

Supporting the Contribution of HEIs to Regional Development

Project Outcomes and Issues for the Final Report

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Outline

- Project features and methodology
- Drivers behind engagement between HEIs and regions
- Barriers to regional engagement
 1. national policy
 2. regional governance
 3. finance
 4. institutional
- Overcoming the barriers: a case study

Objectives of OECD Programme

- Response to multiplicity of initiatives across OECD to mobilise HEIs in support of regional development (HEIs + region)
- Synthesise experience into coherent body of policy and practise to guide HEIs and regional and national governments
- Provide opportunity for dialogue between stakeholders and help with clarification of roles and responsibilities (i.e. assist with capacity building in each country/region)

Distinctive Features

- Cross OECD Directorates (EDU/GOV)
- Diversity of audiences: HEIs, regional authorities, business and community groups, national governments
- Formative (c.f. summative) evaluations
- Expanding international networks of HEIs and regional partners

Participants

- 14 regions across 12 countries including one cross border region, hundreds of HEIs, and regional and national stakeholders from the private, public and the 3rd sector.
 - Denmark (Jutland-Funen)
 - Finland (Jyvaskyla region)
 - England (the North East)
 - Spain (two regions: Valencia and the Canary Islands)
 - Sweden (Varmland)
 - The Netherlands (Twente)
 - Norway (Mid-Norwegian Region)
 - Australia (Sunshine-Fraser Coast)
 - Korea (Busan)
 - Mexico (Neuvo Leon)
 - Denmark-Sweden (The Oresund region)
 - Canada (Atlantic Canada)
 - Brazil (North Parana)

Variety of Regions Opting In

- Administrative regions: varying degree of identity/cohesion
- Variety of population sizes and numbers of HEIs
- Metropolitan ↔ rural
- Central ↔ peripheral
- Devolved ↔ centralised governance
- Dynamic ↔ declining

