

# **THE UNIVERSITY OF LAPLAND**

EUEREK case study report

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**EUEREK Project**

*European Universities for Entrepreneurship: their role in the Europe of Knowledge*

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## 1. Baseline data

### *Development and changes of mission*

The University of Lapland (ULA) was founded in 1979. The ULA is only 26 years old and it has changed maybe more heavily than the older universities in Finland and it is still changing. The University is multidisciplinary and so-called regional university which has about 4500 students. Measured by the number of students the University of Lapland is the eighth smallest university in Finland and the smallest one of the ten multidisciplinary universities. The financial statements of the year 2005 show that with its expenditures of €41,5 million the university took the 12<sup>th</sup> place among Finnish universities. Located in Rovaniemi (57 000 inhabitants), on the Arctic Circle, it is the most northern university in Finland and the European Union. Its aim is to contribute to the development of livelihoods and culture in Northern Finland and to further international cooperation between universities and research institutes in the northern regions. The research strength at the University of Lapland lays in northern issues, in particular research into welfare, minorities, international relations, and international jurisprudence and applied environmental research.

One special feature is that in the University of Lapland an art university and a scientific university are combined. The ULA started with two units: Education and Law. The Unit of Social Sciences started right next year as well as the Institute for Extension Studies. The organisation structure was completed with the Faculty of Art and Design in 1990 and the faculty system was introduced in 1992. The fields of economics and tourism diversified the Faculty of Social Sciences until the new Faculty of Economics and Tourism was established in 2004. So the university has now five faculties. The separate units of the university are the Arctic Centre, the Regional Services, the Department of Research Methodology, the Language Centre, the Library and Meri-Lappi Institute which is a common unit of the universities of Lapland and Oulu and which is situated in Kemi (a town 115 km from Rovaniemi) The activities of the separate units are directed to international cooperation, regional services and providing common teaching services to faculties, adult education as well as support services of the university.

The mission statement of the University of Lapland says that its goal is to improve the familiarity of northern regions in the world, societal and cultural development as well as well-being of the people living in northern regions. The university has a strong regional mission, although the university wishes to be a leading university in Europe in this “north expertise” area. It should still strengthen

its regional impact in the area where unilateralization of livelihood structure, impoverishment of the cultural life and consequential migration and brain drain to southern Finland are threats. (The University of Lapland 2000.)

The strategic goals of the university till 2010 are:

1. University of Lapland will be a leading expert on northern people and society.
2. The education of the University of Lapland will face every Lappish at some point of their life.
3. University of Lapland will further the reformation of industry structure in Lapland by combining science, art and technology innovatively.
4. University of Lapland will be a diversified expert on service and experience production.
5. The functioning of the University of Lapland evokes positive changes in the university community and the impacts of these changes will reflect to the environment of the university.

All the strategic goals are somehow connected to the relationship between the university and its environment and region. As it is stated the society is not only a passive framework to the university but the university is an active part of that society (The University of Lapland 2000).

The ULA defines its strengths by which it can realise the goals as follows:

1. Reflectivity of the action
2. Expertise on the northern society
3. Diversity/multidisciplinary
4. Expertise on media- and design in the scientific university
5. Wide-ranged adult education (The University of Lapland 2000).

There have not been any significant changes at the strategy and mission. The mission of the University of Lapland has from the beginning been regional: the reason why the university was established was region political. The first strategy in 1990 already mentioned the thematic focus area: northern issues. This strategy was one of the first university strategies in Finland and it was quite pathbreaking because of its thematic approach. According to one interviewee, this first strategy or vision was a move from “*let's do it like before*” –culture to the culture where the university actively sets targets and tries to realise them – so it was a change to management by objectives culture.

*We set out towards this framework of result-oriented management already 15 years ago. I guess you could say that we were going for a sort of a management by objectives approach. I'm quite sure that we, as a small university, were one of the first ones in Finland to adopt this kind of an approach. With the University of Lapland 2000 strategy we moved from this sort of a "let's do it like before" way of doing things towards a new kind of a culture in which we set objectives for ourselves and also strive to achieve these objectives. (H3)*

The set goals were attained already at the middle of the 1990s and this encouraged the university to keep on setting new goals. Compared to the first strategy in 1990 the strategy in 2000 did not stress internationalisation (though the university is willing to profile itself as a European university) and quality assurance, which are quite general aims. The goals at the 2000 strategy were more individualized. It was thought over what are the main points within the northern theme. Because the expectations towards the university were already increased, *"the university was expected to be a kind of a magic formula that solves all problems"* (H5).

The service expertise was decided to be the main focus. *"It fits very well at this region, it serves this kind of region where enterprises are small"* (H5). In compliance with thematic thinking, the aim was also to connect expertise on science, arts and technology.

The people at the university see that the strategies have been very well realised. The university has managed to respond to the suspicions which were leveled against its orientation.

*When the university was founded it started out as this institution focused on service expertise. People were initially quite skeptic about how the university and all its fields, such as social sciences and art and design that became a part of the university later on, had anything to do with Lapland or how they contributed to Lapland, even if the university was the University of Lapland and focused on northern issues. But when you think about our society today, our society in which this kind of service expertise is very important, you can see that many changes have taken place. And these changes in society have to a large extent been changes dealing with content and the media and towards many of our disciplines. That's why our university today, as we see it, does actually fulfill the society's needs, even here in Lapland. (H7)*

There are no specified disciplinary focus areas at the University of Lapland. The university has concentrated on thematic approach. They also see that as a small university where departments are small they can not reach the top level by focusing on single subjects but they try to find their power in multidisciplinary and the university is trying to develop more multidisciplinary all the time.

*The fact that we've adopted this thematic approach has meant that single disciplines have not really stood out. We've actually tried to develop our actions through this content-oriented approach. And as we're a small university we have small disciplines and departments. That's why we cannot be at the very top in single disciplines nor have single top class departments. That's also the reason why we've emphasized multidisciplinary and tried to maximize our strengths through that. (H5)*

Developing and strengthening the research activity is also one goal as in all the universities in Finland at the moment. The University of Lapland would also like to define itself as a research university in addition to teaching university. The research strategy which is under construction will also emphasise the multidisciplinary and the north theme. *“In a certain way this regionality is one aspect and multidisciplinary a second one within our university. And little by little research is becoming a third aspect.”* (H1)

Every now and then the ULA may have suffered from its regional and practical orientation. This may stem from history: the ULA was established “only for the reasons of regional policy”. It seems that people at the ULA think that they are not taken seriously in Southern Finland. Highlighting research task may be a move to underline the status of scientific university although it is also a national trend.

