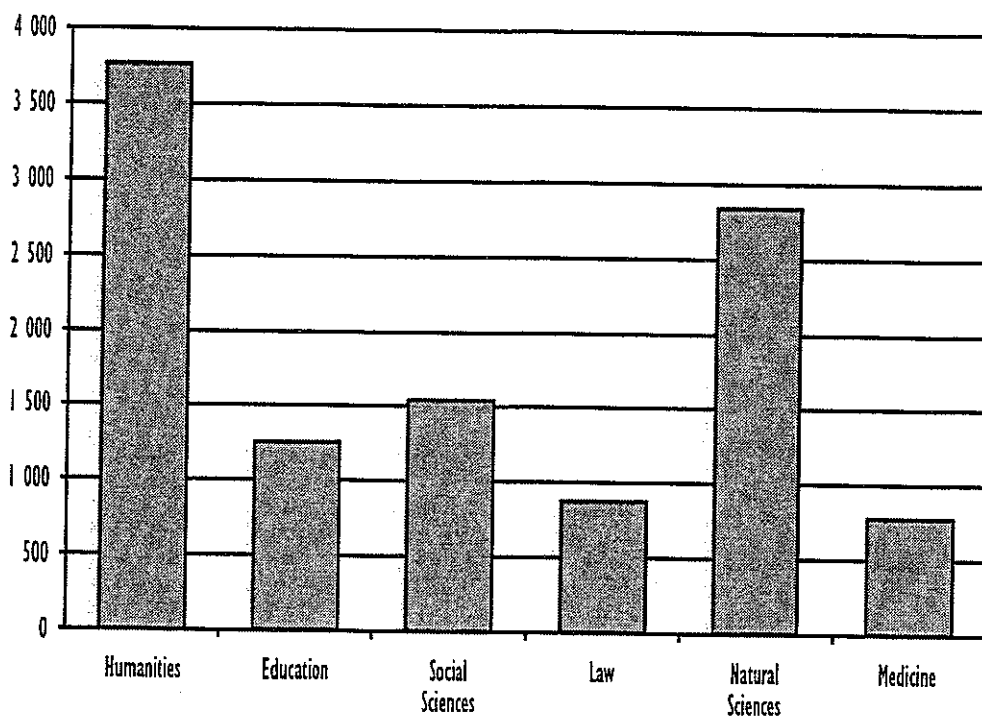


Figure 1. Student numbers by Faculty in 1998 (those studying for Master's Degree)

Statistics on student numbers and research performance provide a more solid measure of the University's position. In terms of student numbers the University has grown less rapidly than Helsinki University which recorded a 30% increase in the period 1990–97 to reach a total of 33,000 students. Whilst Turku University increased its numbers by 17%, it was overtaken by the University of Jyväskylä which recorded a 38% increase. Oulu University with a 27% increase had reached 13,000 students by 1998. At the same time the newer universities of Eastern Finland, with much smaller numbers grew by an average of 38%. And within Turku, the newly established Turku Polytechnic had 2,300 students registered in 1997, with approximately half in the fields of technology and transport.

Notwithstanding its national status, 70% of Turku University students are recruited from South West Finland and 49% find first employment in the region. However, over 20% of the university's graduates move to the Helsinki region, indicating the dominance of the capital city in the labour market for highly skilled persons.

In terms of research, the University has maintained its position. (Figure 2). According to the external review of research "Turku staff members produce 20% more international publications than did their colleagues in Oulu, and more international publications per research than any other Finnish University,

including Helsinki". It is second to Helsinki University amongst the multi-faculty universities in awards from the Academy of Finland (Table 2), and out-performs it in terms of income from Finnish firms (although on this latter measure it falls well behind Oulu University). Much of this research output is attributed to younger staff on short term contracts. These total 592 compared with 840 tenured academic staff; indeed the number of temporary researchers has grown by 94% since 1996.

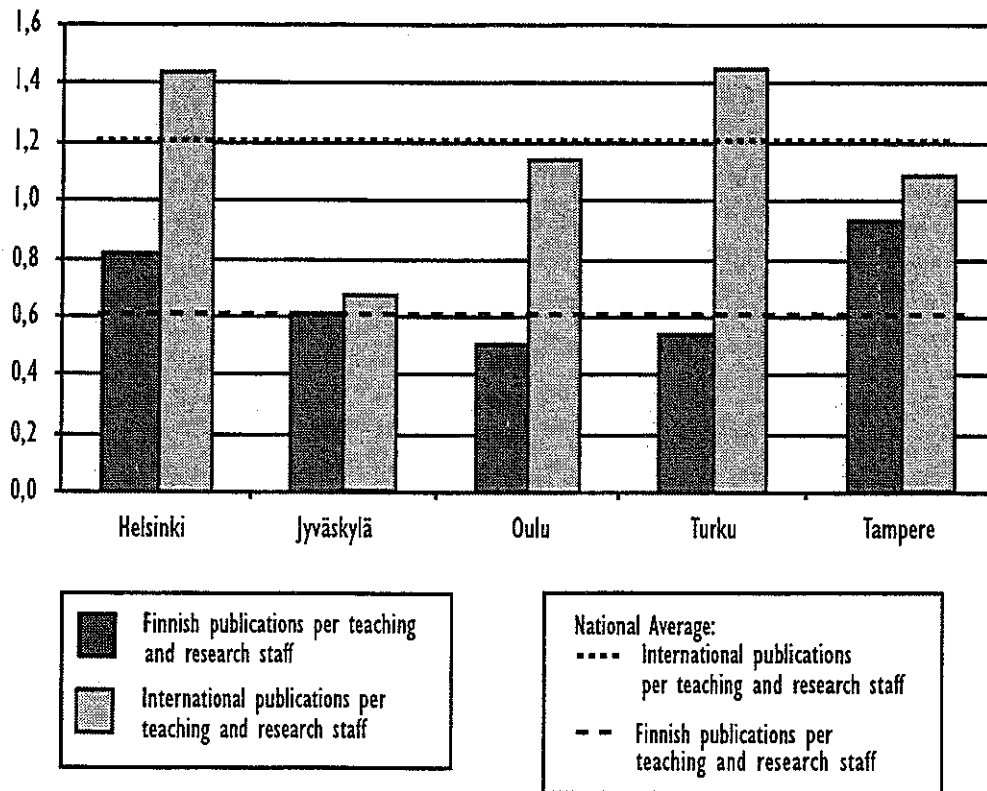


Figure 2. Scientific publications related to the number of teaching and research staff—four years average 1995–98 in multifaculty universities (incl. all study fields. National average includes all science universities). Source: KOTA database

Table 2. Research and development activity at the universities in 1993–97  
University funding (FIM 1000) from the Academy of Finland

University	1993*		1995		1997	
	f	%	f	%	f	%
In total	305,100	100.0	369,184	100.0	411,295	100.0
University of Helsinki	110,000	36.1	130,848	35.4	141,981	34.5
University of Turku	36,300	11.9	44,061	11.9	48,942	11.9
University of Oulu	26,600	8.7	34,667	9.4	38,553	9.4
University of Tampere	18,000	5.9	18,214	4.9	19,014	4.6
University of Jyväskylä	20,900	6.9	23,333	6.3	30,728	7.5
Helsinki Technology	30,700	10.1	37,309	10.1	37,766	9.2
Tampere Technology	12,200	4.0	17,440	4.7	15,731	3.8
Other universities	50,400	16.5	63,313	17.1	68,779	16.7
University central hospitals					9,801	2.4

\*) Figures indicated in the original document as millions

Source: Statistics Finland

In summary, the statistical evidence suggests that the University has avoided a dramatic expansion in student numbers with all that entails in terms of demands on academic staff time. Insofar as it has responded to student demand for higher education this has been achieved at arms length via a major growth in the Centre for Extension Studies, including open university courses. (With over 130 staff or one in eight of the people financed by the University budget and a turnover of FIM 55 million, the Centre is a major operation). In consequence, the University has been able to maintain a strongly academically orientated core research base. But at the same time it has not turned its back on sponsored research, with this chiefly being channelled through separate organisations such as BioCity. Indeed, its research portfolio is, in aggregate, more balanced than perceived by some external commentators, especially given the absence of a Faculty of Engineering. *We commend the University for maintaining a strong research base at the core of its activities and also responding to external needs by developing a significant volume of sponsored research.*

### Some Reflections on the Profile

Turku University falls squarely in the significant group of European universities modelled on the Humboldtian tradition. It is neither the breeding place of Nobel scholars nor a "second class regional university". Rather it is a university covering a wide range of disciplines, the majority of which have access to and/or participate in the global knowledge pool. So while some academic areas are more innovative than others the majority of its senior academic staff could be accepted as members of the appropriate international "college" and their students recognised as having reached the necessary academic standards.

But while the university is a well respected academic institution the key questions raised by the self-evaluation relate to a new *Zeitgeist* under which universities are asked “Where do you excel?” “Where are you different from other quality universities?” “What can you sell?” And, “How do you make potential users who do not value academic publications aware of your teaching and research capacity?” When universities like Turku account for what they have on offer on more direct lines than the traditional academic or producer led modes of endeavour, they are likely to look like a fairly good “stamp collection”. There are very valuable elements, some normal elements, some gaps, but taken as a whole, the observer does not get excited about the collection.

