

▶▶ JSGS 854 – Higher Education Policy

University of Saskatchewan Campus	
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Term:	Fall 2011
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Date and Time:	Thursdays, 5:30 to 8:30 p.m.

CALENDAR DESCRIPTION

This course will examine the broad context in which higher education policy is made and evaluate a variety of policy initiatives launched by governments around the world. Students will become acquainted with the principal objectives of government in the higher education sector and the major policy challenges they confront.

COURSE CONTENT AND APPROACH

Universities and colleges are deeply engaged in supplying both public goods and private opportunities. Governments naturally have expectations of post-secondary institutions because of their strategic role in the labour and innovation markets. But policy in this sector is not easy to devise; universities and colleges are not readily available as policy instruments. Governance arrangements for these institutions are such that public policy takes a number of different forms and public authorities must use a full range of methods—including coercion, bargaining and persuasion—to achieve their ends.

The purpose of the course is to acquaint students with the principal objectives of government in the higher education sector, the instruments they have available, and the major policy challenges they confront. Some of these challenges are external to the sector, but many have their origins in disagreements regarding the appropriate role of higher education institutions in social and economic development. Students will leave the course with an understanding of:

- different traditions of higher education and the role of history in limiting policy options;
- the specific Canadian experience with higher education policy, including the roles of different governments and the limitations that a federal form imposes;
- the policy goals of governments relative to labour market requirements;
- the political limitations placed on governments seeking to construct a justifiable distribution of costs and benefits;
- innovation policies, including those associated with intellectual property, and the prospects of recruiting universities in national innovation systems; and
- the role of internal governance arrangements in universities and colleges and their ability to satisfy demands for quality assurance and political accountability.

READINGS

Many of the readings are available via the University Library's digital collection. Those that are in books can be borrowed for short periods of time from the reserve library (see Amy Hassett in the JSGS main office for details) or from the reserve section of Murray.

Some of the readings listed below have an asterisk. I will assume everyone has read them. The others will be assigned to individuals for presentation. You will want to read as many as you can.

I The Disputed Policy Context

1. Debating the Purpose of Higher Education

- *Craig Calhoun. 2006. "[The University and the Public Good](#)," *Thesis Eleven* 84: 7-43.
- *John Evans. 2002. "[Higher Education in the Higher Education Economy](#)" *Annual Killam Lecture*
- *Louis Menand. 2010. *The Marketplace of Ideas: Reform and Resistance in the American University*. New York: Norton
- *Martha Nussbaum. 2010. *Not For Profit: Why Democracy Needs the Humanities*. Princeton, NJ: Princeton University Press.

2. The Changing Policy Environment

- *Kevin Kinser and Barbara A. Hill. 2011. *Higher Education in Tumultuous Times*. American Council on Education. Washington.
- *Richard Arum, and Josipa Roksa. 2011. *Academically Adrift: Limited Learning on College Campuses*. Chicago: University of Chicago Press, ch. 1.
- *Henry Etzkowitz, et. al. 2000. "[The Future of the University and the University of the Future: evolution from ivory tower to the entrepreneurial university](#)," *Research Policy* 29: 313-30.
- Roger Benjamin. 2003. "[The Environment of American Higher Education: A Constellation of Changes](#)" *Annals, AAAPS*. 585
- Gordon Graham. 2002. *Universities: The Recovery of an Idea*. Thorverton: Imprint Academic, ch. 2, "Explaining the Value of University Education."
- Simon Marginson 2004. "[Competition and Markets in Higher Education](#)," *Policy Futures in Education* 2: 175-244.
- Philip Altbach. 2004. "[Globalization and the Universities: Myths and Realities in an Unequal World](#)," *Tertiary Education and Management* 10: 3-25.

II Structure, History and Accountability

3. The History of Public Policy in Canada: Federal and Provincial Responsibilities

- *David Cameron. 1991. *More Than an Academic Question: Universities, Governments and Public Policy in Canada*. Halifax: IRPP, chs. 1, 6, and 10.
- Paul Axelrod. 2002. [Values in Conflict: The University, the Marketplace, and the Trials of Liberal Education](#). Montreal: McGill-Queen's University Press, ch. 4
- J. Robert Pritchard. 2000. "[Federal Support for Higher Education in Canada](#)," Killam Lecture
- Martin Trow. 1988. "[American Higher Education: Past, Present and Future](#)," *Educational Researcher* 17: 13-23.

