PALGRAVE STUDIES IN GLOBAL CITIZENSHIP EDUCATION AND DEMOCRACY

ASSEMBLING AND GOVERNING THE HIGHER EDUCATION INSTITUTION

Democracy, Social Justice and Leadership in Global Higher Education

Edited by
Lynette Shultz,
Melody Viczko

Palgrave Studies in Global Citizenship Education and Democracy

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Assembling and Governing the Higher Education Institution

Democracy, Social Justice and Leadership in Global Higher Education

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Chris Shiel is Professor, Faculty of Science & Technology, Bournemouth University, UK. Chris has championed global perspectives in higher education with an approach based on the development of global citizens who understand the need for sustainable development. Her work has had significant impact on taking forward approaches to internationalization and education for sustainable development. Recent projects include leadership behaviour for sustainable development, a Sustainable Food City Partnership and globalising the curriculum. She is a Principal Fellow of the HE Academy, Vice Chair of Think Global and Chair of Avonbourne International Business and Enterprise Academy Trust.

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CHAPTER 1

Global Social Justice, Democracy and Leadership of Higher Education: An Introduction

Lynette Shultz and Melody Viczko

As higher education institutions (HEIs) are faced with increasing pressures to restructure and change their organization in line with global institutional demands, the foundational assumptions on which their leadership and governance are based are called into question. The basis of this book initiates from an assumption about an inherent democratic nature of higher education governance, whereby those who practise in HEI institutions are involved in deciding, as well as questioning, the ways in which the foundations of higher education are materialized through reform processes. Much leadership literature is focused on building a corporate university that is able to respond to market principles, economic ideology driven policies and practices, alliances with big business and industry, and strategies to internationalize for increased revenue. We take a critical approach to understanding higher education leadership and governance

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within this global context. The overarching questions asked in this book are: how has higher education come to be assembled in contemporary governance practices within the context of global demands for reform; and how are issues of justice being taken up as part of, and in resistance to, this assemblage?

Therefore, there are two key ideas that underpin the volume. First, the need for a *social justice* approach that also recognizes the multiple locations from which HEIs are shaped on a global scale. The frame of global social justice provides conceptual and communicative categories to understand complex contexts, structures and relations of injustice (see, for example, Shultz, 2015). Theories of social justice focus on the fairness of conditions of distribution of benefits and burdens in society. However, these conditions must be understood through processes of recognition, as a question of acknowledging actors' social status (Fraser, 1996, 2009) and its necessary reciprocity, whereby we aim for solidarity in recognition (Fraser, 2007; Honneth, 1995; Odora Hoppers, 2009, 2015). Post-colonial and anti-colonial theorists and anti-oppression activists have shown us how justice must also overcome and reconcile the historical, social and material legacies of colonial practices based on imperialism, patriarchy and racism that continue to exert organizing strength in the lives and relations of people around the world. HEIs have not escaped this legacy, and the durability of issues and intersections of race, gender and class violence are evident in our organizations. We take seriously Fraser (1996, 2009) and Fraser & Nash (2014) analysis, which nests together the conditions of (re) distribution, recognition and representation, deemed participative parity, to provide us with a way to frame situations of injustice in our analysis of leadership and governance of higher education.

The second key notion that is foundational to this volume is that of *assemblage* (see for example Latour, 2005). Our aim is to challenge the way the HEI is portrayed as a fixed, final entity and to reconceptualize an institution that is built or constructed—that is, assembled—through the interactions of people, materialities (such as knowledge), policies and texts that operate together in the practices of teaching, researching, leadership and governance in HEIs. This aim is lofty, as it poses a significant challenge to how we think about an institution that is often characterized as resistant to change. However, if we assume that the institution is assembled, we can believe in the possibilities for its reassemblage to better reflect the challenges of democracy and social justice, and the issues of leadership raised by the authors in the book. The notion of assembling indicates *action* and

our interest in this book is to explore the practices that work collectively in the performance (Czarniawska, 2008) of higher education, helping us to understand the way in which actors come together to perform higher education itself and, consequently, an interest in the ordering effects that are generated through this performance (Law, 1992, 2009). In this view of higher education, knowledge is generated through these effects and higher education itself is performed into existence. The chapters presented in this book explore the agency, power, knowledge and identity that are *the effects* of these assemblages performed in HEIs located in many different international contexts.

