

Multidimensional interpretative option of the use of power

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ABSTRACT

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The article develops a framework reference model for problem areas in use of power and helps to bring about a process of interpretation and understanding of the use of power in polytechnic politics. The starting point is that the framework of the research can be formed as a combination of various views and explanation models. However in conjunction with the article only certain central dimensions can be developed.

Use of power is interpreted through the power over and power with dimensions and as an action that is empowering and energizing or inhibiting and anti-energizing. The interpretation is deepened by way of the concepts of zero-sum-game and positive-sum-conflict. What is central is the interactive exchange relationship of the use of power and the interpretation of the process reality and the management and guarantee of the targeted change. Finally you end up with a four-field model of the use of power. Evaluation as a force for change and as a demonstrator of the direction of development, multidirectional power relationships and top down and bottom up dimensions are developed.

The interpretation and use of the power concept is found to have been limited during the polytechnic creation process. Power does not need nor can it be excluded from the concepts of responsibility, reliability, and capacity for responsibility, empowerment or power exchange. Nor does power need nor should it be associated with selfishness alone. The significance of the use of power, its multidimensional and living and changing relationship based nature

and power as a force for social relationships is clearly developed. The examined polytechnic process also reveals a broader application and use of the framework when interpreting horizontal and vertical power relationships.

Key words: power, power relationships, framework, polytechnic.

INTRODUCTION

When I told of my study of the use of power my conversation partner generally immediately wanted to know, where or with whom at any given time power lay, which institution or individual used the power or what according to my research was good or bad power. In any event the use of power does not need to be interpreted as lying at a certain point or to be examined on a good - bad dimension. There are no grounds for questioning the importance of the study of power, because power has been considered as a characteristic and pervasive element of social relationships (Giddens 2001). The challenge of studying power was increased by the fact there is no one generally accepted power theory nor is there unanimous opinion on concepts.

I encountered the problems of studying power when I was studying the foundation and broadening process of the Finnish polytechnic system during the years 1995 to 2000 for my doctorate thesis. My interest was then geared towards interpreting the aforementioned process and at the same time the nature and presence of the use of power inside Finnish tertiary level education politics. As regards the studies the starting situation became challenging because both the use of power and tertiary level politics have many dimensions and forms. I was spurred on by the fact that the topic was current and

important in both my scientific field - administrative science - and in practical development work.

The essential thing is to understand the administrative renewal processes and the power and decision making practices lying behind them. The methodological emphasis of my work came close to theory based analysis and evaluation.

Möttönen's (1997) statement that power, central concept as it is, does not lend itself to be, nor can it be, unambiguously defined, is understandable and well founded. As his basis for study he considers the definition of power from a viewpoint that assists the solution of a study problem and studies power as a multidimensional phenomenon. The central question in the study of power as regards my study was how it could be studied so that power wouldn't be interpreted as a static phenomenon on the process level or as lying only in a certain point and thus we wouldn't lose something essential from its nature. Finger, Mercier and Burgin Brand (2001) bring the study of power and its resultant change down to three perspectives

- power as an attribute of an actor (political science approach),
- power as a structural phenomenon, power as domination (sociological approach),
- power as relation, relationship (as being located in the interface between the actors and the structures, structural-theory approach).

Nevertheless the framework of the study can be formed as a combination of various views and explanatory models, and even in the same theoretical framework it is possible to have a wider view than the direct use of power (Korpi 1987). Hence the central features and solutions as regards the resolution of the study problem are included. Alasuutari (1989) says that a framework is a way to perceive the reality under study. Wrong says that all concepts are abstracts of reality and they do not describe it fully. Most power relationships are mixtures because of e.g. the heterogeneous nature of peoples' motives, opposition and impulsiveness. Furthermore power relationships are rarely based on a single form of power because it is also in the interests of the power holder to be capable of exerting various forms of power to secure his control. Most

of the forms of power exhibit differing inclinations to the strength of the change. (Wrong 1988)

FOUR-FIELD AS A TOOL FOR PROCESS INTERPRETATION

Power over versus power with

When I for my part took up this challenge of the study of power, which finally was not a very easy task, I started examining the entirety through a loose framework. To solve the study problem I modelled and compressed the use of power as part of process reality with the help of two intersecting lines (Figure 1; Antikainen 2002), if you want to emphasise the process view in the study. Horizontally there is a line where the opposing ends are designed the power dimensions linked with authority and co-operation. There I was adapting Follett's division into power-over versus power-with. The latter is a jointly developed power, a co-active unification of forces and tolerance for dissenting opinion and differences without conflict or coercion. Usually power has been understood to be the first mentioned, the compelling of an individual or group by another. Genuine and true power can be grown because it is co-active control instead of coercive control. (Follett 1996; Nohria 1996; Fox & Urwick 1973)