### ***Data on student numbers, staff numbers and finance***

The University of Lapland is the youngest university in Finland and its quantitative growth has been very fast in the last twenty years in proportion to the other universities. The number of degree students has increased evenly. Compared to 1990 the number of students in 2004 was almost three-fold (Table 1). The ULA has also more and more overseas degree students but the growth of this student group started only at the end of the 1990s and at the turn of the millennium.

Table 1. The number of degree students in 1990 – 2004 (KOTA database)

	Undergraduate		Postgraduate		Students total	Index
	home	overseas	home	overseas		
1990	1459	n.a.	90	n.a.	1549	
1991	1578	.	125	1	1704	100
1992	1648	.	181	.	1829	107
1993	1803	.	177	2	1982	116
1994	1958	2	206	.	2166	127
1995	2211	2	201	1	2415	142
1996	2606	4	234	.	2844	167
1997	2734	10	224	2	2970	174
1998	2887	16	229	5	3137	184
1999	3118	15	264	7	3404	199
2000	3364	19	291	8	3682	216
2001	3437	20	308	7	3772	221
2002	3677	35	304	5	4021	236
2003	3864	29	349	9	4251	249

2004	3990	39	378	27	4434	260
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Also the growth of the staff numbers has been considerable, although not at the same proportion as the student numbers. The amount of teachers has doubled. The number of "other staff" has been over half of the total amount at the examination period. It includes many planners who work at the area of further education and regional development and who could be considered also as academic staff.

Table 2. The numbers of academic staff and other staff 1990 – 2004 by financing source (research students in research schools included in researchers) (KOTA database)

	Teachers		Researchers		Other staff		Total	Index
	core	non-core	core	non-core	core	non-core		
1990	109	.	11	8	127	56	311	100
1991	119	.	12	6	146	61	344	111
1992	124	.	13	4	150	68	359	115
1993	126	1	10	6	149	94	386	124
1994	137	1	16	14	141	72	381	123
1995	121	.	17	21	137	85	381	123
1996	173	.	16	23	146	107	465	150
1997	177	2	14	24	157	116	490	158
1998	174	6	19	24	199	133	555	178
1999	177	5	36	25	224	127	594	191
2000	181	11	22	37	187	118	556	179
2001	170	15	19	44	196	90	534	172
2002	195	8	23	45	203	104	578	186
2003	192	13	28	61	213	93	600	193
2004	195	11	27	48	250	75	606	195

The total budget of the university has increased from 9 million euros in 1990 to almost 40 million euros in 2004. The chart 1 illustrates very well the recessionary period in Finland at the beginning and middle of the 1990s when also the financing of universities was cut down as well as the proportional increase of external funding. The share of external funding has been under the average of Finnish universities throughout the examination period (Chart 2).

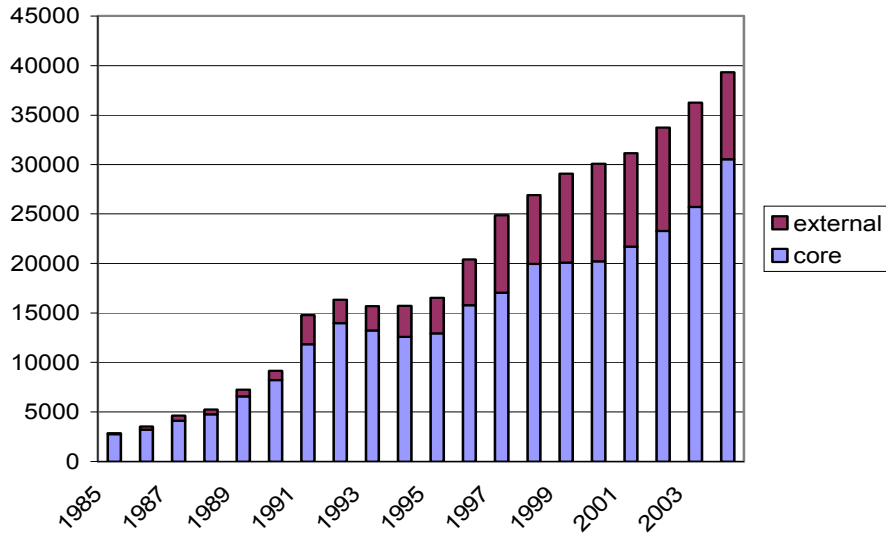


Chart 1. State core and external funding in 1985 - 2004 (1000€) (KOTA database)

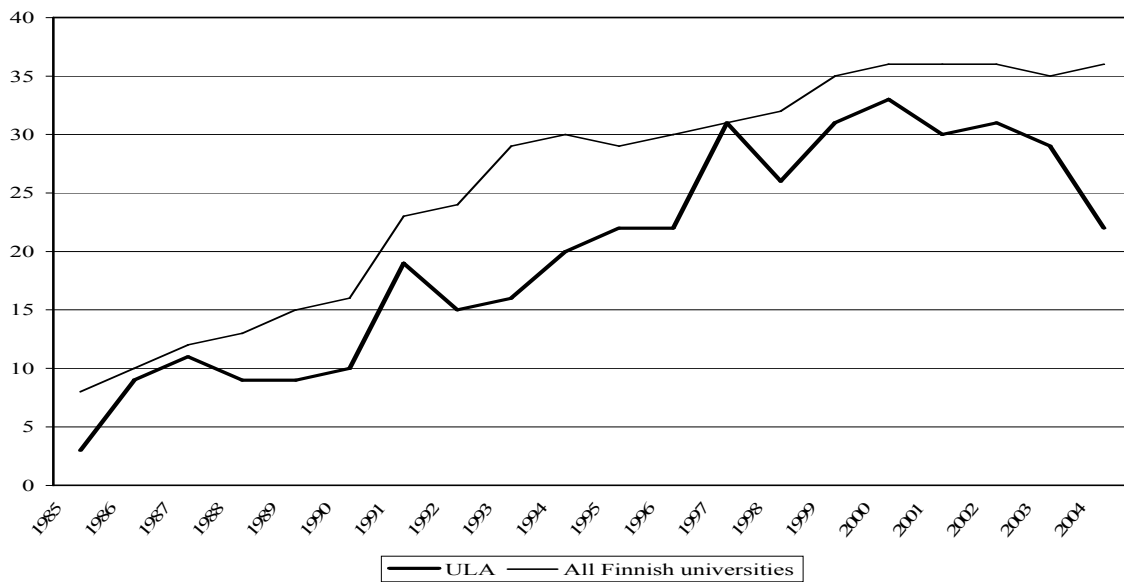


Chart 2. The share of external funding in 1985 - 2004 (KOTA database)

Table 3 describes the external funding of the ULA by financing source. The external funding of the University of Lapland is in great part EU-funding, ESF-funding, to be precise. For example in 2004 37 % of the external funding of the ULA was EU-funding whereas on average the share in all the universities was 11 %. At the Regional Development and Innovation Services the share of EU-



funding is almost 100 % of the overall funding. This is funding from ESF, Interreg, EQUAL and EAGGF programmes. As it has so significant role, the considerable drop of EU-funding from 2003 to 2004 is immediately visible at the chart 2 of the share of external funding. In 2004, 36 % of total external funding was research funding.