The authors in this book have all contributed chapters that probe institutional responses to social justice issues in higher education. Collectively, they move us forward in understanding what democratic organization in higher education might look like at this point in time and, perhaps most importantly, they provide ways for us to think globally by highlighting the intersections, compliances and resistances that are emerging in many parts of the world linked through processes of globalization that are material and relational. Their work demands that we examine the organization of higher education within its wider social, economic, political, technical and geo-historical context.

The book is organized in three parts. Part I begins by looking at the wider contexts for leadership and governance of HEIs. In Chap. 1, Chris Shiel and David Jones discuss the role of universities in creating a sustainable world—one of the critical issues of our time and one by which every person on the planet is impacted. Shiel and Jones provide a model for globally responsible leadership that will help universities play a transformational role in securing a better future. In Chap. 3, Eugenie Samier provides a timely discussion of social justice in a neoliberal globalized world by bringing Islamic ideas of leadership into discussion with Western intellectual traditions. She argues for the recognition of the important contribution of Islamic scholars to theoretical and historical understandings of social justice, leadership and the role of higher education in a complex and interconnected world. In Chaps. 4 and 5, we have a historical view of the Bologna process and higher education in Europe beginning with a keynote address given by Jousch Andris Barblan in 2005 presented in Chap. 4 and a response by Susan Robertson in Chap. 5. Barblan provides a call—a reminder of the social role of the university—highlighting the vital functions of a quest for meaning, order, welfare and truth that are at the foundation of higher education. He is optimistic that the university can

contribute to building a modern, democratic European society and provides the principles from which a common set of values could be shared for this purpose. Susan Robertson responds to Barblan in a conversation about the ten years since he made his hopeful call. She points out the devastating impact that neoliberalism has had on the university as a public institution and the need for a fully democratic response, if we are to turn the tide. In a time when democracy has become suspect (for example, UNESCO has removed the word from its key strategic documents), the need for strong democratic leadership of public institutions is urgent. In Chap. 6, Su-Ming Khoo, Lisa Taylor and Vanessa Andreotti examine the impact of neoliberal restructuring on higher education. They outline how an ethics of internationalization approach to governance provides possibilities for ethical academic praxis.

In Part II of the volume, authors explore the expanding role of higher education, offering both critiques and spaces for justice. In Chap. 7, Ali A. Abdi reminds us of the importance of public intellectuals as analysts and activists contributing to community development and social justice. In Chap. 8, David Schmaus argues for the inclusion of ethics education, with a focus on cosmopolitanism and global social justice in polytechnical education. In Chap. 9, Su-Ming Khoo continues the focus on public scholarship and highlights the urgency of sustainable human development. She argues for a re-imagined higher education sector that pushes against neoliberalism's commodification of education through expanded ideas of democracy and economy. In Chap. 10, Tania Kajner provides a timely and important discussion of community engagement and its popularity in the neoliberal university. Her analysis of new public management in higher education sheds light on how surveillance and privilege work in shaping community engagement and scholarship. Concluding this section, Crain Soudien, in Chap. 11, describes the durability of the racial inequality during the apartheid era and class exclusions, and the challenges that South African higher education has faced in constructing a post-apartheid system. He uses the issue of access to education as an example of how this struggle plays out in the political and social relations in governments and HEIs. He argues for institutional procedures that must take us beyond racism and its formalized apparatus of classification towards achieving equity and social justice.