According to Follett the power-with dimension is a more natural and productive approach than a system based on control only. It is built through interactive communication. Everyone's power is a unique and sovereign power and power which is derived from the combination of knowledge, experience and ability. The aim is to melt together and join individual power into the group's power and to make everybody responsible for the moulding of the entity. (Graham 1996)

Follett does not assume that power can be given because she regards right and true power as capacity. It isn't just about how much power you are giving or are willing to give but about how much you are able to assume. Power doesn't exist as a pre-existing thing that can be divided, given to or taken away from someone. Power that belongs naturally to situations derives and develops from actual circumstances. (Follett 1996; Fox & Urwick 1973)

Energizing empowerment or anti-energizing inhibition

The vertical line in the framework that I have used (Figure 1) describes the power dimensions showing energy and anti-energy; action that enables action and action that inhibits or even prohibits action. Wrong interprets reaching the goals to be activating the resources of power and power is not a separate resource possessed by an individual or a group (Wrong 1988).

Having a formal power position does not have to mean solely restricting other possibilities of action or concentration of power; the aim could be a positive-sum-conflict of action (Korpi 1987, Figure 1) or its realisation and mobilising. Krachardt (1990) deepens the analysis saying

"Ameta-power emerges here: the power of power. If power is the ability to influence a target, the meta-power is an indirect power derived from knowing and using the power others have to influence the target."

Anttonen (1996) thinks power moves and meanders and talks about power being a possibility and a hindrance. However she conceptually looks for points where power is especially concentrated.

Alasuutari thinks that the view of power as solely restricting forces or norms is limited and misleading. He thinks that the sociological way to define power as a possibility for an individual or a group to get others to act in a certain way despite resistance is limited. Power has been understood to be like anti-energy and judicial use of power: negative, setting limits, restricting, commanding and making the subjects unable as regards the object forbidden. Yet power does not only hinder and restrict but it produces subjects with their wishes, inclinations and efforts - as the process I am studying showed. Power is not understood to be a characteristic or a privilege but a strategy and preparedness for action. Power is linked with complicated strategic situations in a certain society. It is always a working network of relationships. Foucault emphasises power relationships and their analysis. (Alasuutari 1999; Foucault 1980 a; 1980 b). Isaksson (1990) considers power and its exertion to be something else than a formal structure of the organisation.

Power must be considered relative and thus it is not fixed or measurable. Power is in part

a relationship between different parties. The formation of a power relationship does not have to be a zero-sum-game but power exists as a indeterminable quantity, increased by the co-operation of the parties or by the share of power on the action level, for the performers to reach their goals. When talking about reflective use of power, which Harisalo interprets to be making things possible, he assumes that the performer tries to avoid power conflicts in co-operation when he seeks to fulfil his interests. (Möttönen 1997; Harisalo 1991; 1990; Dahl 1971) According to Finger's, Mercier's and Burgin Brand's research (2001) power as a relationship refers to the dialectic negotiation processes of the performers and to processes between the performers and the institutional norms and rules and also the strategies of the performers.

Four-field model

The afore-mentioned linear dimensions made up a co-ordination of two dimensions (Figure 1). Thus was formed a four-field that acts as a tool and sablon for the interpretation of the use of power. This four-field model describes the power dimensions in the polytechnic process studied, it also makes this study possible. Although the different fields and divisions don't give the full picture of the process reality and its use of power and reality cannot be cut in sections, the aim of them was to illustrate and make the adopted framework clearer.

The first and second quadrants contain a dimension which when taken to the extreme inhibits action, inter alia having one sided and an excessive dictation and control politics and thus ending up with growing resistance. The use of power can become the opposite of energising if its subjects do not possess, for example, sufficient capacity or ability to fulfil the commands or the decision makers are not able to make a true interpretation of the process reality or guarantee the realisation of the change. Correspondingly actions with too tight time limits or frameworks can realise the same result. In any event one can end up in not getting anything done, some sort of chatting and cliqueness as a consequence of extreme co-operativeness; matters are neither advanced nor managed. On the other hand nothing is so bad that out

of it comes no good: repeated speculation on matters can bring completely surprising and at the same time actions and options worthy of consideration.

A zero-sum-game prevents the widely energising character of power. In the zero-sum-game A's existing power is assumed only at the expense of B's. Nevertheless in the light of bi-lateral dependence both A and B possess an opportunity to increase their power. (Thompson 1974; Parsons 1965) In zero-sum power an increase in one's power automatically reduces the power of the other. The view presupposes the existence of winners and losers. (Bacharach & Lawler 1984) A similar situation is brought forth if the performers do not, for example, understand the evaluation feedback they have received.