4. Governments and Universities: Academic Freedom and the Public Interest

- *Stanley Fish. 2008. *Save the World on Your Own Time*. New York: Oxford. Chs. 1 and 2.
- *Louis Menand. 1996. *The Future of Academic Freedom*. Chicago: Chicago University Press, ch 1.
- Thomas L. Haskell. 1997. *Objectivity is Not Neutrality*. Baltimore: Johns Hopkins University Press, ch. 7, "Justifying Academic Freedom."
- Michiel Horn. 2000. "[The 'Wood Beyond': Reflections on Academic Freedom Past and Present](#)," *Canadian Journal of Higher Education* 30: 157-164.
- Donald Kennedy. 1997. *Academic Duty*. Cambridge: Harvard University Press, ch. 1

5. The Structure of Higher Education as Public Policy

*J. Huisman, Meek, L. & Wood, F. 2007. ["Institutional diversity in higher education: a cross-national and longitudinal analysis"](#), *Higher Education Quarterly* 61(4): 563-577

*R. King. 2007. ["Governance and accountability in the higher education regulatory state"](#). *Higher Education* 53: 411-430

*Ben W. Ansell. 2008. ["University Challenges: Explaining Change in Higher Education"](#), *World Politics* 60: 189-230.

Michael L. Skolnick. 2005. "The Case for Giving Greater Attention to Structure in Higher Education Policy-making," in *Higher Education in Canada*, Charles Beach, Robin W. Boadway and R. Marvin McInnis, eds., Montreal: McGill-Queen's.

Michael Atkinson. 2008. "Should Canada Create Elite Universities?" *Policy Options* Montreal: IRPP.

Ruth Keeling, "The Bologna Process and the Lisbon Research Agenda: the European Commission's expanding role in higher education discourse," *European Journal of Education* 41: 203-223.

Ann Morey. 2004. "Globalization and the Emergence of For-Profit Higher Education," *Higher Education* 48 (1): 131-150.

6. Governance, Metrics and Management

*David Cameron. 2002. ["The Challenge of Change: Canadian Universities in the 21st Century"](#), *Canadian Public Administration* 45: 145-74.

Simon Marginson and Marijk van der Wendt. 2007. "To Rank or be Ranked: The Impact of Global Rankings in Higher Education" *Journal of Studies in International Education* 11 (3/4): 304-329.

William Bruneau and Donald C. Savage. 2002. *Counting Out the Scholars: The Case Against Performance Indicators in Higher Education*. Toronto: Lorimer, chs. 2 and 7.

Glen Jones, Teresa Shanahan and Paul Goyan. 2001 ["University Governance in Canadian Higher Education"](#), *Tertiary Education and Management* 7: 135-148.

Paul Hare. 2003. "The United Kingdom's Research Assessment Exercise: Impact on Institutions, Departments, Individuals," *Higher Education Management and Policy* 15: 43-62.

III Financing and Regulating Higher Education

7. Returns to Education: Private and Public

*David Laidler. 2002. "Renovating the Ivory Tower: An Introductory Essay," In D. Laidler, ed., *Renovating the Ivory Tower: Canadian Universities and the Knowledge Economy* Toronto: CD Howe.

D. Bruce Johnston. 2004. "The Economics and Politics of Cost Sharing in Higher Education: Comparative Perspectives," *Economics of Education Review* 23 (4): 403-410.

Daniel Boothby and Torben Drewes. 2006. "Post-secondary Education in Canada: Returns to University, College and Trades Education," *Canadian Public Policy* 32 (6): 1-21.

Herb Emory. 2005. "Total and Private Returns to University Education in Canada," in Beach, et. al. eds., *Higher Education in Canada* Montreal: McGill-Queens.

Nicholas Barr. 2004. ["Higher Education Funding"](#), *Oxford Review of Economic Policy* 20: 264-83.

James E. Cote and Anton L. Allahar, *Ivory Tower Blues: A University System in Crisis*. Toronto: UTP, ch. 5

Claudia Goldin and Lawrence F. Katz. 2008. *The Race Between Education and Technology*. Cambridge, MA: Harvard, chs. 7-9.

8. Tuition, Accessibility and Financial Aid I: Architecture and Purpose

*Ross Finnie, Alex Usher and Hans Vossensteyn. 2005. "Meeting the Need: A New Architecture for Canada's Student Financial Aid System", in Beach et. al. eds. *Higher Education in Canada*. Montreal: McGill-Queen's Press.

Jo Blanden and Stephen J. Machin. 2004. ["Educational Inequality and the Expansion of UK Higher Education"](#), *Scottish Journal of*

Political Economy 50: 230-49.

Bruce Chapman and Chris Ryan. 2005. "[The Access Implications of Income-Contingent Charges for Higher Education: Lessons from Australia](#)," *Economics of Education Review* 24: 491-512.