This position represents a difficult challenge for the University of Turku. Excessive prioritisation in favour of strong research areas, especially in the biosciences, could destroy the potential of multi-disciplinarity. It is well understood that some of the strongest challenges facing Finnish society depend on the mobilisation of cultural as well as scientific knowledge—for example in fields like bio-ethics and environmental management. A highly selective approach would imply strong central control, a process which could kill the creativity on which activity driven by economic, social and cultural needs depends. However, realising the potential of multi-disciplinarity in research and teaching involves some animation and academic leadership such as facilitating increased communication and cross fertilisation, creating new incentives and taking collective action in dissemination. Like most traditional universities, Turku derives its strength from being a social institution based on the maximum spread of responsibility, initiative and heterogeneity of substance. But there comes a point in which this spread of responsibility results in institutional fragmentation, with sub-optimal arrangements for co-ordination within the central administration and little ongoing academic appreciation of potential areas of collaboration across faculties and departments in teaching, research and external engagement. Indeed this lateral external and internal connection task is often hived off to self contained units on the periphery of the university (including liaison offices containing administrative services, careers services, etc.), leaving the disciplinary based academic heartland undisturbed. While this description does not fully fit Turku University, elements of it will be recognisable there.

In summary, *we recommend that the University should endeavour to remain a broadly based institution with external engagement as the focus for institutional development.* Certain qualifications need to be made to this view. First, *we do not see external engagement solely in terms of industry and business mindedness.* Given the absence of an engineering faculty and a business school this is not an appropriate model for the University. Rather, *the priority should be to encourage the humanities and social sciences to learn from successful experience in parts of science, medicine, law and education and to actively engage with the challenges of technological, economic, social and cultural development in the knowledge economy.* This should be seen as a positive opportunity because there is no such thing as the “engineering knowledge economy” or the “biology knowledge economy”—the demand is for citizens with a broad range of knowledge. The knowledge

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economy therefore requires high tech products **and** it also needs people who can use them. It also needs cultural entrepreneurs who need to develop a mix of creative and business skills at different stages of their careers. *We therefore recommend engagement should not be regarded as driving fundamental research, pursuit of knowledge for its own sake and critical thinking; rather, as generating quality academic work relevant to but at a distance from final demand.* A commitment to providing institutional responses to external challenges should also act as a powerful antidote to the tendency towards fragmentation that can come to characterise decentralised and under managed traditional universities. Thus the requirements of the external world demands that the university introduce transversal procedures in terms of improved information flows, new lines of co-operation and a re-assessment of the position of specialised services.

# 3

## The Role of the Rectorate and Faculties

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### Academic leadership

External engagement poses a serious organisational challenge for the traditional university. In the loosely managed university, responsibility for engagement is dispersed and such activity is often unrecorded and unrecognised. But external partners expect a more corporate approach, reflecting a capacity for the institution to mobilise its resources across the piece in order to meet new challenges that cross disciplinary boundaries and embrace teaching, research and community service/leadership roles. This implies a form of leadership which is difficult to realise when national Governments give limited autonomy to institutions and university governance structures emphasise collegial processes of decision making which can be slow and cumbersome.

The Finnish Government has recognised these problems and in 1998 a new law was put in place providing greater autonomy within a revised framework for the internal management and organisation of Finnish Universities. Universities can now make their own decisions about internal divisions into Faculties and Departments, can include lay persons on governing bodies and can decide their own procedures for the election of a Rector (who can be from outside of the University).

Turku University took advantage of this legislation, initially in just one area, namely the procedures for the election of a Rector and the identification of Vice Rectors. Specifically, an electoral college selected a new Rector internally who was appointed with effect from August 1999 for a period of 5 years (3 years previously). He was also given authority to recommend to the University Council the appointment of two Vice Rectors with designated areas of responsibility (for teaching and research). At the same time, the central administration of the University was re-named the Rector's Office to emphasise the role of the Rector as the leader and the central administration as being in a supporting role. The Head of the Administration now reports to the Rector and heads the Rector's office. This change took place in parallel with the university initiating the present evaluation of its external role, signifying the importance the new team attached to their role in representing the University to the outside world and vice versa. The PRT believes that these new arrangements clearly give the Rector and his colleagues a mandate and a time frame in which significant changes can be achieved. *We commend the University for the bold steps that it has already taken in revising its governance and structure of administration, specifically in relation to the appointment of its Rector and Vice Rectors and the establishment of the Rector's Office.*



## The role of the faculties

The revised national legislation creates the possibility of additional changes in the internal academic structure of the University that requires further debate. Significantly, in the revised regulations, no parallel changes were made in the way in which Deans are appointed to their role and responsibilities and how the administration of the faculties is conducted. The current faculties vary significantly in size and in the nature of appointments of Deans in terms of their ongoing engagement with teaching and research. Most relevant to this review, the faculties display very uneven relationships with the external world and indeed willingness to engage in such relationships. Some Deans do not see themselves as having a downward academic leadership role, including the promotion of external engagement. At the same time they are unclear as to whether or not they are part of the senior management. In these circumstances, the production of a standard self-evaluation report across all of the faculties was a significant achievement. Nevertheless, it was apparent to the PRT that this was very much a top-down exercise with variable buy in at a faculty level.

Moving to the level of academic departments, there is an equally wide variation in size and degree of external engagement. In the Faculty of Law there is only one department. Some Heads of Department appear to take on the job solely because it is "their turn". The responsibility for academic governance lies with each faculty council and there appears to be no university rules for faculty and departmental management. In these circumstances, the responsibility defaults to each faculty administrative office, an office which can operate with a high degree of autonomy in relation to the new Rector's office. The PRT noted that the Rectorate were dubious about the tolerance of the university towards more rapid change. However, we came to the view that *the changes made at the senior management level now need to be followed through rapidly by changes at the faculty and departmental level if the vision of a more externally engaged university is to be realised. We therefore recommend that the university initiate a review of the structure of faculties and departments. The review should cover: the number of faculties; the number of departments and responsibilities of Heads of Departments; the role and responsibilities of Deans within faculties in relation to senior management, including responsibility for teaching quality, research co-ordination and external affairs; the procedures for faculty decision making and resource allocation; and the role and responsibility of faculty administrators vis-à-vis Deans and the Rector's Office.*

We do not believe that this review should necessarily produce a uniform structure. Some faculties have major management tasks that are unique to them (for example, the Faculty of Medicine in relation to the University Hospital) and some are more diverse in terms of academic agendas, necessitating greater delegation to departments. Nevertheless, the University has to decide whether it wants to retain a universal three-tier structure of centre, faculty and department for its academic management.

## The role of the Rector and Vice Rectors

One of the consequences of the transitional situation arising from the creation of the Rector's Office and the signalling of a greater commitment to external engagement noted by the PRT is the pressure it has placed on the Rector. *This is because most of the old structures are still in place in faculties and departments and because the details of the roles and responsibilities of the Vice Rectors are still to be worked out. We therefore recommend that the Rector's new role needs to be defined and explained.* It needs to be relieved of all operational burdens and freed up to concentrate on policy initiatives; on development and communication of vision; and on external development issues. The essential element of this strategic management task should include: gaining acceptance and implementation of the Vice Rectors role in University wide portfolios which provide the framework for faculty and policy implementation; enhancing organisational knowledge, learning and memory through sharing best practice; incorporating Deans into senior management to achieve shared decision making, shared analysis of university wide policy and shared communication and explanation of decisions.

A major challenge facing the Rector and Vice Rectors relates to the management of financial, human and physical resources in support of the front line work of teaching, research and external engagement. Although some of the academic services like the Library and IT were outwith the scope of this evaluation, it is clear that *as the University is forced to rely increasingly on external income, the way in which its infrastructure is financed and maintained will become a major issue. We think these demands may be too much for the present small Rectorate. We therefore recommend that consideration is given to the appointment of a third Vice Rector with special responsibility for resources.*

*Within this portfolio of responsibilities in the Rectorate we must emphasise the importance of the Rector himself in relation to the university's external engagement. This must embrace both teaching and research where day to day responsibility resides with the Vice Rectors, oversight of external interface activities like the Centre for Extension Studies, partnership arrangements with public authorities and other universities. In carrying out these tasks the Rector will need support which is distinct from the largely internal role of the Rectors office, led by the Head of Administration. We therefore endorse the recommendation of the independent review of research services that the University should establish a Regional Development Office, with its head reporting directly to the Rector. We see this not as a line function but as a coordinating point for all external engagement, regional, national and international about which the Rector himself has to be knowledgeable and be seen to be knowledgeable. We suggest the term "regional development office" because the most frequent and politically most difficult issues are likely to arise at this level.*

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## 4

# The Changing Role of Learning and Teaching

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## The learning and teaching dimensions to external engagement

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External engagement of traditional universities has hitherto been seen largely as something relevant principally to their research with a focus on such activities as technology transfer, the establishment of new technology based spin-off companies and the mobilisation of university expertise through consultancy to solve short run industrial problems. Where teaching and learning have contributed to a university's external role this has been chiefly confined to programmes of continuing education/professional development undertaken by self contained units with limited impact on mainstream first and higher degrees programmes. Except in professional areas such as education, law, engineering and medicine, the content of teaching programmes has been determined by academic priorities. The emphasis has been on imparting a given body of knowledge through formal teaching and generally not influenced by the skill needs of employers and the labour market.