In the third and fourth quarters of the model the use of power gets an energising and enabling character. Power can in part be interpreted as a means and ability to mobilise the actions of individuals, groups and resources to achieve objectives. In certain situations power-over is a necessity for the immediate start and guidance of an action, because clear guide lines and targeting of resources are needed, but it does not have to exclude at the same time outside the action the dimension of co-operation in order to bring it forward. Thus power-over also got a positive emphasis in my framework. Also in my model power-over or authority does not need to be excluded outside the energising and mobilising dimensions of the action. Hence they can possess the dimensions of enabling and activating action - as my thesis showed.

The performers do not have to be fenced in or contained in one power sector but to understand power to be a two directional or rather a multi directional exchange relationship between the performers and objects helps one to move flexibly in the fields of power and between the different power dimensions and to build and renew them. Hence the situation is not labelled by being static. Thus you come to a dynamic exchange and acting as an alternating performer; the changing of power positions.

Interpretation of the process reality and securing and guaranteeing the targeted change

The formation of the use of power into energy requires according to my framework (Figure 1) the capacity to interpret and define one's own and others' social reality with its resources; the non-commensurability of the performers is also taken into account. When power is interpreted in part as a gliding, intermediate and energy producing force you avoid getting a static situation description. The interpretation and procedures of the use of power should act as essential parts, as factors enabling and energising action so that you would avoid linking power and open conflict with each other and making the action anti-energising in its nature. Agreement and co-operation are not however free from the use of power, the central thing finally is the management and interpretation of the whole and securing the change, when the empirical target is the creation of a new polytechnic from the earlier secondary level ingredients. Power could be interpreted partly as an ability to make other performers perform and to secure the change and also personal skill when building the new and managing the entirety.

The non-static changing character of power dynamics in the four-field can in a way be compared to the mathematical co-ordination, where when moving in an area a certain point always gets a new partner figure. In a similar manner the character and content of the use of power changes in the course of action and as a result of action. Power is not located only in one point but lies in a bigger area in the four-field when you study a whole process instead of a single decision. Power is interpreted as a relationship that moves between the performers as a result of different factors i.e. the focus of power moves in different directions in different questions and it is not structurally evenly spread everywhere. In the course of action or as a result of it 'power or rather the focus of power and its results in a way move like an amoeba' in the four-field. Hackman (1985) defines the situation stating:

"Power — is relative from relationship to relationship and even from situation to situation."

The four field - though only as one possible interpretive tool for the use of power - is valid