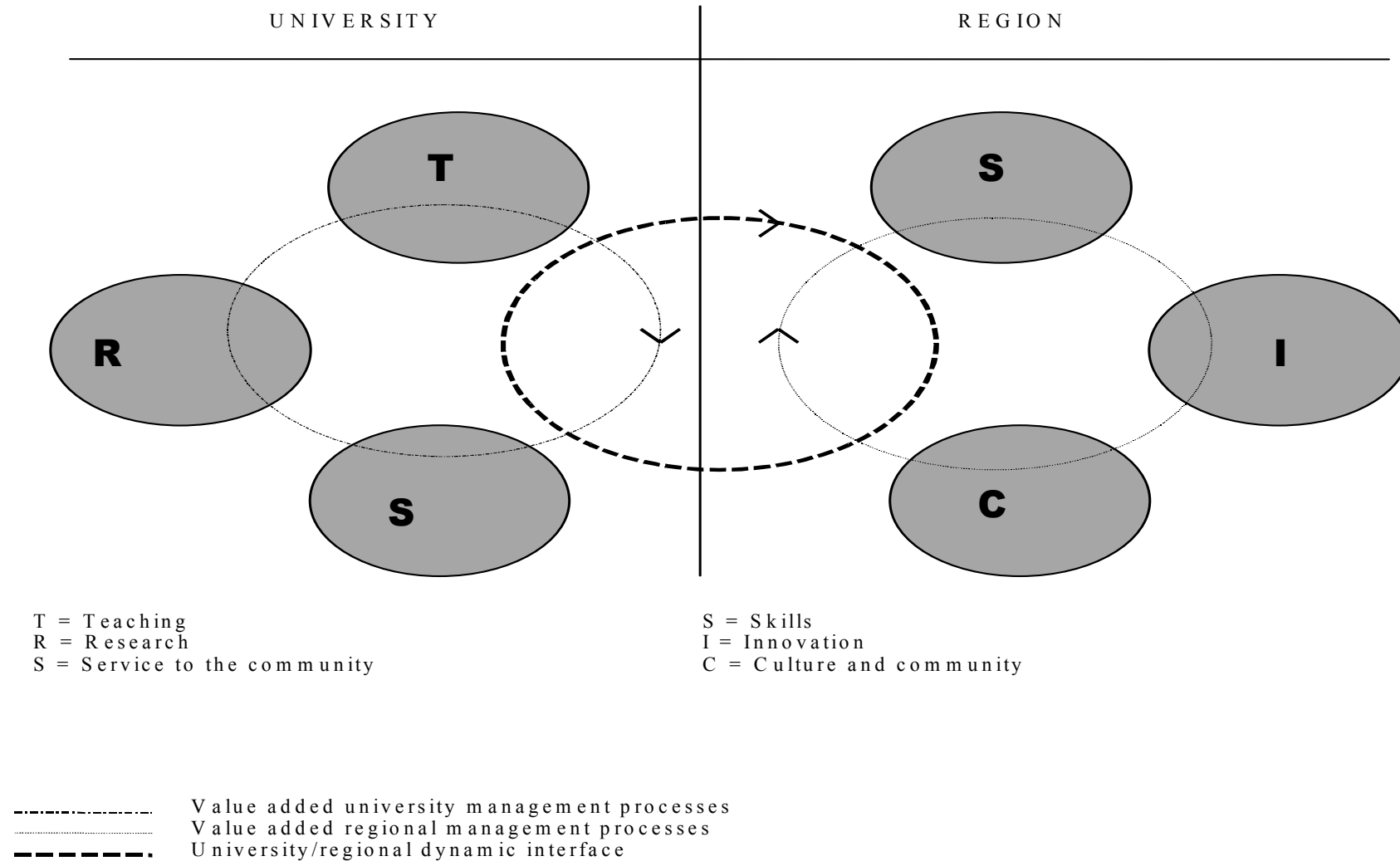
Variety of HEIs/HE Systems

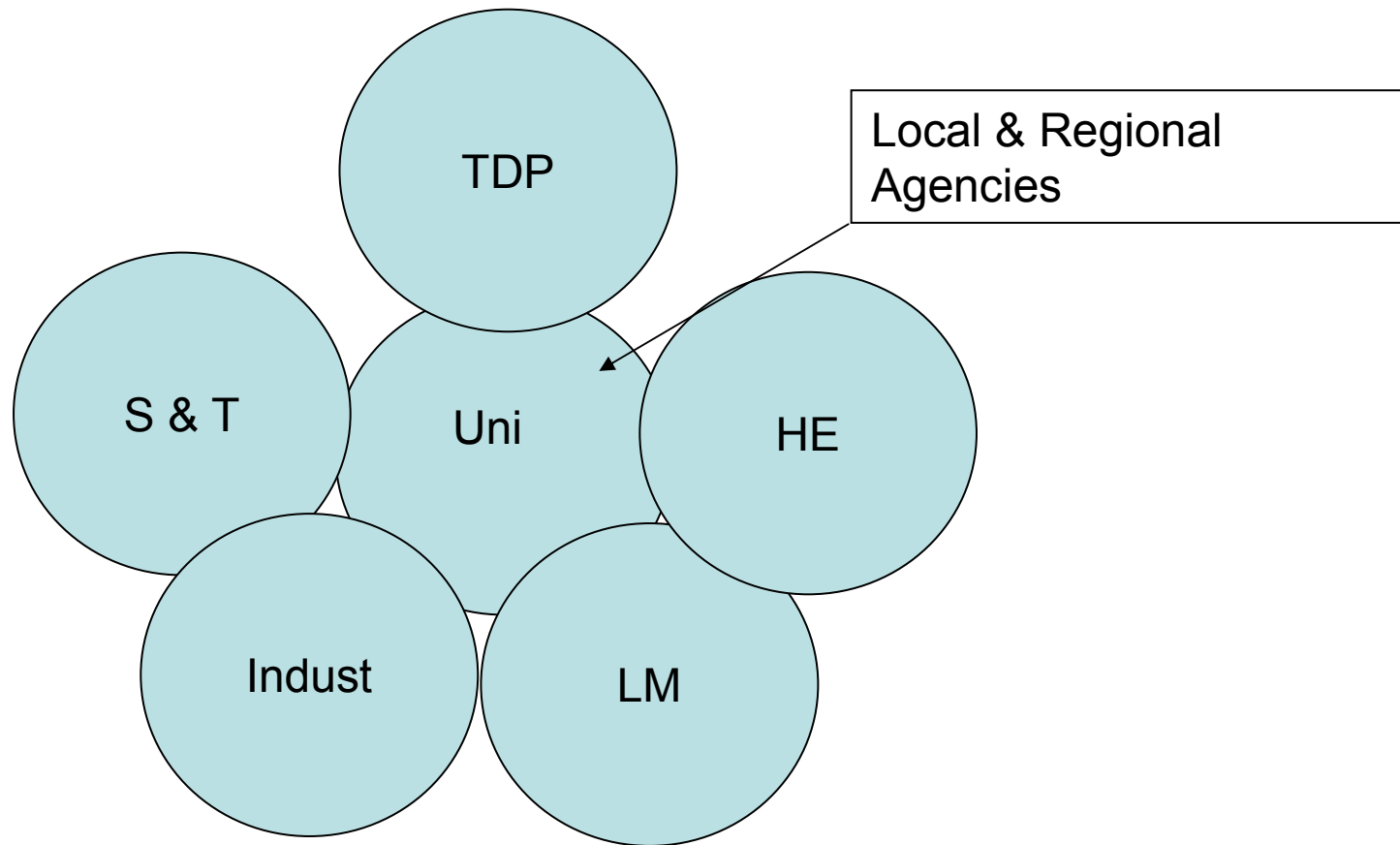
- Binary/unitary systems
- Institutional autonomy
- Internal governance / management
- Research – teaching / vocational orientation
- Public and private