However, outside of universities there is a growing recognition that the transfer of knowledge through academic research into application that meets economic, social and cultural needs, depends on skilled people who can act as "carriers". Students can contribute to economic development by: providing a channel for employers to the global knowledge base available to their university teachers; by providing feedback to through continuing professional development programmes and as alumni in order to ensure that teaching reflects current employer needs; by providing access for teachers to challenging research problems and by establishing the social basis of relationships on which the commercialisation of the science base can build.

For this process to work effectively, students need to engage in a learning process through which they require several different kinds of knowledge: first, know what, that is facts and information; second, know why, that is principles and laws necessary to reduce trial and error; third, know how, that is the skills and capability to do something, skills that are traditionally acquired within the workplace; and finally know who, that is information about who knows how to do what and the social capability to establish relationships to special groups in order to draw on their expertise.

Such principles need to inform all university learning programmes if higher education institutions are to contribute to what Florida defines as learning regions: "to be effective in this increasingly borderless global economy, regions must be defined by the same criteria and elements which comprise a knowl-

edge-intensive firm: continuous improvement, new ideas, knowledge creation and organisational learning. Regions must adopt the principles of knowledge creation and continuous improvement, new ideas, knowledge creation and continuous learning; they must in effect become *knowledge-creating or learning regions*.<sup>3</sup> Key to such a learning region is the human infrastructure and the institutional mechanisms that foster interactive learning, and a central part of this infrastructure, in terms of the reproduction and adaptation of human resource, are universities.

### Student recruitment, progression and graduate placement at the University of Turku

In more straightforward terms, universities contribute to regional development through their teaching role in a number of ways. First, by attracting students to the region from outside. Second, by increasing the number of students from the region remaining within it for their studies. Third, by ensuring these students progress satisfactorily and acquire the skills required by employers. And finally, by ensuring as many of the university's graduates as possible take up employment within the region in order to enhance the human capital utilised by regional employers.

With respect to student recruitment from its region, the University of Turku is highly successful, with 70.2% of its undergraduates coming from the provinces of Turku and Pori. This figure has risen from 63.2% in 1974, suggesting growing regional embeddedness in terms of student recruitment. However, the self-evaluation report notes that "**some** departments have assumed an active role in the recruitment process and are already taking advantage of different mechanisms such as alumni associations, graduates working in the region and direct contact with study councillors in higher secondary schools. **Some** departments offer students the opportunity to intern in local schools, where they participate in the provision of teaching, hence raising educational aspirations." In this as in other areas to be considered later there is evidence of many imaginative initiatives. However, they are not systematically applied across the university.

In terms of student progression, the University is suffering from increasing drop-out rates, particularly in the humanities and natural sciences. But in this regard it performs better than the other Finnish multi-faculty universities. Whilst there is increasing freedom for students to construct individual study programmes through selection of options, the self-evaluation report notes that "in the absence of systematic guidance and support mechanisms it is often, in practice, difficult for students to exploit the opportunities." It goes on to state that "in practice the focus on pedagogical development varies from programme to programme. Study guidance, feedback and systematic evaluation of teaching and

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<sup>3</sup> Florida R (1995) "Towards the learning region" *Futures*, 27, 527-536

learning are particularly well organised in the fields which have national recognition for teaching (medicine, law, history, psychology and bio-chemistry and food chemistry) ... (but) ... there is a need to facilitate better dissemination of best practice". These views were confirmed by students who told the PRT that because the tutorial arrangements were voluntary there was considerable variation in the degree of support received from academic staff. This is especially a problem for students in their early years.

The most relevant shortcomings in terms of the concerns of this evaluation is the lack of systematic work based experience. Again there are cases of good practice. For example the faculty of Mathematics and Natural Sciences, because of its external links, has been able to make greatest use of a university scholarship fund to assist students with placements for the preparation of a dissertation; and the Centre for Extension Studies in collaboration with the Department of Cultural History has organised a credit bearing course for advanced students, covering project management, career planning, communication of ideas, entrepreneurship and work based practice on aspects of cultural management. Nevertheless a survey of graduates from 1994 covering their experience as students suggested "only limited and not very dynamic interaction with the outside world" (See Figure 3). Some departments have established alumni associations to provide feedback, including establishing internships. For example the Faculty of Law provides the opportunities in legal practice which link community service and academic requirements. But this is far from general practice. Indeed the survey of graduates records that outside of areas recognised as national Centres of Excellence for teaching there are serious shortcomings in the teaching of transferable skills, including IT and foreign languages.

It is perhaps for this reason that the self-evaluation report points to the fact that "graduates of the University of Turku appear to face greater difficulty than average in finding employment". Working in association with other higher education institutions and regional partners, the University Career Service is making important efforts to assist graduates find employment, particularly within the region. Nevertheless, only 49% of graduates take up employment within the region, chiefly within the public sector. (This is of course a demand side as well as a supply side problem).

Similar caveats about the need to disseminate good practice and develop transferable skills also apply at the doctoral level. Students in applied science and medicine working on projects with external sponsorship have the most rewarding experiences. Similarly students within national graduate schools, like the multi-disciplinary Graduate School of Cultural Integration (which is led by the Rector of Turku) acquire a wide range of skills. There is clearly a need to share these lessons within and between the faculties.

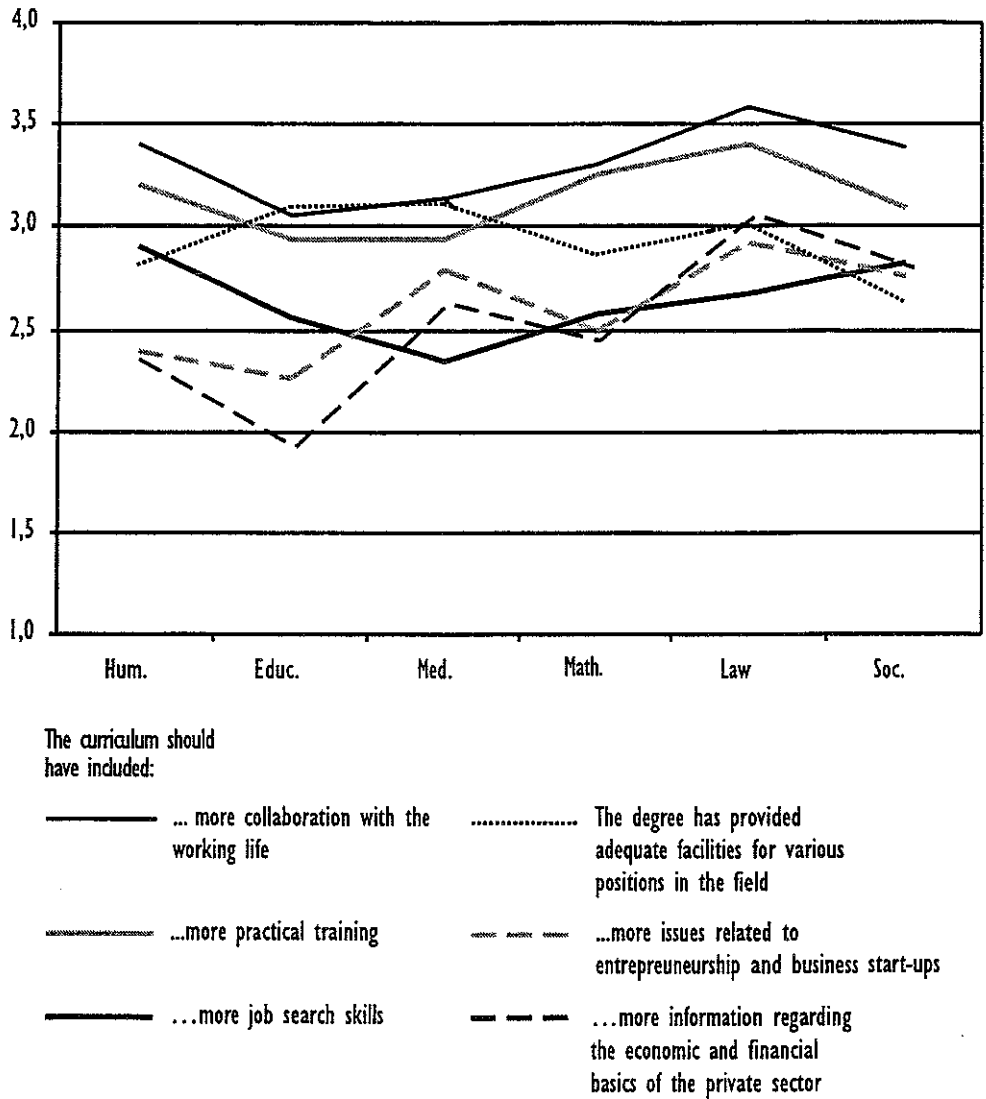


Figure 3. 1994 Graduates' views on their education  
 (1: completely disagree; 4: completely agree)

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## Conclusion: spreading good practice

Our review of teaching and learning exemplifies more than any other area our “stamp collection” metaphor. The University will clearly have to improve its mechanisms for ensuring the quality of teaching and learning experience students receive across all programmes if it is to confront a number of fundamental challenges. These include: a growing demand for competencies relevant for work and society captured in such phrases as “employability”, “entrepreneurial skills”, “transferable skills”, “core competencies”, “problem solving”, and “communications”; the expansion of student numbers with more students having poor entry qualifications and limited social capital; competition from the AMK sector with its more practice orientated approach; the introduction of bachelors degrees creating a demand for more vocationally orientated masters programmes; expansion of doctoral programmes with more relevance to employment outside of academia; and the growth of lifelong learning.