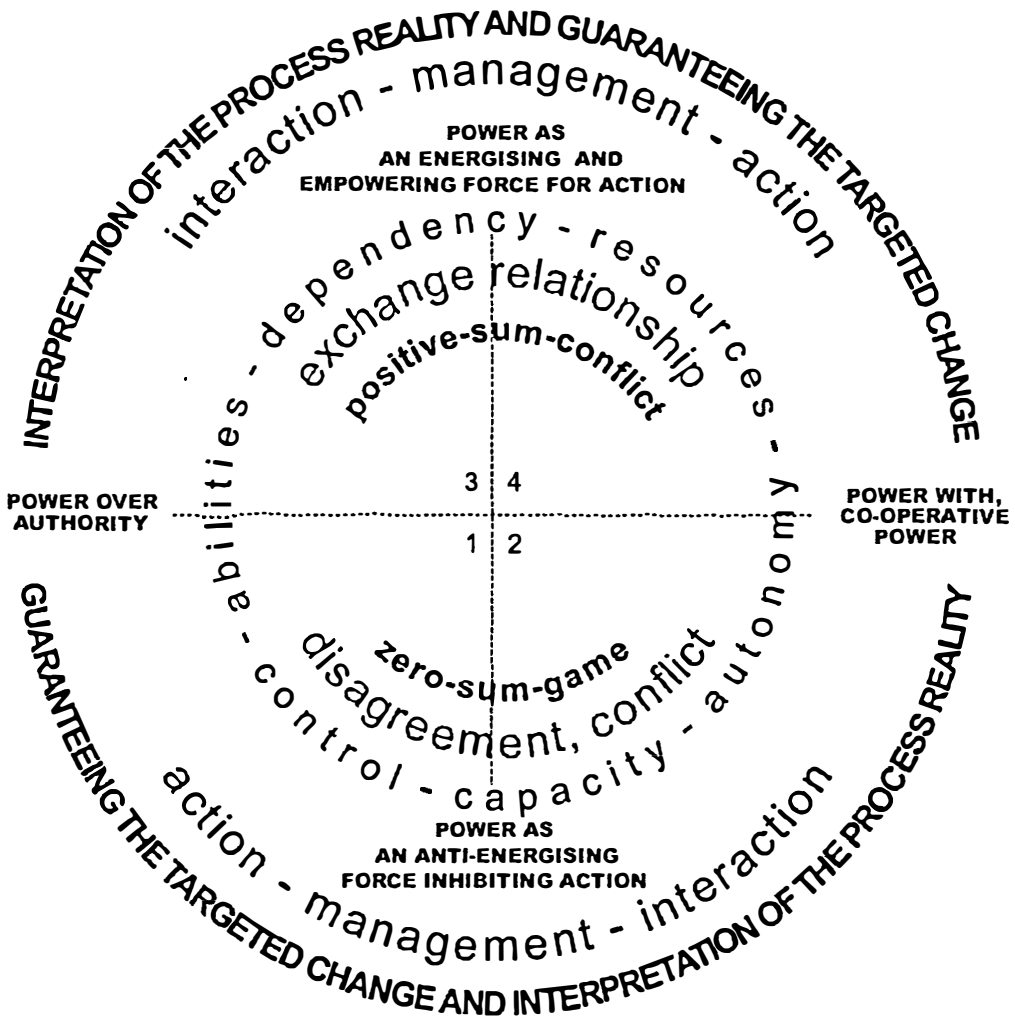


Figure 1. The theoretical framework of the study (Antikainen 2002)

because at each time through detailed dichotomies and abstractions only part of the changing process reality can be described. A single type of power can have various consequences and forms in the field of power within different contexts and different cases. For example the power-over or authority can thus according to my four-field have both an energising and anti-energising dimension of action.

To bring things forward and to build the entirety, or from the viewpoint of the performers all the aforementioned parts of the four-field are not equal and equally advantageous in different

cases; especially if we talk about a process like the foundation of the polytechnic system which is wide and raised various feelings, interests and opinions. A same or a seeming same solution can produce different follow up consequences in different contexts. Power as a field of phenomenon takes the form of multi-directional process relationships and ending up in a zero-sum-game or an open conflict could not keep each process developmentally positive enough. Their counter balance is exchange relationship and positive-sum-conflict dimension.

Instead of taking into account only the adaptation you must consider mutual compromising and searching for the positive value of the action and then the aim is

"interactive behaviour between the situation and ourselves which means a change in both the situation and ourselves."

We should not get into an either/or situation but Follett thinks that there are often better alternatives. (Follett 1996) The aim can be a both/and situation.

CENTRAL RESULT DIMENSIONS

The most central dimensions of my framework rose explicitly along with the interpretation of my empirical data; the use of power between as regards the actions of different performer levels in the process reality was moving on the dimension of zero-sum-game - positive-sum-conflict as it also moved in the framework of empowerment, strengthening, energising and anti-energising and solution inhibiting actions. The use of power with its consequences was moving in the fields of power-over and power-with and power as capacity and ability to interpret both one's own and others' reality and as management of the entirety - partly even lacking the aforementioned dimensions - got a central content with a case example. The relationship based and changing character of power is also evident. For example the variability and difference as regards the performers was revealed through the position of the evaluation council. Thus a wide interpretation and understanding of the use of power through the adopted framework make up a central sociological challenge which is wider than educational administration. (Antikainen 2002)

In my study dependency also got an energising positive dimension because obtaining the permission to become permanent and larger was dependent on the developmental activity started and finding a co-operative spirit. Thus the applicants had to develop their ability to move on the exchange relationship dimension.

The interpretation of the process reality, which was emphasised around the four-field model used as a framework for my study becomes more important both from the viewpoint of one's own and other performers' action. It was not

meaningful or in anyone's interests to stay in the zero-sum-game or to end up in the conflict situation in the polytechnic process because according to the prevalent educational political situation there was no sense to leave themselves outside the process because of securing the tertiary level status. Getting the permission to become permanent and larger demanded interactive processes with the environment and caused dependency relationships towards other performers. This supports the view that freedom to act is rarely absolute. Hence taking part in the exchange as a form of use of power became a central survival requisite for the schools. In fact schools had to be encouraged or be required to engage in co-operation. On the other hand the ones which had applied for permission earlier had to take others in to secure their own survival.

Also Thompson's statement that an organisation can have power in relation to some unit but simultaneously is dependent on the others in another sector. Power can't be interpreted as a general character of organisations because it is a result of organisations and many relationships in their pluralistic environment. The power position of an organisation varies as regards to different sectors of the environment. (Thompson 1974) On the basis of my work the positions of power-holders and the targets of power were changing in the course of social interaction and communication.