Alex Usher and Patrick Duncan. 2008. [Beyond the Sticker Shock 2008: A Closer Look at Canadian Tuition Fees](#). Educational Policy Institute.

Michael Mumper. 2003. "[The Future of Public Access: The Declining Role of Public Higher Education in Promoting Equal Opportunity](#)," *Annals of the American Academy* 585: 97-117.

David Greenaway and Michelle Haynes. 2003. "[Funding Higher Education in the UK: The Role of Fees and Loans](#)," *The Economic Journal* 113: 150-166.

Joseph Berger, Anne Motte and Andrew Parkin. 2007. [The Price of Knowledge: Access and Student Finance in Canada: Third Edition](#). Millennium Scholarship Foundation

9. Alternative Funding Models

This class will be devoted to learning about the problems of particular Canadian provinces and the recommended responses. Each student (or student group) will have between ten and fifteen minutes to make their presentation. Refreshments will be featured at the conclusion of this session.

IV Science, Technology and Economic Growth

10. Universities and Science Policy: Triple Helix and National Innovation Systems

*Henry Etzkowitz, "Networks of Innovation: Science, Technology and Development in the Triple Helix Era," *International Journal of Technology Management and Sustainable Development* 1: 7-20.

*Science, Technology and Innovation Council, Government of Canada. 2009. [State of the Nation 2008: Canada's Science, Technology and Innovation System](#).

Alison Bramwell and David Wolfe. 2008. "Universities and Regional Economic Development: The Entrepreneurial University of Waterloo," *Research Policy* 37: 1175-1187

Ammon Salter and Ben R. Martin. 2001. "[The Economic Benefits of Publicly Funded Basic Research: A Critical Review](#)," *Research Policy* 30: 509-32.

Julian Betts and Carolyn Lee. 2005. "Universities as Drivers of Regional and National Innovation," in Beach et. al. eds., *Higher Education in Canada* Montreal: McGill-Queen's Press.

Michael Crow and Christopher Tucker. 2001. "[The American Research University System as America's Defacto Technology Policy](#)," *Science and Technology Policy* 28: 2-10.

11. Knowledge Governance and Innovation Policy

Christiano Antonelli. 2008. "The New Economics of the University: A Knowledge Governance Approach," *Journal of Technology Transfer* 33: 1-22.

Joanna Poyago-Theotoky, John Beath and David Seigel. 2002. "Universities and Fundamental Research: Reflections on the Growth of University-Industry Partnerships" *Oxford Review of Economic Policy* 18 (1): 10-21.

Bart Verspagen. 2006. "University Research, Intellectual Property Rights and European Innovation Systems," *Journal of Economic Surveys* 20 (4): 607-632.

Rebecca Henderson, Adam B. Jaffe, Manuel Trajtenberg. 1998. "Universities as a Source of Commercial Technology: A Detailed Analysis of University Patenting, 1965-1988," *The Review of Economics and Statistics* 80 (1): 119-127.

Brent Goldfarb and Magnus Henrekson. 2003. "Bottom-up versus Top-down Policies Towards the Commercialization of University Research," *Research Policy* 32 (4): 639-658

G. Bruce Doern and Marcus Sharaput. 2000. *Canadian Intellectual Property: The Politics of Innovating Institutions and Interests*. Toronto: UTP, chs. 1 & 10.

12. The Dangers of Commercialization: How Real?

*Jennifer Washburn. 2005. *University Inc.: The Corporate Corruption of Higher Education*. New York: Basic Books, chs. Intro., 1, and 6.

Sheila Slaughter and Larry L. Leslie. 1997. *Academic Capitalism: Politics, Policies, and the Entrepreneurial University* Baltimore: Johns Hopkins University Press. Chs. 1, 2, and 4.

James Turk, ed. 2000. *The Corporate Campus: Commercialization and the Dangers to Canada's Colleges and Universities*. Toronto: Lorimer, chs. By Turk, Franklin, Olivieri.

Howard Woodhouse. 2009. *Selling Out: Academic Freedom and the Corporate Market*. Montreal: McGill-Queen's Press.