Turku University is beginning to address some of these challenges through the work of specialised units like the Careers Service and the Centre for Extension Studies and individual departmental and sometimes faculty learning and teaching initiatives. Although it was beyond our remit to undertake an in-depth review of curriculum development processes and support for learning and teaching, *it is essential if the university is to enhance its outreach activities that it has learning and teaching quality assurance processes in place. This suggests the need for a more systematic and ongoing review of the curriculum and support for learning and teaching. We therefore recommend that the university establish a new Learning and Teaching Council chaired by a Vice Rector and including representatives from the faculties and student support services and the Centre for Extension Studies and the Centre for Maritime Studies. We further recommend that each faculty should establish a similar body with representatives from all departments and that the Council should cover doctoral as well as masters programmes. In keeping with the priority attached to external engagement, we recommend that the Council should initially focus on topics such as work based learning (including project placements, advice of alumni in curriculum design etc) and the internal dissemination of good practice in these areas.*

## 5

### **The Role of Research and Research Services**

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#### The new production of knowledge

The environment confronting researchers in higher education is changing rapidly. Most significantly, there is a widespread acceptance of the thesis concerning the "new production of knowledge" promulgated by Gibbons and others.<sup>4</sup> According to this thesis an old mode of knowledge production (mode 1) in which the organising principle is homogenous, disciplinary and hierarchical, is being challenged by a new mode (mode 2) in which the organising principle is non-hierarchical, transient, trans-disciplinary, socially accountable and reflexive. Most significantly, mode 2 knowledge production is undertaken *in the context* of application. Consequently universities no longer have a monopoly on knowledge production and must enter into strategic alliances with a range of knowledge producers and users in order to remain at the cutting edge of research.

The new process of knowledge production requires new organisational forms such as research institutes which cut across academic departments and bring together scientific, technological and socio-economic knowledge with commercial expertise and which therefore span the boundaries between universities and the outside world.

In many traditional universities these research institutes and other organisations established to link university research to business and the community remain on the periphery. However, as Burton Clark observes a new breed of entrepreneurial universities is emerging in which the expertise of these peripheral units is brought to the centre to inform overarching institutional strategies which are then incorporated into policies which seek to transform the traditional disciplinary based academic heartland.<sup>5</sup>

Such policies are seen as increasingly necessary if universities are to preserve their coherence, core values and maintain their basic infrastructure in the face of declining public funding for research. These challenges are now being confronted in the Finnish higher education system where only half of university research expenditure is now covered by core state funding. The Academy of Finland, which provides 23% of all external funding for universities, has decided that 25% of its resources will now be channelled into research programmes

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<sup>4</sup>Gibbons M. et al (1994) *The New Production of Knowledge: The Dynamics of Science and Research in Contemporary Societies*. Sage, London.

<sup>5</sup>Clark B. R. (1998) *Creating Entrepreneurial Universities: Organisational Pathways of Transformation*. Pergamon, Oxford



funded jointly with other sponsors. A further 8% of its budget will be devoted to centres of excellence. Both the programmes and the centres are "mission orientated". In all Academy programmes, the value of a project to those who will utilise its findings is now a key evaluation criteria. The second largest funder of university research after the Academy, Tekes, has an explicit remit to promote industrial innovation and development, while the EU Fifth Framework programme, with its structure of key action built around defined economic and social goals, is becoming increasingly important to Finnish universities.

The University of Turku has made significant progress in facing the challenges posed by this emerging new research context, most notably in relation to the bio-sciences. BioCity Turku, a joint venture between Turku University, Åbo Academy and the City of Turku is rated as an "outstanding success" in the independent evaluation of the university's research. BioCity Turku, which includes the Turku Centre for Bio-technology, has been awarded the status of a national Centre of Excellence. Six out of twenty national graduate schools in cellular and molecular biology including bio-organisms embracing over 100 doctoral students are co-ordinated through Turku. While drawing on the expertise of both universities, in 1998 only 28% of the funding of the Centre for Bio-technology came from the universities. Most significantly in terms of the focus of this evaluation, engagement with industry in the region coupled with support from local public bodies has ensured that Turku University has remained at the leading edge in the bio-sciences.

Part of the explanation for the success of BioCity is down to the fact that the day to day operations lay outside the normal administrative procedures of the universities. As noted in annual reports "the administrative system of Bio-City is a loose one and mainly copes with scientific matters"..... but,.... "the BioCity concept presents major challenges to the universities and other partners to organise a formal administrative system".

There are a number of other successful research units including a national research institute for the exploitation of short lived positron emitting isotopes in medical research (the PET Centre) which has strong links with the pharmaceutical industry; the Turku Centre for Computer Science which is also a national centre for research excellence and the Research Centre for Educational Sociology which draws the bulk of its funding from external sources.

These leading edge research centres are supported by a range of specialised units designed to provide services to industry and the region. These include Clinical Research Services Turku, Safety City (Toxicological Services), Bioanalytical Research Services Turku and the Bio-production Unit. Several are supported via the Turku Technology Centre, a legally separate company owned among others by the municipal authorities, the university foundation (a charitable trust), the Chamber of Commerce and private companies. The Centre has a staff of 25 specialising in research services, regional development programmes and the enhancement of entrepreneurship. More specifically, it advises on the development of university innovation into saleable products, identification of industrial partners, assistance in finding venture capital, feasibility studies, marketing, start up support and office services for new companies.

A significant part of the sponsored research activities of the university is undertaken by doctoral research students and post doctoral research staff on temporary contracts. In relation to the former group, the University co-ordinates 11 national graduate schools involving 158 students but as already noted has no internal graduate school for research students elsewhere in the University. In the case of post-doctoral researchers, their number increased from around 400 to 600 between 1996 and 1998. A significant proportion of these (80) are located within traditional academic departments in the social science faculty where they exceed the number of university funded academic staff (60). Yet the University has no development programme for these staff. This must be of concern given the ageing structure of the core academic staff (over half of the Professors are aged 50–60 and 25% have been in Turku for more than 20 years; only 16% are aged under 45).

## Evaluation

*The inter-relationship of the external funded activities with the academic heartland of the University, including issues of strategic financial and human resource management remains a challenge.* The independent review of research drew attention to the university strategy document of 1998 which identified issues in relation to the maintenance of the research infrastructure, selective funding of areas of strength and the administrative barriers to inter-disciplinary research. These issues have yet to be resolved.

We discuss in a later chapter the question of overhead recovery on externally funded research but suffice is to say here that how the flow of funds to and from the initiatives described above add to or detract from the university's ability to sustain and develop its research infrastructure remains unclear to us (and we believe to the university). Although the University has established a highly successful Research and Industrial Service Office (RISO) in the central administration outside of the Finance Department to provide professional support for academic staff applying and running externally funded projects, the relationship of this office internally with the faculty administrations and externally with bodies like the Turku Technology Centre is also unclear. Given the scale of the challenge RISO has far too limited resources to actively engage in supporting both the pre-award and post-award stages of externally funded contract research activity across all of the disciplines. In particular it needs additional resource to undertake work on intellectual property issues which we believe are properly carried out within the University rather than outside. We have already noted the challenge BioCity has presented to the University administration but would also draw attention to the concerns expressed by the Chairman of the Board of BioCity in his annual report about the renewal of the institute's administration viz. "The striking feature of the discussion has been mistrust. Obviously the Turku Centre for Biotechnology is not for everyone Our Centre for Biotechnology". If new initiatives are not to falter much work needs to be done to enable the University to launch and sustain adequately funded and managed multi-disciplinary research initiatives.

In conclusion *we recommend that the University should establish a Research Council to have oversight of its research strategy and policies relevant to the management of financial, human and physical resources to support research.* The Council should be chaired by a Vice Rector. In this role he should be supported by the Research and Industrial Support Office which should be directly accountable to him. *The Council should not be a top down planning body but ensure that the conditions are right to foster entrepreneurial research based activities in all of the faculties and supported by all parts of the central administration.* Evidence gathered in the independent evaluation of research suggested that "faculty interest (acted as) a barrier to inter-disciplinary research". This therefore suggests that the faculties are not formally represented on the Council. Rather it should be composed of research leaders with expertise in managing externally funded research, including people from outside the University. However, we do not believe the Research Council should be a body responsible for directly funding university research. Rather it should bid in competition with the faculties for limited resources to enable it to pump prime initiatives which, if successful, are absorbed into the mainstream funding of faculties and departments. Some of this pump priming funding should be available to invest in the basic research that is essential to underpin the production of useful knowledge. Indeed it would be consistent with the University's mission if some of the funds generated from overhead recovery on externally supported research were earmarked for this purpose and awarded internally on a competitive basis.

*If the University is to achieve its objective of remaining a broadly based institution, the first priority of the Research Council should be to work with the faculties of humanities and social sciences, law and education to develop appropriate structures whereby their engagement in multi-disciplinary research can be enhanced.* Possibilities include a research institute for the humanities and the social sciences, accommodating a number of specialised research centres and graduate schools with common facilities to support individual sponsored research projects (e.g. conference facilities, secretarial/administrative back-up, expertise in survey research and statistics). The humanities and social sciences can also bring to the natural and biological sciences insight and expertise relevant to their respective agendas in topics such as bio-ethics and environmental management; science policy and the economic and social impact of new technologies; business performance and economic development; human resources and labour market issues, etc. In developing its own policy in relation to the external environment, the University should also draw on the expertise of its humanities and social science research community.