Methodology

- Common framework for regional self-evaluation developed by OECD task group
- Self evaluation report by regional consortium using OECD guidelines
- Site visit by international peer review team (HEI, Regional, National Experts)
- Peer Review Team review team report and response from the region
- Analysis and synthesis by OECD task group drawing upon regional case studies and commissioned review of literature
- Production and dissemination of synthesis report

University/region value added





National policies impacting on university / regional relations

- Key:
- S & T Science and Technology
 - TDP Territorial Development
 - HE Higher Education
 - LM Labour Market
 - Indust Industry policy

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Reflections on Evaluation Process

- Extent of stakeholder engagement
- Ownership of self evaluation
- Embeddedness in stakeholders
- Maturity of partnerships
- Moving from unconnected projects to HE/regional development system
- Maintaining momentum
- Developing regional capacity and influencing national policy

Regional Drivers

- Post WW2 emphasis on reducing centre/peripherary disparities: nationalisation of HE
- 1970s structural adjustment problems in core cities: end of redistributive regional policy
- 1980s emergence of innovation orientated regional policy (innovative milieu: industrial clusters: learning regions)
- 1990s threats and opportunities of globalisation
- Current perspective: widening range of immobile supply side influences where HE has role (tacit knowledge, skills, cultural and social inclusion)