In Part III, authors discuss particular cases where institutions have (or should have) engaged with critical issues in their institutions. The lessons for policy, governance and leadership provided in this section provide

outstanding possibilities for transforming higher education for more democratic and just societies. In Chap. 12, Alyson Larkin calls into question how institutional "north–south" partnerships are implemented, and challenges us to attend to power imbalances and a re-colonizing potential when historical understandings of the superiority of Western knowledge define these relations. She employs the concept of cognitive justice to give language to how these relations might be transformed. In Chap. 13, Sandra Acker and Michelle Webber describe the intensification of the academic tenure processes, and how regulatory mechanisms operate through discipline and surveillance, creating an audit culture that limits how academics can take their place in the academy. In Chap. 14, Randy Wimmer provides a narrative account of his experience as a non-indigenous scholar working with indigenous colleagues to create an inclusive education environment for students, scholars and community members and for their knowledges. He argues for new education leadership processes to achieve this.

In the subsequent five chapters, we have case studies from five countries in four continents, each speaking to the impact of globalization and pressure for new public management reforms. In Chap. 15, Girmaw Akalu and Michael Kariwo describe how African universities respond to African Union goals of "complete revitalization" that places higher education as a vital actor in country level development. In Chap. 16, Len Findlay and Toni Samek bring an analysis of a highly contested case of institutional reform in Canada. This is a cautionary tale of attempts to reform a collegial model of governance in an effort to be internationally recognized as competitive and a highly ranked research institution. The authors bring media accounts, public institutional memos and policies to describe this case of reform and resistance, and the challenges of higher education leadership in neoliberal times. This chapter is followed, in Chap. 17, by research about corporatized governance by Ranilce Guimarães-Iosif and Aline Veiga dos Santos from Brazil. The patterns of reform play out in similar ways in the Brazilian context. These authors see opportunities for democratic engagement by professor, student and community leaders that will enable resistance and a shift to institutions that is more focused on the social goals of research and teaching. In Chap. 18, Tatiana Gounko, Svetlana Panina and Svetlana Zalutskaya describe how the drive to be "world class" has changed the organization of higher education in Russia. Their study of institutional efforts to improve the quality of research and instruction was impeded by diminished material supports, resulting in poor working conditions and low salaries. They describe how these

conditions work against other leadership strategies for improving quality. Chapter 19 is a case study of a small university in the United Kingdom, Bath Spa University. Christina Slade provides insight into how a small, regional university negotiated the demands of a globalized higher education environment and the expectations for an internationalized focus. Building on their strengths as a liberal arts university, they focused on creativity, innovation and the ability to work collaboratively to create a strong network and build their international profile.

In the final chapters of the book, authors bring to the fore particular social justice issues and leadership strategies to widen our understanding of institutional responses and change. In Chap. 20, Dawn Wallin and Janice Wallace present the experiences of women academics working in the area of leadership and administration. They describe how these women negotiated the complexity of individual agency and structural barriers in a masculinized academy. Their stories tell of determination, courage and what the authors call "moxie" to reshape the discipline and change the path for women who followed them into leadership studies. In Chap. 21, André P. Grace describes his work in the Institute for Sexual Minority Studies and Services, and the efforts made to create inclusive education spaces within HEIs where sexual minority students and staff can develop in a safe and nurturing environment. Grace describes this as "socializing" the institution; the focus is on changing the space to fit the students, rather than requiring students to hide or diminish their identities and educational needs in order to fit into an institution that has long ignored and excluded them. In Chap. 22, Marianne Larsen and Rashed Al-Haque present their study of senior HEI leaders to understand how personal international experiences shape leaders' "international imaginary" and subsequent interest in international initiatives. The authors describe the important interplay between these individual experiences and forces—local, national and global—in shaping institutional policy and practice. Chapter 23 is a submission from members of the Association of Canadian Deans of Education (ACDE) and describes how these accords provide a set of principles for engagement that is consistent across institutions in Canada. Authors Kris Magnussen, Blye Frank and Katy Ellison describe the importance of both content and procedure in the development of these accords, with careful attention being given to democratic and equitable engagement in the contentious and important issues affecting Faculties of Education. The authors focus on two particular accords: the Accord on Indigenous Education and the Accord on the Internationalization of Education. These Accords highlight

the Canadian Deans' shared commitment to topics of importance to education and the need for educational leaders to take a principled stand on matters of social justice.