Table 3. The external funding of the University of Lapland 1990 – 2004 (KOTA-database)

	Total	Acad. Of Finland	Tekes	Dom firms	Dom other	EU	Foreign firms	Foreign other
1990	896	.	.	.	.	.	.	.
1991	2939	.	.	.	.	.	.	.
1992	2389	.	.	.	.	.	.	.
1993	2462	.	.	.	.	.	.	.
1994	3126	85	.	.	2818	.	.	171
1995	3586	115	.	.	3201	.	.	270
1996	4610	216	.	.	2017	.	.	2376
1997	7802	274	.	.	2910	.	.	4618
1998	6915	299	.	.	2353	.	.	4262
1999	8989	379	477	535	3825	3543	.	228
2000	9882	614	146	106	5303	3550	.	161
2001	9429	936	239	101	4222	3809	.	122
2002	10424	1031	434	192	4720	3919	107	21
2003	10555	1072	296	254	4339	4320	.	274
2004	8790	1140	142	367	3744	3222	.	175

## 2. The balance between external and internal drivers of change

The interviewees see that the strategic goals of the ULA have been and are university driven and self-determined. They arise from the plans at the time the university was established as well as current and expected needs of the local society.

*I must say that the objectives were actually most often self-defined. They were based on our own views and on the plans made when the university was established and on various needs that were recognized later on, in this regard they were especially based on needs related to the needs of this region, needs that the university could fulfill. So in a way this was the starting point for everything.*  
(H3)

One interviewee saw that actually the ULA has many times been ahead of the plans of the Ministry of Education.

*So far they've stemmed from the university and I think this will be the case in the future as well as in many cases in the past we had already done something before the Ministry of Education had even asked for it. (H1)*

Still the conditions and funding schemes of the Ministry of Education are at the background and the activities are grounded on them. The university has tried to match its goals to the national policy and system. State policy is tried to utilize in a way that the university can realize its self-determined goals in accord with policy.

*I do feel that, and I'm sure that this partly due to the fact that the people in charge here - - all the way up to the rector - are very experienced, that we've been able to interpret the ministry's expectations, wishes and needs very well and we've been able to prepare, anticipate and adjust our own actions accordingly. Because of course certain factors that form the basis of resource allocation have to be taken into consideration, at least to a certain extent, in our own activities as well. (H7)*

It is seen that general steering by Ministry of Education has increased heavily; the result negotiations since 1994 were still real contracting with the Ministry of Education about the targets the university had presented, but the calculatory budgeting system since 1997 has bound the universities more and more and the significance of result negotiations has decreased. The structure of the calculatory system kind of determines the allocation of resources. The interviewees admit that operational autonomy as well as financial autonomy may have increased when thinking about lump sum budgeting, but the control is different now. Demands for profitability have increased.

*Of course the move to a lump sum budgeting system has somehow consolidated financial autonomy but "it has been replaced by increased reporting of all kinds and by single appropriations and grants for which people fiercely compete for. Often the competition is much too demanding and fierce in terms of the resources that these single grants then actually provide." (H7)*

The blizzard of ministry directions is already seen ridiculous, unreasonable, time wasting, needless, "regulations for the sake of regulations" and to limit working at the university..

*In many cases common sense is overlooked because certain regulations have to be followed or because certain, sometimes even arbitrary, review regulations have to be followed. (H3)*

*Government control has "increased dramatically. I mean this unnecessary, and perhaps even the necessary, planning and reporting has totally blown up in our faces. This due to the fact that the ministry wants be involved in all kinds of new ideas and tendencies and wants the universities to adopt them. All this creates a dreadful situation that requires a lot of planning and creating objectives that span anywhere from one to three years. And after this everything that has been carefully planned will often be just forgotten or discarded. And I think this is exactly the kind of short-sighted action that has a negative effect on universities in general." (H4)*

Another point expressed by one interviewee is that the autonomy has decreased because the university nowadays has to operate on market base. This regards especially further education.

*I would say that some kind of lash of capitalism has emerged instead of the lash of the state. - - We can't for example provide sensible further education unless it is carried out within these market-based regulations or systems. - - It is that exact capitalistic market discipline that has narrowed autonomy. (H3)*

At the University of Lapland the connection between funding and steering is emphasised. It is seen that the financiers have lots of influence on the functioning of the university. The structural fund system of EU has probably been the most significant resource base which has made many activities possible at the ULA. It has for example compensated for the loss of further education resources. Secondly the system is that the university has to work at the areas for which it gets money, partly to preserve the employments of the staff. The university tries to orientate towards the things for which the financiers channel their funding.

*In terms of industry and commerce, for example if we look at the issue from a broader perspective, it is usually claimed that its influence on this national steering policy has increased. But then on the other hand, the influence of the Academy of Finland and Tekes and other independent sources of funding is based, or at least so it seems, exactly on this power of money. In other words, you've got to try and do things for which funding is available. (H5)*

Regional actors also set conditions for their funding. For some purposes you can get money, some purposes not. The consideration of external financiers' and especially local actors' interests has certainly notably increased. One aims to study such things and to create such projects that are useful and meaningful to the local actors and financiers. So it is seen that the influence of external financiers is even greater to the strategy of the university than single visions of the Ministry of Education.

*We're of course in quite close co-operation with outside finance providers through local actors. They have indirect influence as they set, or they have to have set, certain conditions for their financing. So, for some purposes you'll get money and for others for others you don't. And the same goes for research funding; some fields get funding more easily than others. So the steering is actually realized partially in this way too. Or maybe not steering, but influence. If there's funding available for a certain purpose and it is considered feasible to apply for this funding, then you'll apply for this funding and this inevitably has an effect on what we do. (H1)*

### 3. Organisational change

#### *Management structures and processes*

At the University of Lapland as in all the Finnish universities the Board has the highest authority. The Board is elected for three years at the time. The decision to appoint two external members in the Board was made in 2005. The Board will appoint the external members after the proposition of the Consultative Committee. The interviewees saw that they will have positive influence on things like strategic issues as well as finance and action plans, and that they can help university to find new viewpoints. External members may develop the working of the Board in the right direction and give it some kind of addition.