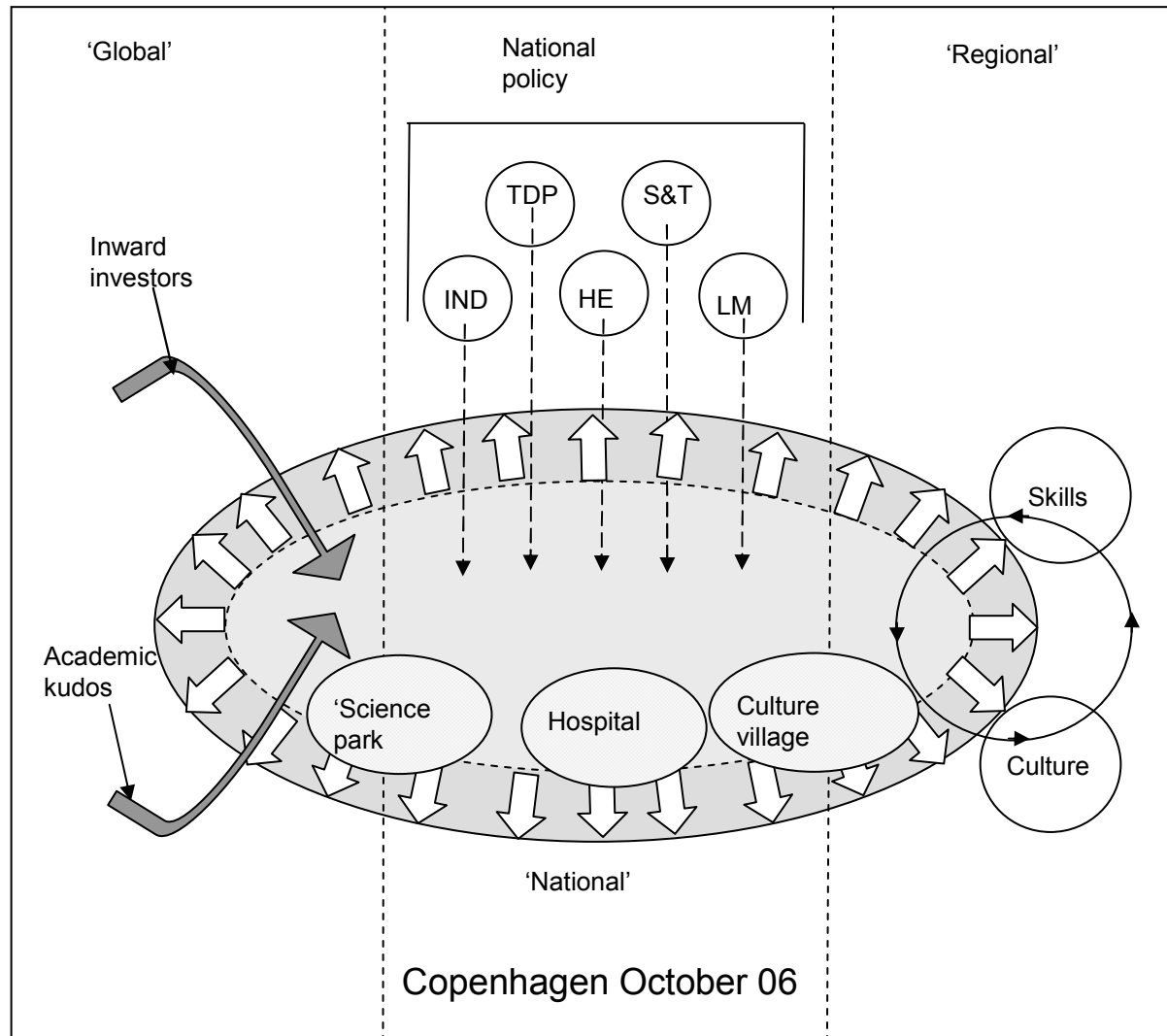
HE Drivers

- Heightened regional expectation of third “public interest” role of HEIs
- New teaching orientated HEIs to meet local as well as national skill needs
- Global competition facing research intensive HEIs – search for local externalities
- Declining public funding – entrepreneurial universities engaged in economic development
- Blurring of the boundary between HEIs

Regions and HE: A Synthesis

- HEIs discovering regions and regions discovering HEIs
- Conjoint interest in tying down the global in the local via engagement of HEIs in economic, social, cultural and environmental development
- HEIs as place makers, attracting and retaining creative people
- But HE not a magic bullet

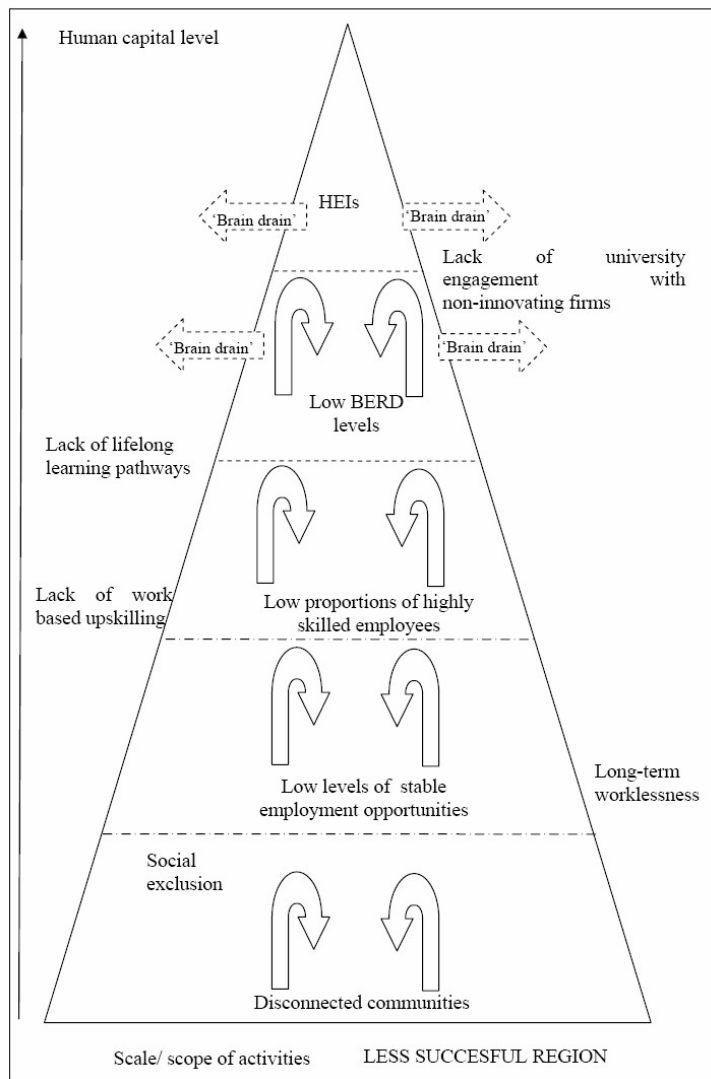
The regionally engaged multi-modal and multi-scalar university (after Arbo and Benneworth)