Thus the reference to empowerment in sharing power becomes more concrete through the construction process studied. If you attach the framework of the performers' ability and renewing of action to the aforementioned thoughts you can also expand the viewpoint of the use of power in the polytechnic process too. Now important references are especially those having to do with ability and interpretation of the environment. The viewpoint of my study expands and deepens if the use of power is interpreted from the viewpoint of the aims and success of the whole renewing process.

Apparently filling in the same type of application papers - even repeatedly during different years - was using energy too. In part the result of that and of pursuing one's own interests may be interpreted as a non-beneficial start position. If power could have been interpreted broader than the character of zero-sum-game the starting positions would have become different. Then

you could have developed action immediately in the status of being permanent. Knowing and adapting the concepts of positive-sum-conflict and power-with would have helped the process. The benefit produced by them had to be shown to some of the applicants. The situation sets a demand also to administration and study about how theoretical study and adaptations can be 'also moved to the real life'. On the other hand the importance of the resources i.e. the significance of obtaining the permission to become permanent and larger foretold finding integration. Obtaining the permission can probably be considered a more important dimension than real co-operation from the viewpoint of the applicants.

Top down and bottom up

When defining the task for my study I was looking for an answer for the nature of the use of power during the period of the polytechnic becoming permanent and larger in the years 1995 - 2000, it seems on the basis of my data and the framework of my study that the situation is inter alia the following: power wasn't located in the total process of creating the polytechnic system only with the performers and decision makers on the national level so the direction is not only from up to down. The guaranteeing of the functions and the success of the whole stayed and will stay a lot on the local level i.e. the applicants. Interaction, dimension linked with the exchange and management of the entirety and the interpretation of the process reality are all needed to make further development of the process successful.

The resources, which at places were quite insufficient on the basis of the documents during the study period needed strong and long-term development and then power extends also to the local level to develop them further. It is not just a question of securing the mere knowledge capacity but also of learning capacity. This is the ultimate question that defines what the polytechnic school system finally will become and also what its level will be. This will be a continuous challenge for tertiary politics when you have to consider not only the use of power but also the adaptability of different guiding and observation procedures. To find a power dimension based on power-with and exchange according to the four-

field is more than necessary for the future of the process.

According to Reunanen (2000) wisdom descends through the whole organisation instead of adhering to the top points. Because in the permanentation and enlargement process the resource problems of the time were accepted as process factors their development and solving can't be left and they mustn't be left incomplete. The human capital had to and was 'mobilised' to make the reform successful. In that part power as a competence to mobilise, enable and activate came clearly forth. Though Korpi (1987) recognises human capital to be a problematic power resource - it was now that partly from the viewpoint of education, work experience and attitudes. Quinn et al. (1996) say

"On the organizational level, power can be viewed as the ability to influence the flow of available energy and resources toward certain goals. This kind of power shows up in activities such as legislating policies and laws, setting rules and procedures, bestowing rewards and punishments, and making goals and plans."

Though the process clearly energised schools for example in the form of vast further education of the teachers it also had its anti-energising effect in its way of realisation and time schedule. A mere wish to be a polytechnic is not enough but you don't manage without it either and decisions - like Pfeffer (1997) says - don't change anything nor do they realise themselves. The anti-energising dimension can be seen also in the way the local applicants couldn't somewhat manage the situation and couldn't interpret their own and others' process reality, and different performer levels can't be interpreted as being internally free from the use of power. Virtanen (1997) refers to the subjective views of the staff about their polytechnic level and the small amount of quality awareness, resistance to change and the problem of giving up earlier customs and cultures and being not used to open evaluation and the inner disintegration of the polytechnic. How was it possible to take into account both the objective and subjective character of quality (Lumijärvi and Jylhäsaari 2000) in the process?

Kivinen, Rinne and Ketonen (1993) say that Finnish tertiary school politics needs both top down manipulation and bottom up reforms starting from lower level, for example scientific

institutions and learning subjects. All in all to secure and manage the change you need support from different levels. To fulfil reforms power relationships are crucial though new plans may fail if the innovators don't manage to get support and power to protect the new ways of conduct (Kivinen & Rinne & Ketonen 1993; Clark 1983). The process entity I studied also needed the support of the local level, though it partly turned out to be insufficient to make the implementation of the reform successful.

Kivinen, Rinne and Ketonen (1993) further remark that in the Nordic education democracies people have believed in manipulation from top down, but according to Clark (1983)

"the academic system is inherently multisided, diffuse and bottom-heavy. — In a bottom-heavy knowledge institution, grass-roots innovation is a crucial form of change. — When a system is bottom-heavy, groups at the grass-roots are key participants in implementing policies and reforms."

In the process reality of polytechnics without the input of the local level and without the depth and management of the change - especially from the viewpoint of professional polytechnic education - a real reform will remain insufficient. Knowledge and expertise are also located on the local level.