*I personally think that positively. I'm sure that they'll have some influence, influence especially in matters in which I personally am the presenting official, for example these strategy-related aspects, plans and other these kinds of issues, I'm sure they'll bring fresh perspectives. (H5)*

The Rector leads the university and considers and settles the issues concerning general administration of the university. The ULA has had two vice rectors since 1998 instead of one. The 1<sup>st</sup> Vice Rector is in charge of teaching and research issues and the 2<sup>nd</sup> Vice Rector is in charge of data administration. Rectors are elected by a collegial body.

Other administrative bodies are the Teaching and Research Council, the Planning Committee for Regional Service (established in 2004) and the Planning Committee for data administration. These are set up by the Board.

A body which is seen to enhance communication and cooperation with the environment is the Consultative Committee of the university. The Committee is set up by the Board. The members are nominated in a way that the Committee represents experience on the disciplines of the university, the cultural life, business life and society of the Lapland. The task of the Consultative Committee is to make statements and take initiatives concerning important issues of principle at the university. The most important task is to bring out regionally significant developing targets.

The University of Lapland created the Consultative Committee already at the very early stage when the university had been established. In many other Finnish universities a consultative committee has been established not until recent years. This also reflects the background of the university that it is

closely connected to its environment and region. The Consultative Committee is seen significant to the action of the university.

*I think it has had, or rather that it is not this kind of body that has had an effect on content, I don't think that it is, as in some cases, a body just for big shots to feel important or maybe it has had some influence in terms resource acquisition or something. (H7)*

*Well, I think the Consultative Committee does work, they discuss a lot. Or, let me put it this way: the consultative committee is a tool for letting the outside world know what's going on in the university. And on the other hand it's also significant in the sense that through it the university gets impulses from outside. Not so much in the sense that something should be done, but in the sense that has the university considered that something could be done this way too. (H1)*

In 1998 the ULA introduced a new organization model; the administration and steering system were renewed, when the new University Act made it possible. The authority was decentralized downwards and sideways, closer to the real actors. The goal was to bring tasks, responsibility and power closer to each others. The profit unit system also changed in a way that the number of profit units increased. Academic leadership was increased at each operational level. But the number of profit units was soon again diminished because the fragmented system was troublesome. After that there have been no radical changes in administration. One interviewee anyway reminded that the Administrative Office for example has been changed many times to work appropriately. The university has not been stuck to any model.

*Well, we've always been quite quick to react and change, we've been able to meet the needs of the external system and our internal objectives. So, we've always tried to act in such a way that our organization maximally supports the achievement of these objectives... And how this organization can also have an impact on this national negotiation system in such way that it actually has some influence. And we've carried out these changes quite flexibly on several occasions. This just goes to show that we're not stuck to any single model. (H3)*

The view of some interviewees was that the central administration and the number of new units have increased enormously in last years. The huge planning work nowadays has demanded the increase of administration. The administrative work and "office work" have increased also at the department level. By mentioning this, the interviewees refer to the increased bureaucracy between universities and the Ministry of Education.

*Quite a lot of new units have been established, you could say that the central administration has grown substantially. During the years I've been here, maybe it's partially due to this enormous amount of planning work and everything else that I referred to earlier, the increased workload has meant that central administration has had to grow, because, as I said, planning on the level of the whole university has grown and that's why the number of actors in this area has also grown. (H4)*

The same problems of management in university as in the University of Tampere were brought out by one interviewee: The basic problem is that academics work as individuals and it is difficult to lead this kind of activity. Secondly the academics are unwilling to be leaders at least in some departments.

*It's quite inconsistent in a way, having to decide each year who is going to be the leader this time. And there aren't that many that are willing to lead, so somehow I think it would be much simpler and clearer if one person would be the leader for two years and then the next person and so on and so forth. (H8)*

Leadership has only lately come to the universities. Leadership is probably still undervalued in universities related to the amount of work it demands. It means nowadays much more work than earlier among others because of different planning tasks and seeking of funding.

*We've hardly talked about leadership in this kind of an expert organization such as ours. It is quite a new phenomenon in the university and of course it has created challenges. Nowadays the question is whether or not we have sufficient leadership expertise and know-how in our universities. The requirements of the current operational environment are very demanding. Maybe we should also consider are leaderships skills sufficiently valued in today's society. (H2)*

Some interviewees had noticed that leading a department is more and more like managing an enterprise. One interviewee presented a wish that universities and faculties could have professional managers because the work of leaders is anyway full-time job. He saw that at the moment the university is striving for entrepreneurial management but without necessary resources. The rigid scientific and academic administration model does not fit in the current management by results – thinking and intended entrepreneurial culture.

*So, all in all, and this has been talked about in the media as well, we've addressed this issue in universities. We'll be like a kind of an enterprise in the future, and that's what it's going to be like, and we do have quite a lot these projects too, so we are going to have to have, as in our faculty, different kinds of practices in terms of contracts and such. The administrative aspect of professors' duties has increased throughout the years. (H8)*

*And I think that this rigid scientific and academic administration model just isn't suited for this current management by objectives ideology. - - We're going for an entrepreneurial management style without the sufficient resources to pull it off. (H4)*

### ***Organisation structures***

The University of Lapland is the youngest university in Finland and its quantitative growth has been very fast in last twenty years in proportion to the other universities. The variety of studying programmes has also extended significantly. Partly the structural changes are connected with the growth and development of the university and the activities becoming stable. There have been lately large organisational changes like the establishment of the new faculty and reformation of regional and extensive education services. The effects of these reformations can be seen after couple of years but one interviewee felt that *“you can already sense certain kind of new action culture and change which is going on”* (H5).

The fields of economics and tourism diversified the Faculty of Social Sciences until the new Faculty of Economics and Tourism was established in 2004. This newest faculty is so-called network faculty which pulls together professors from different fields like social sciences and law. According to one interviewee establishing this kind of network faculty also describes the flexible nature of the university. The new faculty also fulfils the strategical visions of the university by its multidisciplinary and service expertise. It gives possibilities for thematic cooperation to better serve the regional needs.

*The starting point was exactly this strategic view of focusing on service expertise and multidisciplinary. So in a way we were able to establish this faculty of economics within the university in such a way that the faculty is just as strong and potent and multidisciplinary as these kinds of faculties are in “real” school of economics and similar institutions. We affiliated the faculty with our legal expertise, social sciences expertise, sociological expertise and so on. - - We have people there that are capable of this kind of thematic co-operation, which is also evident in the development of that whole area. (H5)*

Another exceptional structure at the University of Lapland is the Department of Research Methodology which was established in 1998. It offers studies for all the students of the university in philosophy, cultural history, mathematics, applied information technology, statistics and other methodological studies. It also runs the development of international studies and the common research school of the university.

The interviewees underlined that the above mentioned new structures are extraordinary and suit well to the University of Lapland.