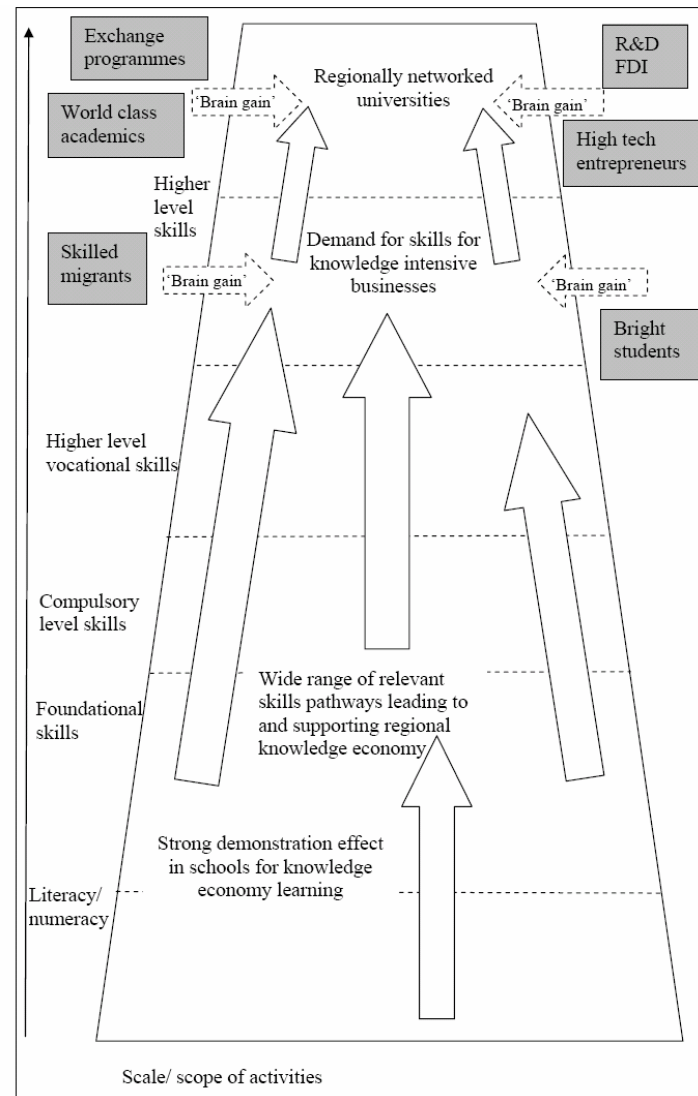
Barriers (1): National Systems of HE/S&T Policy

- Lack of a territorial dimension to HE policy
- HE meeting national/international research and education aspirations
- Uncoordinated HE, S&T and territorial policy at national level
- HEIs reinforcing hierarchies of regions
- Neglect of the role of teaching and learning in knowledge transfer and human capital development
- Barriers between levels in HE (e.g. vocational and non vocational HEIs)

The human resource upgrading process (after Arbo and Benneworth)



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Academic Leadership: Managing the Tensions

(after Vestergaard)

	HE – rationality	S&T – rationality	Synthesis
Ideal of government	<i>At-a-distance</i>	Close interaction	Close interaction – but ‘distantiated’
Distribution of tasks	R&T: U E&C: Other actors	R&T: U E&C: U	R&T: Researchers E&C: Students and PS partners (on-campus)
Conception of object to be governed	Guardian of truth, independent	Innovation factory, key agent in the IS	Innovation cradle
Conception of the subjects to be governed	Independent researchers	Responsive researchers	Guardians of truth and innovation facilitators – never entrepreneurs