Clark (1983; Hölttä 1991) emphasises the simultaneous study of the tertiary system both from the viewpoints of tertiary institutions and communities of different sciences. Based on the aforementioned though and by applying it you could ask how in the process of making the polytechnic permanent and larger it was possible to at the same time take into account both the construction of the whole and the views of educational and professional fields and schools. How did the required multidisciplinary professionalism guarantee the equal treatment of the value world of different educational areas? Many central dimensions remained incomplete and as general remarks and references. According to Raudaskoski the working philosophy of polytechnics is not linked to a strong value world. The change into a third level institution is made possible through values. She thinks that first you should be able to define what a polytechnic school is. (Raudaskoski 2000) Helakorpi (1997) includes the ontological

foundations, epistemology, and methodology of polytechnics, axiology, ethics and societal philosophy into the philosophy of the polytechnic.

Multi-directional power relationships

Ahlfors, Kolanen and Reuna (1995) remark that defining power as a characteristic would mean that power relationships stay unchanged although power is about relationships. According to Kinsella (1999)

"power is dynamic because it only exists through its exercise — power — is productive in a variety of senses: material, rhetorical, organisational, institutional and political."

Thus the traditional direct exercise of power was widened into a more multidimensional and richer interpretative phenomenal field. Power as a reciprocal capacity dependent on the performers belongs to several competing groups and different levels of performers. Giddens considers the dialectic control an inherent relationship between the performer and power. Committing into a relationship gives the subordinate performer some power as regards the other party. (Giddens 1984). Not exercising power is also use of power, so the degree of recognition of the use of power becomes central.

The interpretation of power relationships to be two directional or rather multi-directional was an essential hypothesis in my study. Layder (1993) describes power relationships:

"It is wrong to characterize power relations as if the involved a relation between those who have power and those who are literally powerless. There is always a shifting balance between the parties concerned."

The variability of power positions was a central hypothesis. Power and (open) conflict were not linked together as a fact nor was co-operation excluded outside the use of power.

Dependency is inevitable in social life. To find out contextual factors in actions helps to understand the functions of an organisation. To gain some control position over the other units an organisation itself must surrender some of its own autonomy. An important element in the construction of a power relationship has to do with the performer's ability to interpret others'

dependency. It is not important to offer only valuable resources from the viewpoint of reaching power but that the social performer can control and adjust their flow and amount. The size of the resources or their share of the whole is not decisive. (Pfeffer 1992; 1981; Pfeffer & Salancik 1978) The dependency relationship in the process studied was clear because it was only possible to get the permission to make a school permanent or larger from the government. On the other hand the applicants were also dependent on each other because it was not possible to fulfil the requirement concerning the multidisciplinary nature of education demanded without other schools.

However what is considered important or rare in a resource is open to change because a resource, chance or insecurity, which can be a turning point from the viewpoint of the organisation, is a socially defined matter. Thus, power is defined by social reality and the participants within and not only by the controllers of the resources. (Pfeffer & Salancik 1978; Pfeffer 1981)

The relationship between the different performers within the polytechnic process was seen as a reciprocal mutual power relationship which can be interpreted as moving between different power dimensions. According to Giddens power relationships concern the autonomy and dependence of the performers or parties on each other. Giddens refers to reciprocal dependency relationships in action when a change in one factor causes changes in other factors. They themselves make changes in the first mentioned. The management's realisation of the character of the situation means recognising the boundaries of one's own power. Then exchanges become important also in the dialectic of the inner use of power of organisations. (Virtanen 1994; Giddens 1984; 1983)

Evaluation as a force for change and as a signpost for development

A central question is how process and especially the given evaluation furthered each one's own ability to find their own chances to change and to increase self-motivation both as a system and on unit level? You can put similar demands for the goals. Evaluation is a key part of the use of power. The criteria for decision-

making are time bound and part of the existing power game. As for the quality the development of processes has a critical importance (Lumijärvi & Jylhäsaari 2000). Evaluation has also been interpreted as action where societal life and the theories concerning its change meet each other (Stenvall 1996). Thus the realism, relativism, accumulation and conceptual clarity of the evaluation are highlighted.

Reunanen (2000; Laaksovirta 1986) joins new information and renewal together: the transference of research information into the decision making process and its effect on decision-making. Research is not seen to create a strategic mainline but it is used as a basis for it. Laaksovirta stresses the importance of applicability of information and comments that knowledge is a tool for power. There are reasons to have some suspicions at least partly against the scientific background of the evaluative information and the broad transference of subject views into the decision-making in the polytechnic process I have studied, although those especially would have needed. All in all the use and application of the evaluation information was not self-explanatory. Being so general in its nature it transferred and offered power and also responsibility to the performers on the local level.