*These are all such units that other universities don't really have. And they've proven to be very beneficial and they serve their purpose, they actually represent quite a significant step forward from the traditional view according to which each subject and department is responsible for their own methodological studies. It's actually a major change. (H1)*

Establishing new research and teaching units under the faculties has been some kind of tendency at the University of Lapland. Seeking new funding sources has been one aim at this tendency. But later on the university has again strived for bigger entities and a more centralized model.

*And when we've established these new units the goal has of course been to acquire external resources and funding through these new units. But in this sense we've actually taken some steps back. Even we here at the University of Lapland have come to realize that this co-operation with outside finance providers isn't always that easy and that they are no goldmines. By now we've already seen some indications that this new organizational structure of ours is a bit more centralized, or at least that it will try to emphasize a bit more centralized style. And it'll also favor a bit more extensive and broader units in development work, so in other words these small units in our university will most likely do a lot more co-operation in the future. Through co-operation we'll aim for more extensive and broader units in our development work. (H2)*

Now the tendency is towards thematic and cooperative units and elements which lie outside of the traditional faculty and department structure. Often these units realise the third task of the university.

*So the underlying idea behind all units' actions is related to various regional issues and issues related to the third task of the university. Perhaps the most important development is that open research is emphasized more than before, especially in terms of multidisciplinary. - - We've been heading in this direction for a long time now. We're actually just waiting that the regulating statutes, which are currently based on different disciplines and different fields of education, would change. After that we could really get going. (H1)*

Anyway, there are still research and service units which operate under one faculty and give additional value to the faculty. For example the institutes in the Faculty of Law have been established to reinforce and stress the strengths and repute of the faculty (in 1992, 1997 and 2000). They are seen to give freedom, enhance internationalisation and make seeking external funding easier.

*The goal has been to focus on our strengths and on the sectors that we're good at. - - It's a sort of a profile issue for us. -- It's very hard for us as a faculty to organize seminars, conferences and international events or participate in international activities through our own funding. But we've been able to do this with external funding, and with some such projects we've been able to project quite a positive image from the faculty's point of view. (H4)*

Since 2005 the organisation of further education, the open university and the regional services were remodelled. This remodelling is also a move towards a more centralized service model. The purpose



was that the regional and further education services would appear coherent outwards and that the action would be better coordinated and more systematic.

*So we are better co-coordinated. This develops our way of doing things, so, that in a way we're accountable to our so-called clients for our actions through similar concepts. (H3)*

One interviewee saw that at the bottom of this remodelling was the third task of the university and that the extensive education is in difficulties in the area where there is lack of solvent clients. The reformation derived also from the risks of the external funding and the expectations of the region. It represents also the strategy: serving the society and emphasising the meaning of the surrounding environment. Also the practical reasons were at the background.

*It stems to a large extent from these risks of external funding and from expectations of the region. We must constantly strive for better and better things, we must utilize our resources more sensibly and we must minimize our support services and at the same time maintain efficient and productive basic functions. (H5)*

#### **4. Financial management**

The decrease of the state funding was an important reason also at the ULA to start to seek external funding. However, there were other reasons too, like the emergence of ESF funding and the decision that external funding is one result indicator in the management by results system of the state. And simply the interests of the teachers and researchers to seek external projects and the university's responsibility for its environment have affected the increase of external funding.

*Earlier everything was under basic funding but now under these projects. - - If you calculate what our budget or basic funding covers, salaries and necessary phone and copying expenses and such, you'll see that everything besides these has to be earned. That's the way it's nowadays." (H4)*

*The biggest reason, I guess, was that in the early 90's when we had the recession we were sort of forced by the circumstances and then we also already started getting used to this. After this we had these structural funds that were seen as opportunities. And on the other hand this steering and control has increased this kind of activity. (H5)*

A different outlook was presented by one interviewee:

*Well, in terms of regional funding I think it has been quite obvious that we're involved in regional development work and through that we've been involved despite the recession and cutbacks. Then of course the other aspect, I mean, if you think about the funding from the Academy of Finland or Tekes, which is of course external funding, you can see that they systematically emphasize research. Why we're involved with them is of course due to the fact that they are sensible in terms of our*

*objectives and not so much due to the fact that our budget as such isn't sufficient. So, it's a conscious choice. Even if our budget was significantly larger, we'd still co-operate with them. (H1)*

In the ULA as well as in the UTA comments arose that because there are not any technological fields at the university they can not achieve large amounts of external funding. It is seen that in that sense competition for funding is not completely unbiased.

*We've had very little of this direct funding from companies in these fields and disciplines of ours. These fields don't really get a lot of this kind of funding, I mean, we don't have fields such as medicine or technology that are the fields that usually receive this type of funding. (H3)*

The Faculty of Art and Design was seen as an exception which has good possibilities to supplement its activity with external funding.

*We talked about technology related stuff earlier. In terms of this, you should keep in mind that it's much cheaper to get funding for that kind of projects. If you look at our situation, you'll see that our faculties, except maybe for Art and Design, don't really stand a chance of getting funding from Tekes or Sitra or these kinds of instances. (H4)*

There are some limiting elements when seeking external funding. Externally funded activities should support reaching the goals of the university because external projects anyway take lots of work from the existing personnel. If they are not financially cost-effective they should at least produce some additional value, like theses or other value to the research and teaching. Gaining external funding has developed since the beginning of the 1990s. Nowadays it is more purposeful and focused.

*Well, I would say that there are a lot of limitations. I mean universities today can't really afford to seek external funding unless it clearly promotes the achievement of the universities' objectives. - - So they aren't really running after funding, but rather carefully considering how this and this source of funding supports and promotes the achievement of these and these objectives, whatever these objectives may be. (H5)*

The administration encourages (one interviewee saw that gives orders) the units to seek money, but also gives warnings about its risks. Some years ago the university had set targets for the amount of external funding for each unit, but it was noticed that external funding carries with it certain risks. So the targets were abolished. Instead the university established a post of structural fund agent who supports the units when they are seeking external funding. It is anyway expected that the unit-specific targets may be brought into play again because the Ministry of Education for example calls for annual growth of external funding.

*Then of course we have the Academy of Finland and Tekes. Through their resource allocation they obviously have an effect on our activities, if not otherwise, at least indirectly. University administration urges us to apply for funding and then of course we have to apply for it because the administration says that we have to get funding. That's the spirit of profitability. (H8)*

The autonomy has not necessarily increased although the share of the state funding has decreased. There are pressures coming from many directions and actually the state is also trying to control external funding. Different demands complicate functioning at the university.

*Logically thinking you might think that university autonomy has increased with increased external funding, but on the other hand this increased external funding has also brought a lot of new variables into the equation. Nowadays there are various expectations and pressures from various different instances. (H5)*

That funding comes through Tekes and Academy of Finland, for example, has changed the culture in a way that it is very important that the university tries hard to affect what activities the financiers finance.