Barriers (2): Regional Structures and Governance

- HE not domain of local government
- Fragmented local governments
- Limited regional level powers/authority
- Intra regional competition and urban/rural tensions
- Absence of strong private sector R&D base
- Inchoate SME populations

Barriers (3): Finance

- Third role legislation but not part of core funding
- Teaching funding related to student numbers/graduate output – poorly connected to regional needs
- Research not fully costed – no headroom for investment in translational research capacity
- Intra regional competition for consultancy / CPD
- Short term project based funding from variety of non HE sources (nb EU)
- Metrics – outcomes in non HE domains (e.g. job generation)

Barriers (4): HEI Governance, Leadership and Management

- Limited institutional autonomy to respond to regional opportunities
- No control over key place creating assets (estates)
- Weak internal management in old research intensive HEIs
- Unrelated drivers for T, R and O
- Partnership working confined to senior management and / or isolated entrepreneurial academics
- Intermediate organisations (e.g. science parks, centres for continuing education) detached from academic heartland

Jyväskylä in its National and Regional Context

- Prosperous city region compared with the rest of Central Finland
- 60% of population of Central Finland live in the city region
- Small city by international standards
- Jyväskylä unemployment above the national average, 30% long term
- Low productivity within existing business base, predominantly SMEs and low investment in R&D
- Higher education supports 1 in 3 of working population of Jyväskylä
- Without investment in Higher Education structural adjustment problems would have been worse

Jyväskylä University

- Long established multi-faculty University but without Engineering or Medicine
- 35% of budget earned for non-teaching activities (19% from EU structural funds)
- National/international orientation with 75% of student applicants from outside Central Finland
- Two thirds of graduates gain employment outside Central Finland
- Central Finland 5% of population but University has 11% of students graduating with Masters (2nd ranking in Finland)