EVALUATION

Students will be expected to attend all sessions, lead some of them, and participate actively in all others. There will be three written assignments and one examination. The assignments are structured as follows:

Assignment 1 (due September 29)

The new Minister of Higher Education has become aware of some recent reports and wants to be apprised of their contents. Write a briefing note that outlines the main recommendations contained in the Canadian Council on Learning's report, *Post-Secondary Education in Canada: Meeting our Needs?* It argues for a nation-wide policy on the structure of higher education. Since the Minister is very concerned about credit transfer, quality assurance, cost containment, accessibility and online learning, be sure to explain whether and to what extent the Council's recommendations bear on these topics. Provide a summary assessment of whether the government should support, oppose, or ignore the report being careful to couch this assessment in the context of the report's contents and the government's needs. Be careful to follow the Do's and Don't's of Briefing notes as outlined in Dan Perrins' presentation (available in PAWS, 854 Course Tools).

Assignment 2 (presentation date: November 10)

Higher education costs have been rising faster than most governments have been able to keep up. A number of suggestions have been made to better manage these cost pressures and, at the same time, to resolve some of the persistent problems that seem to plague higher education. Critics have argued, for example, that too many students are poorly prepared, faculty spend too much time on useless research, not enough students are attracted to the trades, too few students actually graduate, and there has been a disturbing increase in administrators and administrative costs. In the United Kingdom this has led to a new report, just released, entitled *Higher Education: Students at the Heart of the System* (June 2011). A major concern of this report is to place the system on a "sustainable" footing.

Select a Canadian province, analyze the situation it faces in higher education, and design a funding system intended to address what you believe to be the most pressing problems. You may decide that the current system is basically sound and requires only a few specific adjustments. Or perhaps there are parts of the system that require a make-over while other parts are working well. Alternatively, you may decide that everything is in need of change, more or less all at once. However you decide to approach the topic, make sure:

- the problems are clearly identified;
- the specific provincial context is adequately acknowledged; and
- the changes you are suggesting to the funding system are able to ameliorate the problems.

As a starting point, consider the following: the UK white paper mentioned above, Ian Clark, et. al., *Academic Transformation: The Forces Shaping Higher Education in Ontario* (Montreal: McGill-Queens, 2009); Richard Arum, and Josipa Roksa. *Academically Adrift:*

Limited Learning on College Campuses. (Chicago: University of Chicago Press, 2011); and Kim Richard Nossal, "A Question of Balance: the Cult of Research Intensity in Political Science," *Canadian Journal of Political Science* 39 (December 2006).

Working either on your own or with one other student, design a poster presentation that will summarize the problems, the funding model you have devised, and the anticipated outcomes for your chosen province. It is important that as many provinces as possible be profiled, so let me know quickly which one you are choosing. This is a case of first-come, first served.

Week nine will be devoted to your presentations. Information on posters and how to do them will be provided in due course.

Assignment 3 (due December 9)

For the past 20 years, provinces and the federal government have been searching for ways of improving the capacity of universities to contribute to Canada's commercial competitive advantage. Write a 3,000-3,500 word paper that assesses the impact of the Canada Foundation for Innovation, the Canada Research Chairs program, and the Networks of Centres of Excellence program. Have these programs succeeded? And if they have failed in some fashion is this the result of their design, their assumptions, or their execution? Make sure you define "success" and "failure," that you make your normative assumptions clear, and that you use evidence to support your argument.

Final Exam (I will notify you of the date)

The examination will be an in-class assignment focused on the conflicting and complementary agendas of governments and post-secondary institutions and the conditions that promote consensus or dissensus. [Precise wording to follow.]

Participation

The remainder of the course requirements will be satisfied by presentations and participation. A participation guide will be provided to give you a clear indication of expectations and the grades associated with different levels of performance.

The breakdown of marks is as follows:

- Assignment 1 10%
- Assignment 2 25%
- Assignment 3 20%
- Exam 20%
- Presentations 10%
- Participation 15%

LATE ASSIGNMENTS

Late penalties will be in operation except for documented medical reasons. There are no exceptions.

Penalties:	1 day	5%
	2-4 days	15%
	5-7 days	25%

Assignments will not be accepted after 7 late days except for documented medical reasons.

STUDENTS WITH SPECIAL NEEDS

All students who have special needs are encouraged to register with Disability Services for Students (DSS). Access to most services and programs provided by DSS is restricted to students who have registered with the office. Once you have registered, please contact me to discuss accommodations.

ACADEMIC INTEGRITY AND CONDUCT

Understanding and following the principles of academic integrity and conduct as laid out in the *University of Saskatchewan's Guidelines for Academic Conduct* is vital to your success in graduate school (available at http://www.usask.ca/university_council/reports/archives/guide_conduct.shtml). Ensuring that your work is your own and reflects both your own ideas and those of others incorporated in your work is important. Ensuring that you acknowledge the ideas, words, and phrases of others that you use is a vital part of the scholarly endeavour. If you have any questions at all about academic integrity in general or about specific issues, please come see me.