*In order to develop its capacity to mobilise research resources from across the university to address the needs of the wider society and economy we recommend that the University invest in its internal Knowledge Management systems.* Whilst informal networks should work well in a fairly small (by international standards) university we believe that formal mechanisms for recording who knows what and who knows who are a necessary if not sufficient condition for creating a capacity to respond to new opportunities in the external environment.

# 6

## **Relations with the External Environment**

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### Universities and regions

Throughout the 20<sup>th</sup> Century universities have played a significant role in building the nation state. University research has contributed to the competitiveness of companies, graduates have contributed to the stock of human resources and university staff have played key roles in public bodies and in shaping public policy and have participated actively in cultural life and public debate. In short, universities have collectively developed the nation's firms, people and institutions.

More recently a new demand has arisen—for universities to act also as “region builders”. This role is not seen as a substitute for national engagement but as an additional requirement; indeed an effective regional role pre-supposes national standing. Significantly, because there are typically one or two universities within a region, the focus is more on individual institutional responses rather than universities as a group. Increasingly institutions are being expected to work in partnership with other public and private stakeholders, mobilising their considerable resources to map out strategies for the future development of the territory—in effect assuming some leadership role in the region.

There can be no doubt that various stakeholders in the development of South West Finland have woken up to the fact that the region's institutions of higher education are a key asset. Although the region does not currently have severe problems in economic terms there are signs of weakness in the regional economy vis vis other areas of Finland. The Helsinki region is growing in dominance, and insofar as there is a spill-over effect, it is in a corridor to the north—on the Tampere–Jyväskylä–Oulu axis. South West Finland has a high dependence on manufacturing industry (31% of total employment), most of which is not locally controlled and the business services and finance sector are relatively small (10% of employment). (Figure 4). Within manufacturing, mobile phones, radio and TV equipment account for 30% of the gross value of production, a high degree of dependence given the potential for production to be transferred elsewhere. Shipbuilding, another vulnerable sector, is the next most important manufacturing employer in the region. Significantly, 62% of the population of South West Finland (267,000 out of a total of 433,000) live in the Turku sub-region where higher education, with a total of 30,000 students is one of the cornerstones of the economy, employing 1 in 6 of the working population. It is not surprising therefore that the Regional Council in its promotional literature states “co-operation between the regional universities and other top research units and high technology industries offers the region considerable potential.

New fields of know how embrace bio-materials, diagnostics, pharmacy products, cultural activities, surface technology of various materials and food processing". Within this group of activities bio-science based industries are of most significance with 50% of Finland's bio-technology and 60% of its diagnostic industry currently based in Turku. Other regional assets include the tourist potential of the Archipelago and the location of the region as the gateway to Sweden and the rest of Scandinavia.

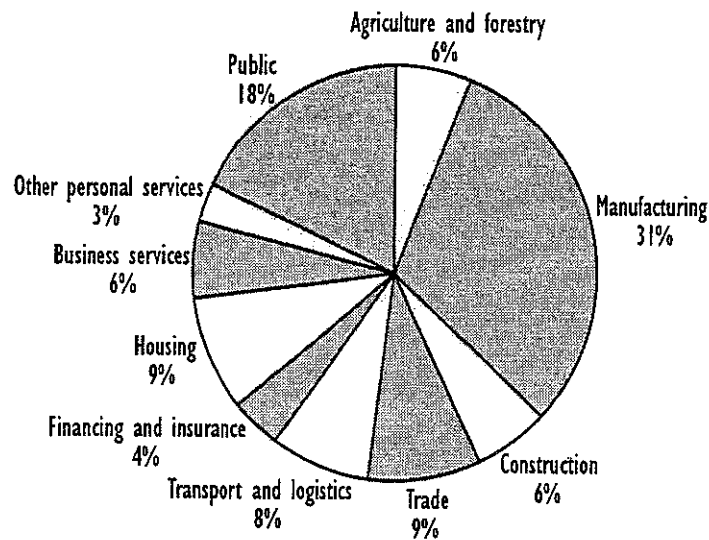


Figure 4. South West Finland GDP by sector

### Higher Education in Turku

How do higher education institutions in Turku respond to their regional situation? The city does indeed provide a diverse set of institutions which are each separately funded by central government as part of a national system in which there is no **explicit** regional planning mechanism. In addition to a multi-faculty university (Turku University) which is without an engineering faculty and a management school, there is a Swedish speaking university (Åbo Academy) which is relatively small but has of necessity to be broadly based, an independent School of Economics and Business Administration and a Polytechnic which specialises in training in engineering skills. In addition to a general grant each of the institutions receives earmarked funding relevant to economic development from various parts of central government—for example from TEKES for projects relevant to industrial innovation, the Ministry of Trade and Industry for national centres of expertise, the Ministry of Labour for labour market measures including regional development projects. The Regional Council of local government is also a relatively new body. So in the absence of a regional framework the higher education institutions have had to determine their own priorities, severally and jointly, in relation to economic development.

In these circumstances the extent of inter-institutional co-operation on individual projects which address regional needs and opportunities is significant.

The BioCity Turku and the Turku Centre for Bio-technology established in 1992 is a prime example. More recently, the Engineering Programme in IT and Electronics involving both universities co-operating through the joint centre for Computing Science (TUCS) and designed to meet the skill needs of the regional manufacturing sector is another significant initiative. The joint Turku Law School is also important for local professional services as is the joint programme in Bio-science and Health for the medical profession and the hospital service. The universities also collaborate in international recruitment and in the provision of careers services.

However, the scope for closer integration is constrained by the very different sizes and traditions of the institutions and, in the case of Åbo Academy, language barriers. Despite the need for a significant injection of management teaching into the academic programme of Turku University, few joint programmes exist with the Turku School of Economics and Business Administration. And at the level of vocational programmes the Turku University Centre for Extension Studies which we review later competes head on with the Turku Polytechnic. Although there is a sharing of ideas and information between the administrations of the institution, and regular meetings of the Rectors, the PRT could not see an overarching strategy for the development of the higher education sector within Turku. In terms of the focus of this evaluation, there appears to be no vision for the development of a knowledge based economy and learning region in South West Finland embracing the public and private sectors and which could guide the higher education sector in its planning and internal capacity building.

In these circumstances, and *as the premier institution of higher education in South West Finland, we recommend that Turku University take the lead by establishing in partnership with the relevant public and private organisations, a forum in which a long term strategy for the development of a knowledge based learning region can be worked out.* While led by the Rectorate, we believe that the University can call upon considerable analytical expertise amongst its academic staff to contribute to this process—for example the Research Unit for the Sociology of Education in relation to economic development and labour market issues, the Department of Geography in relation to urban development and environmental issues, the Faculty of Humanities in relation to cultural development and the cultural industries and last but not least from the Faculty of Mathematics and Natural Sciences in relation to technological trajectories which create threats and opportunities for key industries.

By engaging as many academic staff as possible in this exercise we believe the University will gain a better understanding of its region and regional development processes than is apparent at the moment. A possible template for this exercise is provided by the following six themes which cover the main dimensions of regional development. First, the enhancement of regional framework conditions including supporting the regional infrastructure, regulatory frameworks and underlying quality of environment and lifestyles. Second, business development processes including the creation and attraction of new firms with-

in the region, encouraging existing firms to generate new orders and meet their orders more profitably, structuring finance for growth and developing new products, processes and markets. Third, interactive learning processes, which encourage co-operation between firms to generate technological, commercial and environmental advantage as well as developing new skills in individuals and helping them to be better at training their staff. Fourth, redistributive processes that ensure that the benefits of enhanced business competitiveness is widely shared within the community and that the health and welfare of the population is maximised. Fifth, regional cultural development, specifically the creation, enhancement and reproduction of the regional culture where culture is interpreted as activities that enrich the quality of life but also as patterns of social conventions, norms and values that constitute regional identity. Finally, sustainability processes whereby long term regional development is underpinned by mechanisms that seek to improve the prospects for environmental sustainability, even though some of these objectives may appear to conflict with business development objectives.

### Internal mechanisms for regional engagement

*In parallel with shaping its external environment, we recommend that the University develop a clear internal strategy for regional engagement overseen by a new Regional Development Council with internal and external representation and chaired by the Rector supported by the Regional Development Office. In addition to having oversight of the work of specialist units, such as the Centre for Extension Studies, the Turku Technology Centre and BioCity Turku, the Council should be able to comment on research, teaching, financial, human resource and infrastructure policies which have a bearing on the University's regional role.*

The guiding principle of the regional strategy should be to ensure that external engagement is driven by the *long run* needs of the end users and draws upon the full range of knowledge, skills and tools available to the University. At the moment work with industry and commerce tends to be done by individual units each marketing and delivering specialist capabilities. The units are not sufficiently networked or integrated to share systematically information about firm needs and thereby maximising the scope for collaboration in meeting these needs. Whilst each unit may be effective in its own terms the approach tends towards a supply driven, compartmentalised set of activities which can, for example, reinforce the separation of work based learning, technology transfer and continuing professional development, a separation that is not helpful to end users and sub-optimises the University's contribution. Equally important, the University's contribution to shaping the general environment within which companies operate (e.g. technology, skills, business regulation and public policy more generally) are not brought together to support the development of specific "clusters" of inter-related businesses.