The book concludes with Chap. 24, written by the editors, Lynette Shultz and Melody Viczko, engaging their own critique of how higher education itself is reassembled through the work of the interactions among the work of the authors here. They return to the initial guiding questions of the book to offer spaces for leadership and governance committed to global social justice.

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PART I

Leadership and the Changing Context of Education

CHAPTER 2

Sustainability and Social Justice: Leadership Challenges

Chris Shiel and David Jones

Introduction

The role of education in contributing to a sustainable future has been quite clear since the World Commission on Environment and Development (WECD) was asked to formulate a "global agenda for change" (WECD 1987, p. 9). Their report, with the publication of "Our Common Future" (WECD 1987), established the vision for a more sustainable and socially just society; also, it proposed that education at all levels should contribute to developing global citizens who would address the need for sustainable development.

Post Rio+20,[1] and with the UN Decade of Education for Sustainable Development (ESD) at a close (UNESCO (United Nations Educational, Scientific & Cultural Organisation) 2014), the challenges facing humanity (global poverty, conflict, social injustice, environmental degradation and climate change) continue unabated and largely unresolved. The impacts of policy interventions and countless global summits since the 1980s are barely noticeable; the contribution that higher education has made to an ambitious agenda has been negligible. That is not to deny progress—some universities have been at the forefront of change—but, to be quite clear,

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whilst universities should be leading a transition towards a more secure and sustainable future, there is little evidence of systemic engagement (Sterling et al. 2013).

Few universities are at the forefront of transformational change. Many have a myopic, instrumental and functionally specific conception of sustainability, global citizenship and internationalisation. Too often, these inter-related agendas (Shiel et al. 2005) are addressed as separate initiatives, where actions are deemed completed once responsibility has been discharged to a particular department. Thus, sustainable development becomes the responsibility of estates' departments,[2] with targets for carbon reduction and utilities efficiency (Shiel and Williams 2015); internationalisation largely rests with an "international office" driving the function with targets for international recruitment (Warwick 2012) and (more recently) student mobility; the educative agenda may, if considered at all, be loosely attributed to academics and, thus, addressed in a very limited way. This chapter will explore a fundamental rethink of these agendas and argue that a more integrative approach to managing the university is required. Some of the factors that reinforce this organisational and individual myopia will be examined before consideration is given to the kinds of organisational engagement and leadership that might secure a more holistic approach, and enable universities to play a more prominent role in contributing to a sustainable future.

The Strategic Opportunity: The Rallying Call

"We are moving into a world that differs in fundamental ways from the one we have been familiar with during most of human history" (Alcamo and Leonard 2012, p. 3)—so things need to change. In the forty years since the Stockholm Conference on the Human Environment, a growing body of literature has highlighted the need to do things differently. Some authors have argued for ensuring that curriculum and pedagogy develop "sustainability literacy" (Stibbe 2009), and that critical thinking is an essential component of ESD (Vare and Scott 2007); others explore global citizenship (Bourn et al. 2006), and critical thinking in relation to development education (Andreotti 2014). Several authors have commented repeatedly that what is required is a "transformative shift" (Cortese 2003; Sterling 2004a) within higher education (HE), and the development of holistic and systemic ways of working (Shiel 2007; Sterling 2001, 2003, 2004b). The potential for universities to contribute to sustainable

development (through research, education and community engagement, and as large organisations) has been emphasised time and again, and writ large. However, the sector continues to fall short in the endeavour to contribute towards a more equitable and sustainable future. Few universities are at the forefront of transformational change; few university leaders (despite endorsement of countless declarations) fully comprehend the significance of the issues—their mental models (of both leadership and sustainability) often serving as barriers to change (Shiel 2013a, b).