*I mean we have to focus on activities for which funding is available. This has changed the way we conduct our activities in a way that nowadays it is extremely important to try and influence the funding preferences of the Academy of Finland and Tekes. This has spawned a totally new mode of operations. (H5)*

There are also examples about some studying programmes and one research center which were established with external money and later moved under the basic funding.

*Well, I mentioned the Master's program in Graphic Design Management. It has become a permanent program in our university, which is extremely good as it is a very popular program nowadays. - - After all, projects always reflect the current situation; what do the companies or the tourism industry for example want or expect now or in the future. If we're smart we'll consider these factors in our planning and in our activities. (H8)*

So external funding has affected the contents of the basic work in the Faculty of Art and Design. In this faculty the studying culture has also changed in consequence of external projects and funding.

*We'll get a new culture and a way of doing things that emphasizes activities and such. In other words, studying is not limited to the libraries or studies; it also takes place in commerce and industry, in various companies. Our activities will be more diverse. And the responsibility and accountability aspect of students' and teachers' work is emphasized; you're no longer responsible just for finishing your own work, there are a lot of other factors and actors to consider, you'll have to consider the big picture. (H8)*

External funding and projects have brought a number of new personnel groups to the university like planning officers and project leaders. This is not necessary seen as a positive tendency. Short projects need a massive number of planners who plan the project, apply for funding and report about the project. After that it may be that there are no resources to hire enough staff to carry out the project.

*There are surprisingly lot of these project-related titles, project designers, project secretaries and such. So maybe this is how this development has steered development towards a more project-based way, I guess there could be more research-related titles and jobs. (H1)*

The structural fund system of EU has been a resource base which has made many activities possible and hastened making new openings. One interviewee considers that something would be lacking of the activities and structures of the university if there were no EU-funding. It is also stated that the focus areas of the EU-funding are so broad that the university has possibilities to decide what kind of action the region needs. At the negative side the heavy bureaucracy of EU-funding system, the “funding hell”, is criticized. EU-funding also has increased some kind of “project greediness”. People take in projects wherever these are available and it takes time from the basic work of the university.

*I would say that with this structural fund funding we've been nonetheless able to... during the last season we did quite a lot, we built this infrastructure. - - And I'd say that for example these multidisciplinary Master's programs that aim for developing services would not have been realized had we not had this EU funding. (H5)*

The attitude towards increasing the proportion of external funding is quite negative. But it would be possible to increase it in the same proportion with basic funding. If the share of external funding is increased, it should be research funding.

*If there were more of it, I think that it would create quite a turbulent situation; of course there are a lot of differing opinions as well. The way I see it is that the proportion of external funding should be quite a lot smaller than the proportion of basic funding. This way we'll stay on course. (H5)*

*I'd say that if all activities would increase similarly, each one as relatively much as the other, then it would be sensible, but if we're heading towards a situation in which more than half of all funding is external, I think we're on the wrong course. This kind of development could jeopardize the basic task of universities; conducting basic research and long-term research and providing education based on these. (H3)*

The problem mentioned by many interviewees is the poor paying capacity of the people and companies at the region. This is a big problem especially for the extensive education because it has had to operate on a market basis since the end of the 1990s. The regional services have been organized in a way that the university can produce further education services which are needed in the area, and that they can cover the expenses, but the university does not seek profits.

*If you think about the environment we work in, Lapland, you can say that by doing an excellent job we'll be able to cover our expenses, but you can't really make money with know-how or expertise in this area. In this regard, depending on the area and environment universities function in, different universities have really different situations. If you think about for example a small sector such as further education and adult education, you'll see that there aren't that many potential customers who'd be able to pay for this kind of education. But then again we do face situations in which we at the university feel obliged to take care of the further education of people in this area. (H5)*

On the other hand one interviewee stated that actually the university could not afford to associate with poor people for example at the field of further education. At the late 1990s the funding of the further education collapsed and now they have step by step learned to operate under the market principles.

*Because the current situation, which is based on our operations model, here at the University of Lapland is such that we do not have a pool of basic funding – with which we could build a foundation for our activities – at all. Everything, including the units' leaders' salaries, are funded with external funding, with projects. - - The 21<sup>st</sup> century has been a phase during which we've learned how to operate under market principles and I think we've done quite a good job at it. But it has led, if I may exaggerate a bit, to the fact that we can't afford to associate with the poor. (H2)*

There have been some discussions about personal reward systems but the university has every time made a decision that if there are some result rewards they are directed for the units, not for single persons. Anyway, in some units it is seen that it would be possible in the near future that some kind of reward system would be introduced. This is more possible in the units which are operating on external funding and the staff has very good possibilities to contribute to the amount of projects they run.

*I'd like to see the situation develop in this direction as our jobs are nonetheless quite demanding, and the operational environment too, but we do still have the chance to make a positive result. And people are doing a good job, they're making profit, but some more so than others. So I'd like to see these people rewarded. And with us, as we're operating with external funding, the positive thing is that we can genuinely affect whether or not we have anything to share.(H2)*

## 5. Commercial and intellectual exploitation

Commercial exploitation is very minor or unsubstantial as in the fields represented by ULA usually. The Faculty of Art and Design is again seen as an exception. It is seen that the faculty *“has a good system to commercialise its activities”* (H4). At the Faculty of Art and Design it is thought that they have not taken any measures to commercialise their research but that exploitation happens automatically in the cooperation with business life. It is also seen that the role of patents and commercialisation and things like that will probably stay very low in the future. Anyway, there have been discussions about incorporating the Design Park activities and the plans to establish a developing company were also mentioned by one interviewee.

*Well, I think we have still a long way to go to full-scale commercialization. Maybe in the faculty of Art and Design. But do not have a systematic method of commercialization yet. And I don't know if we'll ever have one, at least not in the same sense as elsewhere.(H1)*

The unit of regional services including regional development and innovation services, the education and development services, regional research services and open university are seen some kind of transfer organizations which transfer knowledge to the region. The reorganisation of the regional services was made partly to improve knowledge dissemination. Another one is the Meri-Lappi Institute which provides R&D, education and enterprise services. One interviewee stated that in the last couple of years the university has increasingly paid attention to the dissemination of knowledge and the services it provides. The Faculty of Law for example has broadened its open university studies. Their goal is not disseminating knowledge as such but to increase the law expertise at the area.

The so called “province college” is also a transfer organization. The action of the province college, the network of education organizations in Lapland, started up in 2002. Underlying the province college is the regional education strategy of ULA. The goal of this activity is to support regional development, improve the accessibility of education at the places which do not have a higher education institute and increase the cooperation between education organizations. The Lappish pilot project has been an example to the other province college pilots in different provinces in Finland. At the end of the year 2005 an agreement was signed that the province college which started as a project will be changed to be permanent activity.