The PRT came across various references to business clusters in discussion with members of the University and external stakeholders but saw no docu-

ments relating to a cluster strategy. The paradigm of the cluster defined as “a geographically proximate group of interconnected companies and associated institutions in a particular field, linked by commonalities and complementarities” is now widely accepted as offering a more sound basis for innovation and economic growth than the simplistic model of the isolated company which can be aggregated with its peers into an industrial sector. We believe that by identifying such clusters the University could provide a focus for its economic development activities and which demands the use of all the tools at its disposal. These tools would include: spin out of new businesses; technology transfer to existing companies; student work placement; graduate recruitment; professional development for staff; inter-agency networking involving researchers; and policy development work with government agencies. We believe a cluster approach would also ensure mobilisation of expertise from various parts of the university, not just that based on science and technology, (e.g. lawyers, educationalists, sociologists, psychologists).

The four most obvious industrial clusters in South West Finland are biosciences and pharmaceuticals; engineering, including shipbuilding; agriculture, marine and food sciences and IT and informatics. A fifth cluster would relate to cultural industries, including the media and tourism and encompass activities which are vital to strengthening regional identity, self awareness and marketing. The University can play a key role in this cluster by providing audiences and creating “product”. It can also help attract and retain creative people on which this cluster depends.

*In summary, we recommend that the University establishes in partnership with external stakeholders an industrial cluster development strategy. We further recommend that the University recruit staff to the proposed Regional Development Office to act as business development managers for links with these clusters, mobilising university-wide resources to meet needs at the level of the employee, the company and the cluster as a whole.*

## The region and the externally engaged University

The PRT has deliberately chosen to view the issues of the University’s external engagement through a regional lens. Currently a great deal of the University’s sponsored research with business, its contribution to the professional development of staff within organisations and the personal development of individuals has a strong regional component. Earmarked support for these activities comes from local and regional sources, often to complement national, funding. But *regional relations are not and should not be exclusive—indeed the University must continue to interact nationally and globally if it is to prosper and contribute to the region. Indeed regional partners should play a role in assisting that global positioning.*



# 7

## The Role of the Centre for Extension Studies

### The growth of continuing education activities in universities

Traditional universities have had a long established third role focused on the community and taking the form of non-vocational adult education delivered by specialist units. These units have characteristically had a small staff of their own but also recruited part-time teachers from elsewhere in the University and from outside. In many universities the work of such units has expanded dramatically over the past twenty years as demand for lifelong learning and continuing professional development via vocational non-degree courses has increased. A particular focus of this expansion has been disadvantaged groups who missed out on full time university education, or those who are long term unemployed. As some part of this disadvantage might be due to location, namely living far from a centre for higher education, these units have often developed a capacity in open and distance learning.

Through this expansion university based units have increasingly come into competition with institutions of further education lacking degree awarding powers and which have addressed the same market segment, possibly in an area remote from a university. And as the agenda in regional development has shifted more towards human resources and skills, university centres for continuing education have been called upon to contribute in this area. Finally, in the case of Finland, centres of continuing education have been responsible for the national Open University programmes by which students lacking the necessary initial qualifications can gain access via credit accumulation to campus based university degree programmes.

In summary, it is not surprising that centres for continuing education have emerged as key organisations working at the interface between universities and the wider community. However, as mainstream teaching and research activities of universities have themselves accepted greater responsibilities for external engagement it is inevitable that the so called "third role" of the University—community engagement—ceases to be an exclusive preserve of centres for continuing education and the appropriate division of labour in relation to non-degree programmes becomes a matter of concern. *Key questions for the University as a whole, not just the Centre, include: "What are the priorities?" "Who delivers them?" "Who does what?" "Who pays who?" "How are charges determined?" "How are standards assured?"*

## The profile of the Turku Centre for Extension Studies

As a free standing unit, the Turku Centre for Extension Studies has been extremely successful, acquiring sufficient external funding to enable it to support 130 staff with a turnover of FIM 55 million. It contains a "Regional Development Unit" which focuses on SMEs and entrepreneurial development, especially in the Archipelago and rural areas. Entrepreneurship training concentrates on tourism and the food industry and new technology and product development. The unit also plays a role in the University's push into the less developed areas of the Baltic States. The work of its Regional Development Unit is paralleled by programmes of professional development for individuals. Although the Centre has extensive (as opposed to intensive) links with companies in the region, the bulk of its work is conducted with individuals rather than with businesses.

The Centre undertakes its work using a mixture of its own staff, part time teachers with relevant business expertise and academic staff from the University. University staff are hired on an individual basis and only one faculty/department has a formal contract with the Centre embracing financial and staffing transactions. As far as its immediate individual customers are concerned the formula works well and the Centre has continued to grow through repeat and new business.

Finally, building on its contacts with employers and understanding of labour market issues, the Centre plays an important role in raising degree student awareness of employment opportunities and facilitating graduate placement through collaboration with the Careers Service.

### An evaluation of teaching and outreach activities

It should be apparent from the earlier chapters that the profile that has been described does not fit well with the integrated approach to external engagement across the whole institution being recommended by the Review Team. We were told by many outside of the University of a strong desire for the entrepreneurship and professional development programmes of the Centre to be linked more closely to the mainstream research strengths in the core of the University. We sympathise with this view because *economic development is not just about people—it is also about technological innovation, the performance of firms and building the institutions that support these processes*. (The Centre is not and should not be a centre of research expertise). That this linkage can be achieved is apparent in relation to the Faculty of Education where the research strengths of the Faculty in pedagogical principles are incorporated into professional development programmes for teachers using the expertise of the Centre in organising and managing programmes.

*To facilitate the integration with the academic heartland that we think is necessary, we recommend that the work of the Centre for Extension Studies is overseen by the proposed Regional Development Council and its work focused through the proposed regional development strategy, particularly the cluster strategy. The Council should also ensure that financially transparent contracting principles are in place between the Centre and all academic departments.*

With the work of the Centre closer to the academic mainstream, a key concern raised by the independent evaluation will come to the fore, namely the need for “explicit and transparent quality assurance criteria and systems to ensure that there is no suggestion that “second rate” provision is being made for “second rate” participants”. Similar caveats apply to Continuing Professional Development activities and the work of the Open University. Indeed, the limited transfer of Open University students into University degrees could be partly attributable to a lack of confidence on the part of academic departments in the quality of the Centre’s programmes. *We therefore recommend that the proposed Learning and Teaching Council, as a matter of priority, agrees with the Centre the establishment of appropriate quality assurance mechanisms for the programmes it is managing on behalf of the University.*

As more academic departments engage with CPD and more individual organisations participate in the University’s programmes, increasing use will need to be made of open distance learning processes and technology. The Centre for Extension Studies contains the University’s principle concentration and expertise in this area. *We therefore recommend that under the auspices of the Learning and Teaching Council, the Centre is charged with contributing to the spread of good practice in open distance learning across the University.*

A final issue raised by the independent evaluation and which also emerged in discussions with the PRT was the Centre’s role in relation to the University’s links with other external stakeholders, particularly the AMK sector and local regional authorities. The links with the AMK sector are particularly important given the absence of an engineering faculty in the University and the significance of intermediate skills to several of the business clusters. Unfortunately, outsiders have the impression that the Centre is acting on behalf of the University almost by default through a lack of interest elsewhere, particularly at the senior management level. As discussed in Chapter 7 **the University** needs to work systematically on relationships with other educational institutions in Turku to identify development needs of the city and the region. The Centre for Extension Studies can play a key role in this process. *We therefore recommend that the University’s regional development strategy provide guidance as to the responsibilities of different units, including the Centre for Extension Studies, in maintaining relationships with other educational institutions in Turku.*

## The future organisation of lifelong learning

In the future the University will have to face the challenges of how it will respond to developments in the field of lifelong learning. At the moment the Bachelor's degree has only a minor importance in the Finnish university system, but its role is increasing. This means that the universities must be ready to create relevant and competitive Masters programmes for adults who have an earlier Bachelors degree combined with working life experience, and who want to continue their studies towards a Masters degree in the same field or are changing field. For the time being, only some pilot programmes have been started. In the University of Turku, the organisation of the programmes seems to be on an ad hoc basis; in the Masters programme in Embedded Systems, the Centre for Extension Studies has the main organising responsibility whereas the conversion programme in IT and electronics is managed by the Faculty of Mathematics and Natural Sciences. In addition there will be a requirement for Master-type programmes for students already having an AMK degree (and some work experience). Flexibility and increased co-operation, not only within the University but within the whole HE sector are clearly needed to be successful in organising this new type of adult learning.

*We therefore recommend that the Learning and Teaching Council assumed responsibility for ensuring a closer integration of the Centre for Extension Studies with the work of the Faculties and Departments. More specifically it should develop a strategy for defining how its student recruitment is allocated between the different channels (young students from the schools, Open University students, Masters programme students, students graduated from AMKs etc.) and how the different programmes are organised within the University (co-operation and division of labour between different faculties and departments and the Centre for Extension Studies).*

## 8

# Administration and Management

## The changing role of university administration

The administration of a University can play a key role in maximising external impact. First impressions matter and it is a University's public relations staff, telephone operators, and receptionists who have the opportunity to shape those impressions, as they deal with external callers and visitors. A universally implemented "front office" service culture is therefore of primary importance. Once external contact is established, there are many other ways in which an effective administration can help to make a University responsive. A recent study of five particularly innovative European Universities found that a "strengthened administrative core" was one of the five key features of their success. Staff in areas such as Research Liaison can help find funding opportunities and shape applications to fit the requirements of the external body. By adopting modern management methods, often from outside higher education, administrative staff can improve value for money and the quality of the service they provide to their key 'customers', the academic staff led by the Rector, who are then better able to perform their leadership roles. Finance and human resource management are perhaps the key areas in allowing the university to be business-like in its operations and to realise the potential of all the staff to develop the University's standing in its community.