In addition to those advocating change from an ESD perspective (with an emphasis rooted in environmental education), or a development education (DE) perspective (with an emphasis on human development and social justice), researchers from other fields have critiqued higher education's response to globalisation and, particularly, the limitations of internationalisation strategies with an over-emphasis on market share and competition (Altbach et al. 2009; De Wit 2002). The internationalisation literature notes that the economic and political rationales have dominated the internationalisation agenda within HE, resulting in a "marketisation discourse" (Caruana and Spurling 2007). Generating income from international student fees has been the predominant focus of international activity (Warwick 2012), with the softer components of internationalisation (for example, developing global citizenship and cross-cultural competence in the curriculum; and establishing partnerships, based on reciprocity and learning) marginalised as a consequence. The social/cultural rationales to internationalise (Knight 2012) are frequently neglected (Jones and Lee 2008).

In a similar vein (to authors writing from an ESD and DE perspective), writers on internationalisation suggest that (just like sustainability) it requires a broader and more inclusive approach (Jones and Brown 2007) to address the complexity of the twenty-first century (Morey 2000; Bourn 2011). Commentators propose that internationalisation should embrace a spirit of mutual learning, enrich collaboration across cultures and develop global perspectives (Shiel and McKenzie 2008; Shiel 2007; Lunn 2008; Bourn 2011; Brookes and Becket 2011) and global citizenship (Otter 2007; Caruana 2012; Clifford and Haigh 2011). Such approaches would not only enhance graduate outcomes, but may also contribute to a better world, where graduates are more globally aware, culturally sensitive and socially responsible. Leadership approaches to internationalisation (as with leadership approaches to sustainability) are often too narrow in perspective and are inadequate in their response to the global context (Luker 2008),

and the leadership of internationalisation within HE needs enhancing (Middlehurst 2008).

Just as some authors propose a vision for a "Sustainable University" (Sterling et al. 2013), others describe the "Global University" (McKenzie et al. 2003; Shiel and McKenzie 2008). The headings may be different, but there are similarities in terms of ambition and commonality around themes: universities should contribute to a more sustainable and equitable world, fundamental change within HE is required, and education and research needs to be re-oriented "in a way that leads to new mental models and competencies" (Wals and Blewitt 2010, p. 57) to address unsustainable development and globalisation.

The literature (on internationalisation, sustainable development and global perspectives) and personal experience developing this oppositional agenda over a number of years confirm that researchers (and activists), often from very different starting points (environmental education, DE, internationalisation) and disciplinary perspectives, have been urging universities across the world to explore alternative paradigms. Champions (often tenacious academics with a vision that education should make a difference to the world) have been influencing change within their own institutions and have led a variety of initiatives with some success. Only a few have been successful in developing more systemic and holistic approaches—wholesale transformation remains elusive (Sterling et al. 2013); also, the challenges of transforming a sector that traditionally resists change (Wals and Blewitt 2010) are often insurmountable. Within the UK, despite the potential for universities to be playing a leading role in addressing the challenges of sustainability, only a few institutions are pursuing coherent, institution-wide approaches. Very few institutions embrace global citizenship, internationalisation and sustainable development within a single educative agenda, let alone link these to employability; senior leaders who support a holistic perspective and who appreciate the synergy between agendas are uncommon. As Blewitt (2012) suggests, a paradigm shift seems as far away as ever.

Inhibitors of Change: Why has the Response Been so Limited?

Why then—despite the potential for universities to play a leading role in addressing the challenges of sustainability as demonstrated by some in the USA (Harvard University, for example) and a few in the UK (see Luna and Maxey 2013, for example) and elsewhere (University of British Columbia,