*The provincial college is in fact one instance that could be seen as a more systematic way of opening up to the region, I mean as an instance that bases its actions on the needs of the region and provides specifically needed courses for the region. And of course it's a way of disseminating knowledge and raising the education level of certain areas. (H1)*

It is seen that communication has been improved and especially the Communication Unit of the university has been developed. The university gives more directions to communication and the face of the materials has been standardised.

*We've tried to develop this knowledge dissemination task of the university through the university's communication culture. In other words, we've tried increase understanding, to emphasize the fact that it's important to tell the world about the results of our research. - - But I think in this regard, especially on the level of attitudes, we've still got a long way to go. (H5)*

But there are still shortcomings. At the Faculty of Art and Design this is seen very problematic. In many cases as a background for developing communication there is the project by project working model. Good communication is a prerequisite for creating networks and cooperation both within the university and outside of the university.

*We have no routines for this. It may be a very simple matter, but we should nonetheless have our own spokesperson within the faculty, even a part-time one. After all, it is essential to be able to successfully inform the world about our activities. This way we'll be able to get more partners and to start new kinds of co-operation modes. (H8)*

*It also has to do with the fact that we work with projects.... We're much more active with visibility with projects. There's also the brutal fact that we're already considering the future, the situation after the project, we'll have to project an image that says we're a credible and skillful partner. (H2)*

## **6. Competition and marketing**

The interviewees see that the ULA does not have to compete for students. Nowadays about one-fourth of the applicants are accepted. But there are also some programmes which have less applicants. There may be positive competition for example for research funding but it is between researchers, not between universities. All in all, there are only few competition situations.

*If we think about for example the student market, only the University of Tampere (out of the multidisciplinary universities) screens out more students. So this has been a very attractive university in that sense. (H5)*

Many interviewees stress the cooperation between different institutes at Lapland. Cooperation is more important than competition between them. They also want to mention very good cooperation relationship with the polytechnics.

Marketing of the ULA has been developed. One view was that there are certain thoughts of what the university would like to look but they are processes rather than single decisions. One interviewee especially emphasised the significance of good reputation. The best way to market university is to do good work. And although in Finland the ULA is maybe not seen as important as the bigger southern universities, it is thought that the university has quite good reputation abroad as an exotic northern university.

*We do nonetheless have some advantages due to our northern location, even if the media of southern Finland always tries to bad-mouth Lapland and other remote areas. Despite this Lapland has a positive image in people's minds. And other universities and colleges are even jealous when people abroad almost always take notice of the University of Lapland. (H7)*

One way to improve the image and create good reputation for the university has been to invest on information technology. Since 2004 all new students have had a possibility to get a laptop computer for their studying years with minor costs.

*We've tried to invest in this IT infrastructure and IT in general. And this can be seen from the teaching aids, network courses and simply from the fact that our people have laptops. And I think this can also be seen from the amount of applicants. I think the number of applicants has gone up a bit and our general image is nowadays quite modern, perhaps consciously or unconsciously, due to these student laptops. So we've done some of this kind of image-building work. (H4)*

## **7. To what extent can the university be described as entrepreneurial?**

As a young and small university the ULA is seen to be quite dynamic. It was described that in the small university people know each other and the way of working is not necessarily so formal.

*You're talking about a university that's only 26 years old. So in a way this has changed a lot and is still changing. And we're, at least that's what I think, compared to other universities quite quick to react to changes. - - Things happen very quickly here because we do not have a lot of bureaucracy, things move from one person to another very quickly. (H1)*

As it was already mentioned the cooperation of the university and its environment is at the core of action in Lapland. The university sees that one of its strengths is reflectivity. If entrepreneurialism is seen as openness and impact to the society, the ULA is very entrepreneurial. As one interviewee put it, "the university breathes with its region" (H6). The university has realised the importance of



regional impact which is nowadays emphasised in Finnish higher education policy and legitimated in the University Act. At the same time the surrounding society has also become more demanding.

*And the change goes both ways, not just for the university, which has this emphasis on the local culture and region, which is evermore evident within the university, but also for the society in general, which has changed too. And as I sometimes say, nowadays, or already for a while now, universities have been seen as institutions that have all the answers. People feel that universities should have been the source of all things good and beautiful. So the outside world has strong expectations for universities. And then of course people are more willing to co-operate with universities. This has been a significant change. We no longer function in our ivory towers. (H3)*

Creating networks has increased also in Lapland. This is necessary when seeking external funding. Partly this is consequence of EU projects in which networks are demanded. Collaboration has also got well-established forms when common projects have been carried out for several years. Cooperation partners as well as the departments of the university have got used to project working model. Contacts are constant and cooperation is continuous, not one-off projects anymore.

*That [co-operation with external interest groups] has been much closer and the management of these networks and participation in them has become crucial. In terms of traditional further education, if I may exaggerate a bit again, it used to be enough that we had some sort of a vision as to what the field needs. Based on this we were able construct training programs, short ones or more extensive ones, and we promoted them with a few ads in papers and with a few flyers. And this used be sufficient marketing for this kind of training. But it isn't enough anymore. Our training programs are constructed in very close co-operation with our interest groups and clients. And in terms of funding, we have to get started very early on. If we for example have a chance to get EU funding, we'll have to get our interest groups involved with the funding as well. (H2)*

The ULA is striving for cooperation with many regional stakeholders also to discuss and plan the future educational needs at the region. The university has started several separate multidisciplinary Master's programmes and other tailored programmes which have been directed to the needs of the region. The faculties run their own Master's programmes and additionally there are some regional study programmes. These programmes have been started because of the needs of the region but they are also a new funding source. Most of these programmes are funded by ESF. The Ministry of Education has also funded programmes.

*With some Master's programs we've for example tried to incorporate various companies' expertise into the education as much as possible. We've tried to provide education that is needed. Of course we also know for ourselves what should be done, but a part of this thinking is that the people that graduate from us are going to go and work somewhere and we feel that this has to be considered as well. (H1)*

The interviewees say that certain internal and "soft spirit" of entrepreneurship holds sway at the university, but there is no readiness for commercialization and that kind of entrepreneurialism. It is also thought that acting entrepreneurially is not possible at the surroundings of Lapland. One interviewee saw that entrepreneurialism is not possible in the context of Finnish university administration structure and that if there are that kinds of actions they are outside of the traditional faculty and department structure. Anyway there have been discussions for example about incorporating some activities.