## The Turku University profile

*The PRT commends the University of Turku's determination to move from 'administration', characterised by controlling activity and ensuring procedures are followed, to 'management', characterised by seeking out opportunities and making things happen, a commitment which should put Turku in the lead group of European universities which are modernising their structures.*

We noted several examples of the progress that has been made. The Research and Industrial Services Office, after being transferred out of the Finance Office, has adopted an enabling role, actively assisting academic staff to find support for their research: it was clear to us that academic staff welcome the change and appreciate the new approach of the research liaison team. A course in Financial Management, offered to academic departments was another sign of the importance attached by the University to training and dissemination of information on management issues. The appointment of an Internal Auditor, able to give the University's senior management impartial advice on financial issues and on value for money is a further sign of the commitment to modernisation.

The new structure of the administration, with eight divisional heads, is a welcome development which should soon start to reduce the heavy burden falling on the Rector. We were in no doubt that most of the administrative staff whom we met had the ability and the commitment needed to make a success of the transformation to management.

### **Evaluation of progress from administration to management**

The University's self-evaluation report admits that the 'University as a whole has not yet embraced the necessity for change'. In particular we believe the links between Faculty administration and the Centre are weak. For example, it was a matter of great concern to hear that appointment procedures and contract negotiations are largely de-centralised to general faculty administrators until the very last stage. Experience elsewhere suggests that human resource management is an area of increasing professionalism with Universities as employers exposed to legal challenge and financial penalty if they get it wrong. Related decisions about the financing of posts from University budgets or research contracts appear to be progressed with limited reference to the Finance Office or to the Research and Industrial Service Office. Similarly the administration of student services seemed confused. As the self evaluation report notes: "in the self evaluation of the faculties the one consistent finding was dissatisfaction with the co-ordination of academic student affairs, including planning and development activities, international affairs, graduate employment and pedagogical development. While the faculties attested to the importance they attached to the individual support services, such as the Career Services, there was concern about the lack of co-ordination of student affairs at central administration". *We recommend that the University clarify the roles and responsibilities of the Faculty offices vis vis the Finance, HR and Research and Industrial Liaison Office and all of those engaged in student affairs.* (This could be done by reference to clearly defined process documents spelling out who should do what and when in relation to, for example, staff recruitment and appointments). *We further recommend that consideration be given to staff in the Faculty offices having dual responsibility to the Dean and Head of Administration and also to the appointment of a Director of Student Affairs in the Rector's office to co-ordinate this area.*

Human Resource Management was a key area of concern identified in the self-evaluation. The University had 'not taken full advantage of the possibility of pursuing a more liberal pay policy'. We would agree with the view put to us by representatives of the Faculty of Medicine that a flexible reward policy is essential for the motivation of staff as they take on new entrepreneurial responsibilities. We also note the absence of a systematic staff appraisal process. Of equal concern, given the agenda set by the new Rectorate, was the limited evidence of a development programme for academic staff with management responsibilities (Deans, Heads of Departments, Research Group Leaders) and for those with boundary spanning responsibilities on both the academic and service sides of

the University. In all these circumstances, *we recommend as a matter of some urgency, the strengthening of the Human Resource Management section, and providing it with a substantial staff development budget.*

The area which gave us most concern, was Financial Management. We heard of academic departments running their own financial systems because of a lack of trust in the efficiency of the central system. Many weeks, we were told, would often pass before invoices finally appeared on budget statements. Within the administration, staff in the Planning section had been unable to obtain from the Finance Office the financial information they needed to negotiate the vital annual contract between the Ministry of Education and the University, and they had to seek it <sup>via</sup> directly, through Internal Audit. It was even put to us that the office was disinclined to provide financial information in the non-financial terms required by senior management.

The issue of overheads on research contracts is a key financial management issue. Clearly, this is an invaluable source of uncommitted funds for the Rector's Office which could be used, for example, to strengthen human resources in research management; to provide expertise in intellectual property and European Union issues to the Research and Industrial Support Office; to meet the research equipment needs of Faculties and to purchase the library materials for research purposes. The PRT were disinclined to accept the Director of Finance's assertion that the present central share of overheads could not be increased, particularly as the present 30% rate only just covers the direct central costs, including accommodation. We preferred to accept the alternative view put by the Research and Industrial Support Office and by the Internal Auditor that there was ample scope to increase central overhead recovery. *We therefore recommend that the University review its policy on overhead recovery with the aim of increasing the available resources to underpin its core research activities and new developments designed to enhance its external role.*

Discussion of research overheads leads on to consideration of the wider question of the transparency of the University's finances. As more and more income is derived from external sources, including consultancy, short courses and CPD, licensing agreements, EU co-financed projects and capital projects supported by the city and regional authorities, there will be increasing need for the University to be clear about what areas are "profitable" and which areas on academic and strategic grounds are being "subsidised" and from where. Of particular concern will be the relationship between core funding provided from central government and related to graduate output and short term project funding but where long term liabilities for staff can arise although funding is not guaranteed. *We therefore recommend the University undertake a review of how it models and accounts for its internal flow of funds.*

Although it was out of the scope of our review we were concerned about possible limitations of the University's management information system to support the transparent form of accounting and human resource management required of a university handling a large amount of non core funding. *We therefore*

*recommend that the University satisfy itself that its current information systems are able to support the form of management that it desires to achieve.*

The move from administration to management is a long journey, challenging traditional attitudes and calling for new skills. Not all those individuals who set out on that journey complete it successfully. The University needs to ensure that the development needs of staff engaged on this journey are met and that those who are not willing or able to meet the new expectations are not allowed to obstruct progress. Because of the many pitfalls and obstacles, external advice and assistance has proved valuable to other universities seeking to transform their administration, and *we recommend the University give serious consideration to seeking external assistance in the implementation of our recommendations about administration. This would be a worthwhile investment to accelerate a transformation that is underway and which will deliver great benefit to the University and its external impact.*

## Integration of Policy and Resources

At the heart of our recommendations are three academically driven central strategic bodies—a Research Council, a Teaching Council and a Regional Development Council. These bodies should assist the Rectorate with setting the direction and forming the framework of policies to guide action in **all** of the sub-units into which the University divides itself. (Faculties, Departments, Research Institutes and Centres, Academic and External Services). The Councils should be bodies that do not have consensus as their over riding rationale and hence members should be appointed according to their ability and experience and not as representatives of different sections of the University. The Councils will of course have to secure institutional buy-in and they should do this by means of consultation and communication of agreed strategies and policies.

In terms of the focus of the University on external engagement we believe that there will be inevitable overlap between the work of the three Councils. External engagement must take place through teaching **and** research **and should not be confined to activities that are only relevant to South West Finland**. It will be a key task of the rectorate to ensure that the necessary linkages between the areas are carefully managed.

We have stated that we do not believe these three Councils should be resource allocating bodies. They will need some resources to pump prime initiatives, for example to disseminate good practice. This leaves the question of how resources are to be allocated to support the strategic direction of the University. For this purpose *we recommend that the University gives consideration to establishing a University Resources Council, chaired by the Rector and composed of the Vice Rectors and the Deans and serviced by the Head of Administration*. This body should have oversight of all of the income of the University, both that received from central government and that earned for research and other activities. It should also be responsible for all expenditure, including allocations to faculties, departments, the central administration and service units like the li-



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brary, career service etc. All of the units should account for their expenditure against performance targets agreed with the Research, Teaching and Regional Development Councils.

It will be the responsibility of the academic/service leaders—Deans, Heads of Departments, Heads of Service—to implement the policies agreed in the three Councils. In this task they will need to be supported by highly professional administrators in areas like finance, human resources, research contracting, student management and IT and information services. Without a transformation in these areas of the University's administration we believe that the new direction set by the Rector and addressed by this evaluation could run into the sand. We therefore believe that our recommendations about the administration are of the highest priority.

## 9

## Conclusions and Summary of Recommendations

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The PRT has found much to commend in the work of the University. It is a University which its members and the city of Turku should feel justly proud. It is a well balanced institution in terms of its academic profile and its commitment to both basic and applied research. Its academic research performance in terms of research output of international standing per academic member of staff matches that of the University of Helsinki. Although it lacks an Engineering Faculty and Management School it has been successful in winning significant research contract income from industry and commerce. Its teaching in a number of areas is recognised as being of excellent quality. Through initiatives like Bio-City Turku and the work of the Centre for Extension Studies it is making an important contribution to the economic development of South West Finland and the Rector is identified as one of the region's most influential figures. Indeed, the University is now regarded as an important asset to the city and region. Last but not least it has embarked on a process of adjustment to enable it to engage more actively with the needs of the wider society. This is linked to a commitment to stronger academic leadership and to active institutional management as distinct from older styles of collegiate governance and administration—hence the title of our report.