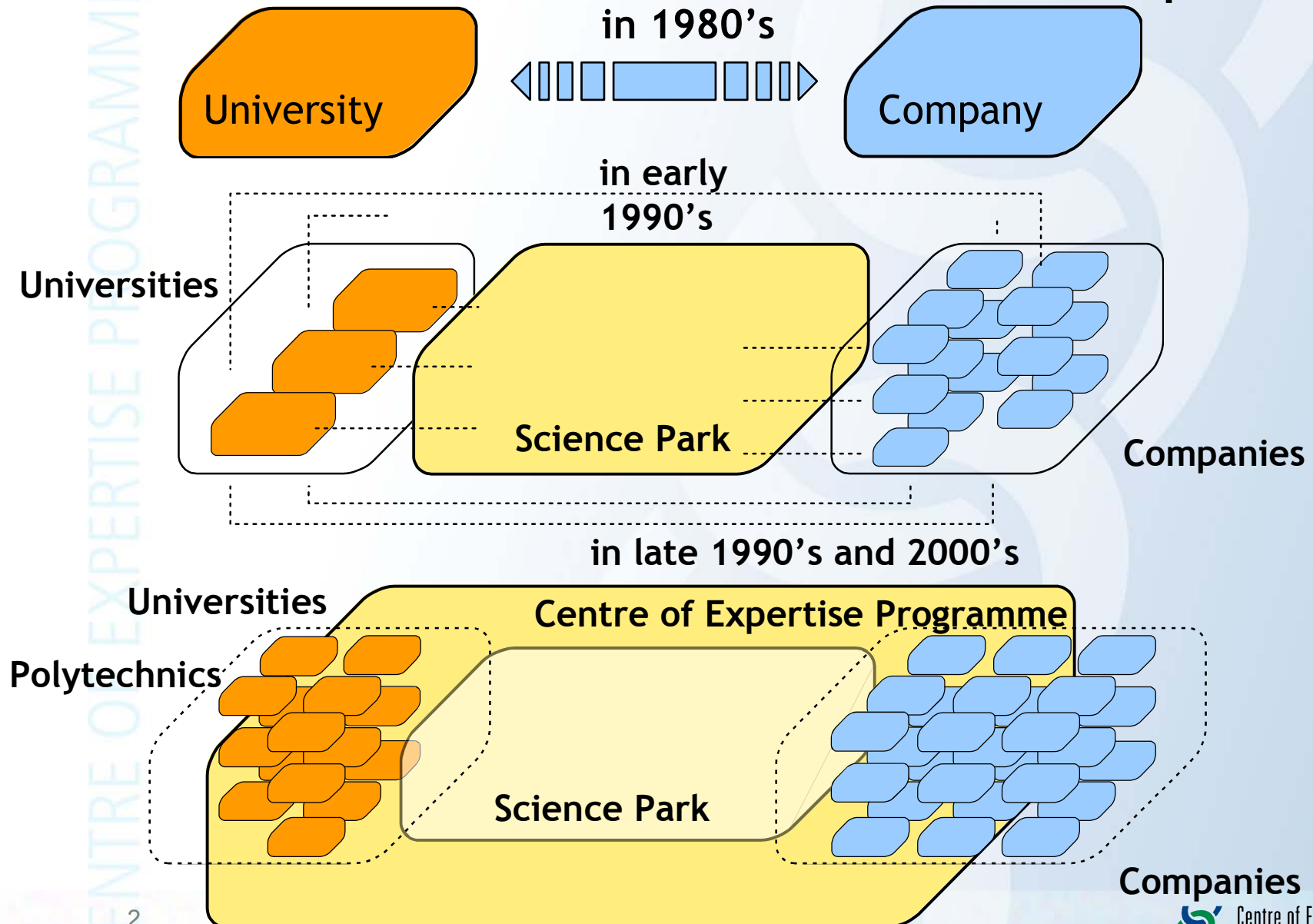
Jyväskylä Polytechnic

- New teaching institution with 7 schools including engineering, social care, tourism and education
- 11% of budget earned for non-teaching activities (72% from structural funds)
- 34% of students from Central Finland
- 60% of graduates employed in Central Finland
- Mission to serve Central Finland

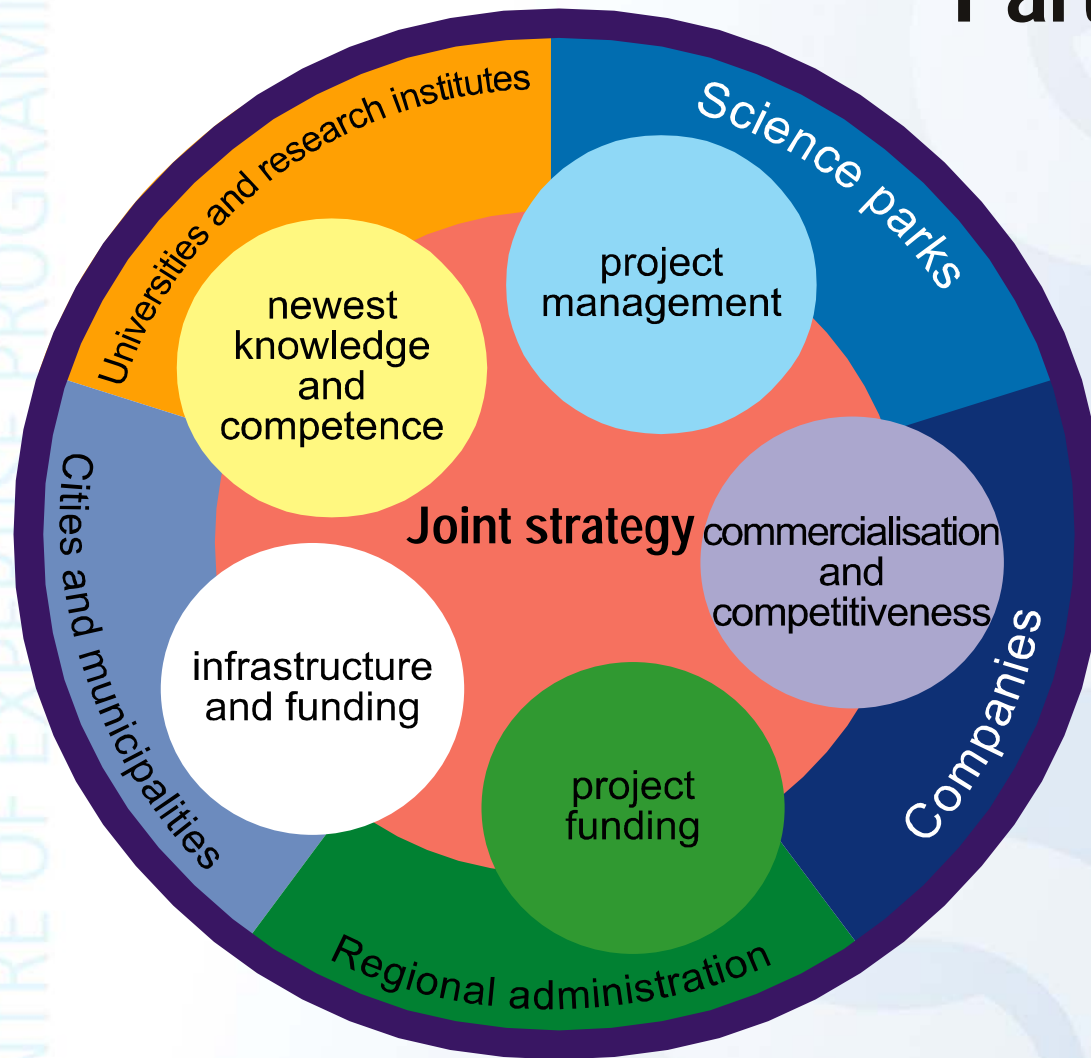
Jyväskylä : Wellness Technology and Ageing