Because polytechnics are a widely dispersed system, the importance of evaluation and the use of the information it gives as parts of the use of power are crucial. At the same time it produces a challenge to decision-making in educational politics. Hence Dahl's idea of power to compel an individual to do something he would not otherwise do is not enough for the interpretation of power. In that sense the model I have used makes the interpretation of power more varied. Through an empirical case study, the view of resource dependency about the fact that reality is not only unidirectional with its consequences became more specific in my work. You could ask if the evaluation should have been fulfilled in another way.

According to my framework, how well the change can transform, the management of the situation and the interpretation of one's own and others' process reality become focal point in the study. As regards the whole process evaluations can be looked at by adapting the content of the following citation:

"an evaluation must deal with the issues that matter, provide information that addresses those issues, develop that information in a way that is timely and meaningful for the decision makers, and communicate it in a form that is usable for their purposes. — They may also contribute information for planning and policy purposes, indicate if innovative approaches to community problems are worth pursuing, or demonstrate the utility of some principle of professional practice. Evaluation research may even help shape our general understanding of how to bring about planned social change — The common denominator is that evaluation research is intended to be useful and used, either directly or immediately or as an incremental contribution to a cumulative body of practical knowledge." (Rossi & Freeman & Lipsey 1999)

If the aim of the evaluation information is to help concentrate on the most essential elements in the action, to make decision making easier and to make action and goals clearer (Kaarlejärvi 2000) you can at least partly ask if the aforementioned goals have been realised on the basis of evaluations. Yet you must remember the indirect effect of evaluation results (Uusikylä 1999).

Pawson and Tilley (1997) remind us about the constantly progressive nature of the social world and they consider the change endemic. Because according to them the local context is unstable and the local programmes are vulnerable constant social change will become a challenge of the methodology of evaluation. Thus we can question the year in year out use of singular and formal rules and forms in the evaluation process, and their use can't be defended by referring to a busy timetable because of the importance of the process. House (1995) remarks that the use of the different arguments and argumentation in evaluation is dependent upon the situation and the target group. On the other hand you could now add that it is also dependent on the performers. Evaluations made as small group visits were not necessarily a problem free procedure.

WHAT WAS LEARNED?

There are grounds for asking what was or what could be learned from the foundation process of the polytechnic school system and especially from its implementation. At the same time the

questions concerning the understanding of and learning about the use of power will become prominent also in educational administration and management so that the development work can become most fruitful and that we can secure its transformation and the management of the change and the interpretation of the reality according to my framework on the local, provincial and national level.

The situation is made more complicated by the fact that the target of 70% of the Finnish age group having a tertiary level degree has already now raised fears and suspicions as regards maintaining the level. At the same time a question has been raised about the sufficient number of the people having vocational school qualification in the labour market. Just when the Finnish network of tertiary level schools has been widened there are opinions that it should be less so because people don't believe that there are enough talented applicants for the schools and as competition intensifies, age groups diminish and the number of graduated secondary level students decreases. At the same time an interesting dimension of the political use of power has been raised: people want more new units although Finland has a world record in the tertiary level study places. (Helsingin Sanomat 14.1.2001; 3.10.1999) The question of management of the entire entity and its interpretation is well founded.

Lloyd (1996) talks about power-driven and responsibility-driven management. That the former goes together with self-centeredness and stays outside sharing according to him. In my opinion you don't have to and you can't exclude power outside of responsibility, reliability, capacity for responsibility, empowerment and long termness or exchange - as my study and its framework showed. Power does not have to be and it must not be linked only with self-centeredness.

The use of power was clearly seen in concrete action. The enlargement of the interpretation of power into an interactional exchange relationship would also have required the enlargement of standard experimentation to for example meta experimentation. On the other hand my study shows the significance of the use of power in mobilising and energising of resources. Along with the partly non-controlling dimension of the situation, the local level didn't quite show its

ability and capacity as a process developer. Hence the situation became anti-energised.

The schools that considered themselves as leaders in their field or the ones that had hurried themselves into the permanentisation process had to adapt to the new situation. The situation started to change constantly. The power relationship was no longer unidirectional. The ones that came along, depending on their experience and ability to negotiate, had or would have had power, which moves between different parties. Thus the idea stressed in resource dependency becomes clearer that the power of the lower units comes from their ability to act in a logical and coherent way. It is also a question of making use of the situation and of the importance of timing. In the target example you can clearly see the importance of resources as an omen of the integration.