The PRT therefore believe that the University is a strong institution and is moving in the right direction. It has recognised the challenge facing many similar institutions across Europe—of globalisation **and** of localisation and of the need for the University to be engaged with the economy and society regionally, nationally and internationally. However, if it is to sustain its position in the highly competitive environment of the new millennium it must be able to respond as an institution to many new challenges posed by society. To date that response has been partial and the strength of the whole institution has not been mobilised. Such mobilisation requires a wide range of transversal processes connecting different disciplines and functions (teaching and research) to the outside world. But a passive response will not be enough—the University must assume a leadership role, actively taking out to the wider society the core values of “critical, scientific, research and scholarship” that are set out in its mission statement. In short, we believe that external engagement can and should be at the heart rather than an addendum to the University's mission.

We set out below our conclusions and recommendations which have been abstracted from the text. They are designed to assist the University accelerate the changes that have already begun and therefore emphasise structure and procedures. They are not summative judgements and hence should not be read

in isolation from the argument in the body of the report. We should also emphasise that they are a response to snap-shot taken at the time of the self-evaluation report and of our visitation and in the evolving situation and recognise that many of the issues raised are being actively addressed by the University.

### The context of the evaluation and approach

- We commend the University on the quality of the self evaluation documents which represent a most comprehensive and self-critical analysis of the University's present position, and which provide a firm basis for an ongoing process of institutional learning.
- We recommend the University creates some internal mechanisms to ensure that the information gathered in the self-evaluation reports are widely disseminated inside of the institution.
- We recommend that the faculties, departments and administrative services report annually on lessons that have been learnt from their own self-evaluation and from elsewhere in the institution and how this has informed their own practice
- While the final self-evaluation is strong on analysis it stops short of clear recommendations for actions to build on strengths, address weaknesses, counter threats and exploit opportunities. This is clearly a task for the new Rectorate and we understand that this work has already begun.

### Strategic Direction

- We commend the University for maintaining a strong research base at the core of its activities and also responding to external needs by developing a significant volume of sponsored research.
- We recommend that the University should endeavour to remain a broadly based institution with external engagement as the focus for institutional development.
- We do not see external engagement solely in terms of industry and business mindedness.
- The priority should be to encourage the humanities and social sciences to learn from successful experience in parts of science, medicine, law and education and to actively engage with the challenges of technological, economic, social and cultural development in the knowledge economy.

### The role of the Rectorate and Faculties

- We commend the University for the bold steps that it has already taken in revising its governance and structure of administration, specifically in relation to the appointment of its Rector and Vice Rectors and the establishment of the Rector's Office.

- Changes made at the senior management level now need to be followed through rapidly by changes at the faculty and departmental level if the vision of a more externally engaged university is to be realised. We therefore recommend that the university initiate a review of the structure of faculties and departments.
- The review should cover: the number of faculties; the number of departments and responsibilities of Heads of Departments; the role and responsibilities of Deans within faculties in relation to senior management, including responsibility for teaching quality, research co-ordination and external affairs; the procedures for faculty decision making and resource allocation; and the role and responsibility of faculty administrators vis-à-vis Deans and the Rector's Office.
- Because most of the old structures are still in place in faculties and departments we recommend that the Rector's new role needs to be defined and explained.
- As the University is forced to rely increasingly on external income, the way in which its infrastructure is financed and maintained will become a major issue. We think these demands may be too much for the present small Rectorate. We therefore recommend that consideration is given to the appointment of a third Vice Rector with special responsibility for resources.
- Within this portfolio of responsibilities in the Rectorate we must emphasise the importance of the Rector himself in relation to the university's external engagement. This must embrace both teaching and research where day to day responsibility resides with the Vice Rectors, oversight of external interface activities like the Centre for Extension Studies, partnership arrangements with public authorities and other universities.
- In carrying out these tasks the Rector will need support which is distinct from the largely internal role of the Rectors office, led by the Head of Administration. We therefore endorse the recommendation of the independent review of research services that the University should establish a Regional Development Office, with its head reporting directly to the Rector.

### The Changing Role of Learning and Teaching

- It is essential if the university is to enhance its outreach activities that it has learning and teaching quality assurance processes in place. This suggests the need for a more systematic and ongoing review of the curriculum and support for learning and teaching. We therefore recommend that the university establish a new Learning and Teaching Council chaired by a Vice Rector and including representatives from the faculties and student support services and the Centre for Extension Studies and the Centre for Maritime Studies.

- We further recommend that each faculty should establish a similar body with representatives from all departments and that the Council should cover doctoral as well as masters programmes.
- In keeping with the priority attached to external engagement, we recommend that the Council should initially focus on topics such as work based learning (including project placements, advice of alumni in curriculum design etc) and the internal dissemination of good practice in these areas.

### The Role of Research and Research Services

- The inter-relationship of the external funded activities with the academic heartland of the University, including issues of strategic financial and human resource management, remains a challenge in relation to the maintenance of the research infrastructure, selective funding of areas of strength and addressing administrative barriers to inter-disciplinary research.
- We recommend that the University should establish a Research Council to have oversight of its research strategy and policies relevant to the management of financial, human and physical resources to support research.
- The Council should not be a top down planning body but ensure that the conditions are right to foster entrepreneurial research based activities in all of the faculties and supported by all parts of the central administration.
- If the University is to achieve its objective of remaining a broadly based institution, the first priority of the Research Council should be to work with the faculties of humanities and social sciences, law and education to develop appropriate structures whereby their engagement in multi-disciplinary research can be enhanced.
- In order to develop its capacity to mobilise research resources from across the university to address the needs of the wider society and economy we recommend that the University invest in its internal Knowledge Management systems.

### Relations with the external environment

As the premier institution of higher education in South West Finland, we recommend that Turku University take the lead by establishing, in partnership with the relevant public and private organisations, a forum in which a long term strategy for the development of a knowledge based learning region can be worked out.

- In parallel with shaping its external environment, we recommend that the University develop a clear internal strategy for regional engagement overseen by a new Regional Development Council with internal and external representation and chaired by the Rector supported by the Regional Development Office. In addition to having oversight of the work of specialist

units, such as the Centre for Extension Studies, the Turku Technology Centre and BioCity Turku, the Council should be able to comment on research, teaching, financial, human resource and infrastructure policies which have a bearing on the University's regional role.

- We recommend that the University establishes, in partnership with external stakeholders, an industrial cluster development strategy and recruits staff to the proposed Regional Development Office to act as business development managers for links with these clusters, mobilising university-wide resources to meet needs at the level of the employee, the company and the cluster as a whole.
- Regional relations are not and should not be exclusive—indeed the University must continue to interact nationally and globally if it is to prosper and contribute to the region. Indeed regional partners should play a role in assisting that global positioning.

## The Role of the Centre for Extension Studies

- Key questions for the University as a whole, not just the Centre, include: “What are the priorities?” “Who delivers them?” “Who does what?” “Who pays who?” “How are charges determined?” “How are standards assured?”
- Economic development is not just about people—it is also about technological innovation, the performance of firms and building the institutions that support these processes.
- To facilitate the integration with the academic heartland that we think is necessary, we recommend that the work of the Centre for Extension Studies is overseen by the proposed Regional Development Council and its work focused through the proposed regional development strategy, particularly the cluster strategy. The Council should also ensure that financially transparent contracting principles are in place between the Centre and **all** academic departments.
- We recommend that the proposed Learning and Teaching Council, as a matter of priority, agrees with the Centre the establishment of appropriate quality assurance mechanisms for the programmes it is managing on behalf of the University.
- We recommend that under the auspices of the Learning and Teaching Council, the Centre is charged with contributing to the spread of good practice in open distance learning across the University.
- We recommend that the University's regional development strategy provide guidance as to the responsibilities of different units, including the Centre for Extension Studies, in maintaining relationships with other educational institutions in Turku.
- We recommend that the Learning and Teaching Council assume responsibility for ensuring a closer integration of the Centre for Extension Studies with the work of the Faculties and Departments. More specifically it should develop a strategy for defining how the University's student recruitment is

allocated between the different channels (young students from the schools, Open University students, Masters programme students, students graduated from AMKs etc.) and how the different programmes are organised within the University (co-operation and division of labour between different faculties and departments and the Centre for Extension Studies).

### Administration and Management

- We commend the University of Turku's determination to move from 'administration', characterised by controlling activity and ensuring procedures are followed, to 'management', characterised by seeking out opportunities and making things happen, a commitment which should put Turku in the lead group of European universities which are modernising their structures.
- We recommend that the University clarify the roles and responsibilities of the Faculty offices vis vis the Finance, HR and Research and Industrial Liaison Office and all of those engaged in student affairs.
- We recommend that consideration be given to staff in the Faculty offices having dual responsibility to the Dean and Head of Administration and also to the appointment of a Director of Student Affairs in the Rector's office to co-ordinate this area.
- We recommend as a matter of some urgency, the strengthening of the Human Resource Management section, and providing it with a substantial staff development budget.
- We recommend that the University review its policy on overhead recovery with the aim of increasing the available resources to underpin its core research activities **and** new developments designed to enhance its external role.
- We recommend that the University satisfy itself that its current information systems are able to support the form of management that it desires to achieve.
- We recommend the University give serious consideration to seeking external assistance in the implementation of our recommendations about administration. This would be a worthwhile investment to accelerate a transformation that is underway and which will deliver great benefit to the University and its external impact.
- We recommend that the University gives consideration to establishing a University Resources Council, chaired by the Rector and composed of the Vice Rectors and the Deans and serviced by the Head of Administration.

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