- Basic research funded by the Academy of Finland in the Faculty of Sport and Health Sciences of the University.
- Establishment of an independent foundation with a strong representation from civil society (including the voluntary and community sector) to underpin the development of systems and services to support active ageing (Gerocentre).
- Translation of the research into products using the Wellness Dream Lab coordinated by the Polytechnic and supported by EU funding from the Regional Council
- Driving the social innovation necessary to facilitate the uptake of technology through practice based polytechnic applied research in hospitals and community services.
- Practitioner training undertaken in the Polytechnic and the flow of practitioners into the research programmes in the University to undertake higher degrees.
- A Human Technology Forum where actors in the system meet and exchange knowledge and experience
- A building (Viveca) owned and managed by the Science Park where selected parts of the above chain can operate, including spin out companies

Science Parks in 1980 - 2000 and CoE concept



Partners at regional level



Integrating Science Parks into HEIs

- The development of a common innovation strategy
- Agreements between the parties concerning codes of practice to guide action and purchases during the process of innovation from ideas to commercial products/service
- Consideration of commercial applications in the planning of new R&D projects and business possibilities during their execution
- Provision of pre-incubator facilities and services for students and academic staff
- Licensing via specialist service provider (*reach out*)
- Identification of business sources to contribute to HEI programmes and projects (*reach in*)

Obstacles to More Effective Regional Engagement by HEIs

- National innovation system with three separate pillars and no territorial dimension (except Centres of Expertise linked to local science parks)
- Current funding model for HE – no full economic costing for research and 3rd strand activities
- No mandate for Regional Councils to engage in development of regional strategies for higher education
- Overly rigid demarcation boundaries between Universities and Polytechnics and limited capacity for joint working
- Limited autonomy of Universities and related underdeveloped management capacity to build entrepreneurial institutions linking the global and the local

Overcoming Obstacles at the National Level

- Unequivocal regional development role for Regional Councils and universities as well as polytechnics
- A single Higher Education and Regional Development Fund (capital and revenue)
- Competitive bidding led by universities and polytechnics and other regional stakeholders (Municipalities, Regional Councils, Science Parks, Chambers of Commerce etc)
- 5 year programme and selection from a range of activities (translational research, knowledge transfer, skills development, community/cultural development)
- Clear mechanism for programme management, monitoring and evaluation of impact.

Overcoming Obstacles at the HEI Level

- More joint working building upon and supplementing current ad hoc collaboration
- Shared one stop shop for business support
- Review of educational pathways from the region into and through HEIs and into the local labour market
- Joint academic planning unit supporting the work of the Steering Committee
- Integration of Open University and Continuing Education into regional engagement strategy
- Strengthen management of regional engagement within the University – disseminating good practice throughout the academic heartland
- Baseline studies and ongoing impact assessment of regional engagement by both the HEIs in partnership with the regional stakeholders.

Next Steps

- Key leadership role of the Steering Committee
- Endorsement of the Committee's role by the City, the Region and Central Government
- Development of a single overarching vision linking global role of higher education and research to the development of Jyväskylä and Central Finland
- Continuing of the learning process initiated through the OECD review (e.g. response to recommendations)

Building Regional Higher Education AND Development Systems

- Challenges of accountability
- Evaluating conjoint impacts (HEIs on regions and regions on HEIs)
- Co-ordinating policy at the national level
- Towards an expanding international learning network