*Well, the way I see it is that this culture has developed towards this internal entrepreneurialism, or should I say that there is a certain spirit of entrepreneurialism. But if we think about the willingness to commercialize, to incorporate certain functions for example, I must say that we're not quite there yet. And I don't know if we even need to be there yet or even in the future. But in a way the fact that we now have the chance to start these companies or enterprises has led to these discussions about what could or should be incorporated or in what kind of enterprises do we want be involved with. At this point people are still a bit touchy about these things. In this regard, and I'll again point out this operational environment of ours, these risks and fears have a lot to do with the fact people are cautious about what are the chances of making some function profitable if is realized within some kind of a commercial enterprise. (H5)*

*Of course we have different kinds of entrepreneurial activities too. But they are more of these separate Design Park type of things. If you consider just the faculties or the departments, I don't see any entrepreneurialism whatsoever. (H4)*

*I think that with these units that function on external funding we can talk about entrepreneurialism. I do feel that the personnel within our unit, our personnel turnover has been very small in recent years, has witnessed this development for some years now. They've also seen how tight the situation in terms of basic funding has been during the past few years, it has been reduced and reduced and now it's down to nothing. So through this kind of development our people have adopted this entrepreneurial way of thinking. (H2)*

It is thought that Finnish universities are similar in relation to their attitudes towards marketisation and entrepreneurialism. On the other hand entrepreneurialism is connected to the certain fields like medical science, technological fields and economic sciences. But it is seen that "entrepreneurship in a soft sense" is emphasized in the ULA. The interviewees see that commerciality and marketisation do not belong to the university world. But of course the opinions vary through the staff.

*Well, I'd say that if we look at this entrepreneurialism in a kind of "soft" way, I'd say that we do have a more positive attitude toward it than people in many other universities have. Maybe you could even say that it has been associated with us at some level from the very beginning. Maybe here it has something to do with the fact that here we've always had to sort of struggle for our existence and had to prove that we're a bit better than anyone else and things like this. But then again I think in terms of commercialization and market-related things institutions in the Helsinki region have more expertise. And of course schools of economics are whole different story too. This kind of an image. And I don't think that we have that here yet..., no willingness, but also not such, it is seen maybe as a wrong direction. It is not seen as an activity suitable for our university. (H5)*

*They'd probably just sigh [if the University of Lapland were to be marketed more]. We do have a certain... it's due to this structure of ours, I mean, due to the fact that we don't have subjects like medicine or engineering or technology. -- So it's a bit foreign concept in this world of ours. (H1)*

Many interviewees link entrepreneurialism to the Faculty of Art and Design. In some annual reports of the university it was mentioned that the Faculty of Art and Design is developing to be a centre of the external impact at the university and this is seen also at the faculty in question. The faculty also cooperates in the large scale with other disciplines.

*The Faculty of Art and Design does have to function a bit differently, they have a hell of lot of projects and such, but I don't know if they are anymore entrepreneurial than others. (H1)*

*Well, entrepreneurialism in a soft sense is probably quite a daily phenomenon and it is... we do actually even have some entrepreneurial studies for our students. And because we train people for the real world in which entrepreneurship is a part of everyday life, many a Master of Art become entrepreneurs too, so the field of operations is actually within industry and commerce to quite a large extent.... And it is exactly these kinds of activities during the students' studies that take place in various enterprises, so functionally... We are co-operating with the companies and we are constantly planning projects that we then realize in close co-operation with these entrepreneurs, so this kind of project planning, that kind of thinking, is behind everything, just as it has to be with entrepreneurialism. (H8)*

The entrepreneurialism of the Faculty of Art and Design probably links also to the *Design Park* of the faculty. *Design Park* started in 1996 as project funded by EU and the park was opened next year. The *Design Park* is a cooperation network of the university and companies which aims at developing business in the field and promoting academic entrepreneurship. It is the best link at the Faculty of Art and Design to the region and to find new projects. There have been discussions about incorporation of the *Design Park* activities.

*It has brought new activities to our faculty, especially in the sense that on a department level the co-operation with Design Park on various projects has been very close. Project work has increased during the years I've been here and it's also taken on new forms. The common denominator is once again money. – We are about to incorporate it, so, next years it'll most likely be Design Park Ltd. (H8)*

## **8. Inhibitors to entrepreneurialism**

As it was already mentioned one problem of the ULA is that in the region there are few solvent clients. The interviewees mentioned the financial factors as a main inhibitor for changes.

*Mostly it is due to these financial factors, to what extent we can... I mean, there are ideas and need for development, you could even say that there are endlessly of them, but financial factors set their*

*own limitations. Based on this, and this is the never-ending struggle in a way, resources have to be allocated very carefully. (H3)*

Other inhibitors mentioned were general rigidity of university administration system in Finland, the traditional academic culture and resistance for change. Trying to create entrepreneurialism amidst bureaucracy causes contradictions. Old organisation and administration structures do not enable radical changes in the action of the university. In addition entrepreneurial thinking is still quite foreign among the university staff. The legislation was seen as an imperative factor which you can not ignore or change, so it is not seen as a barrier itself.

*The structure of the administration system is so inflexible and rigid that we can't act in a very entrepreneurial way. Partially this is due to the structure, partially due to the people. The old academic culture is strong, especially the emphasis of personal academic freedom. You can never get the people to work like they would if they worked in some company. This actually quite a paradox, we expect entrepreneurialism and provide tools for people to act in an entrepreneurial way, but we do nothing to the organizational structure, we don't even assess the management prospects, I mean the fact that do the managers and people in charge even have any real possibilities of functioning in an entrepreneurial manner within in our organizations. So, we're on the other hand giving managers more freedom, but on the other hand we're tying them down, we say make your organizations more entrepreneurial, act like enterprises, but at the same time the organizational structures stay the same and people do everything as they've always done. This makes the situation very difficult.(H4)*

The university organisation itself was seen very flexible by all the interviewees. It stems from the young age of the university but also from the culture of the university. The university has been changing all the time it has existed. People have got used to changing working environment. And as the university operates closely connected to its environment it may have some kind of influence on the action culture of the university.

*The fact that we have this, as our slogan states, and I remember when we launched this University of Lapland 2000 strategy, ideology that states that only change is eternal. That's why I feel that we don't really have a lot of resistance towards this. After all, we're used to it; we're used to things changing constantly. Of course this causes some problems, but I just couldn't see a very inflexible and rigid structure working for us. This stems even from our strategy. (H5)*

*There aren't really any obstacles to changes here. I mean, sure, we do have conservatism, just as every other university, but this is such a small place and in our culture things usually happen very quickly. – Based on my experiences the culture here is very non-bureaucratic. I think it has something to do with the young age of the university, but also with the culture here. Maybe it's because we're sort of on the frontier, maybe it has an effect on things. (H1)*

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