The absence of a conflict or an attempt to use power does not necessarily mean that power is not used but according to Ruostetsaari it may have been used efficiently. Ruostetsaari also thinks that it is possible that the fact that decisions haven't been made or matters haven't been taken up in the course of the process is due to the anticipation that one believes that others will make their fulfilment more difficult. (Ruostetsaari 1992) Because organisations can with the help of their power value things and act accordingly, power is not compressed, measurable or bestowed, which according to Harisalo (1991) it unfortunately is understood to be, but every organisation must be able to get and keep their power in order to reach their aims to make the necessary choices and to solve their problems.

When I was looking at the situation from the framework of my study it was revealed that the use and the interpretation of the concept of power was partly limited in the course of the process or that the performers had not obviously even come to think about the framework in question. On the basis of my work you can say that the pondering on the reflective consequences of the use of power and the dimension of empowerment have remained incomplete or at least the follow up results have not adequately been thought about from all aspects. They couldn't start the process from the framework of wide co-operative power-with in all respects and the evaluation of abilities and capacity were not always realistic amongst

applicants.

The central thing is the energising and enabling character of power and its dynamic and interactive moving between the different sections in the framework of my study. Then the indirect and instrumental relationship based nature of power gets broader dimensions. On the other hand the situation is a challenge for the administration in tertiary politics: how can the whole be managed and at the same time get the performers to become independent and develop progressively. As regards the success of the latter dimensions you can partly have some reservations in the process studied on the basis of the data. How can you get from reproducing to renewing? In fact the use of power in the polytechnic process was located in the whole of the four-field of the framework.

The situation doesn't remove the meaning of authority or make it insignificant in the renewing and in general in the use of power. Thus you can assume that remaining in places one and two in the four-field of the framework would not have led to sufficient action: you needed a clear action catalyst and after that the ability to move towards the co-operative and shared power-with dimension. Clear decisions were certainly needed and will be needed to start and further various matters, and power need not only be interpreted as a negative thing. Because it was a question of an extensive construction process the use of power also got a different character. The process will not progress without the conscious commitment of the local level and national level decrees exclusively are not sufficient. Hölttä (1991) stresses the result responsibility of the tertiary level and its productivity and real changes when he looks at the ability of different scientific fields to find opportunities and spurs from the tertiary level changes for the development of their own action.

However there is no reason for the polytechnics as schools laying stress on professionalism to forget their past as colleges and end up having no history and the view that they now as an entity or already now or even permanently would meet the criteria demanded. The respect for the old college tradition and getting energy therefrom also help in adapting to the new. Rinne (2002) remarks that the Finnish polytechnic stands on the tradition and network of the earlier professional second level schools.

However the interpretation of reality linked with power increases the understanding of the process. The framework of my study can be adapted to both vertical and horizontal, inner and mutual study and interpretation of power relationships. Though it cannot necessarily be generalised for the study of all questions linked with the use of power, it will help to interpret and understand the power dynamics and its consequences in the process under study.

My case study example revealed a wider adaptability of my framework and the usability of my study. The discovery of positive-sum-conflict and power-with dimensions would increase everybody's power which would have an energising and empowering effect. On the other hand the significance of a common interest could be assumed to predict finding integration like in the polytechnic process. The interest could be a wider well being in their area and the guarantee of such well-being. The change does not have to remain on a marginal area or level. Thus each performing party should consider how their own action reflects empowering and energising power dimension or understand the dimension of their action that hinders and prohibits such. If you examine the framework of my study and the empirical observations based on it you could further the change and its management.

The model combination which was the framework of my study, the synthesis, made a wider process view than the exercise of direct power possible and helped to understand and analyse the character and the consequences in the organisational use of power more widely. At the same time it was revealed how the use of power worked in the course of the process and what kind of dimensions were to be found as results of action in the field of the use of power. The four-field thus worked as technical tool for interpretation. The central thing is to make power questions current by relating them to current concrete phenomena. Thus I have offered as my contribution one possible process interpretation of reality. The reliability of the study could according to Eskola and Suoranta (1998) also mean in the course of the study

"one possible theoretically strong way to describe the data produced by a single researcher",

and then after the interpretation the view would be free to develop further on. Because of the

central societal significance of the use of power it would be more than necessary.

My work showed the significance of the use of power, its multi-dimension living and changing and relation based character in the course of the polytechnic process studied and it showed power as a driving force for the social relationships. Giddens (1984) wants to repeal the disputed basic nature of power because no views of the social sciences are that by nature according to him. Giddens ends up emphasising the joining of the sociological concepts - not only power - to value systems. Thus we once again come to the use of power. Finally I suppose it is quite reasonable to still refer to a few thoughts that defend power with the words of Quinn et al (1996)

"Power, like energy, is neither good or bad. It is tempting. But the moral or immoral use of power is the product of motives, decisions, and thinking - not the fault of power itself."

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