EDITORIAL

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The analysis of the strategy of higher education institutions: a question of ends and means

Higher education organizations around the world have faced profound changes in the past decade through the commodification of knowledge, the development of societal expectations for sustainable development, the implementation of new public policies inspired by New Public Management (NPM), the development of digital and technological innovations, and the advent of an international market for higher education. For example, the Bologna Process and European policies have greatly changed the European system of higher education by wishing to link the autonomy of higher education institutions to performance. At the organizational level, universities face an increasingly competitive environment and budget restrictions from the lead donor state. In order to respond to these changes, universities have sought, from NPM perspective, to improve their performance by integrating management practices from firms. The concept of performance has become central in the management of universities, which must now rethink their objectives, and the resource allocation according to the expected and achieved results. In return for a growing autonomy, they must develop a governance integrating a large set of stakeholders, and report their performance to all stakeholders including users (customers) -citizens -taxpayers.

According to Christophe Lips (2016), the objective is to modernize the universities, and to propose a system which balances between the logic of the market and the common interest principle. As these institutions contribute to the knowledge economy, their performance must take into account the results in terms of outputs (the production of services and their qualities) but also of outcomes, namely their impact on economy in terms of growth, employment and well-being. In such a turbulent environment, with hybrid expectations in terms of market and common principles, institutions are challenged in order to adapt quickly to changing environment.

This issue addresses the question of strategy, in higher education, as well as its tools. It proposes analysis that can help the leaders of public educational institutions to make better decisions by a better understanding of their environment. This kind of research is useful in this sub-theorized field of public

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sector strategy, which straddles two separate but related areas of analysis: public policy and strategy.

To propose a definition of the strategy adapted to the universities, we can use the view of Chandler (1962), for whom "strategy is the determination of the basic long-term goals and objectives of an enterprise and the adoption of courses of action and the allocation of resources that will enable them to achieve these goals and objectives". However, in a context of higher education, it is necessary to introduce the notion of reputation, which is central to the legitimization and construction of a competitive advantage. It is also essential to include the role of public authorities in defining objectives in terms of teaching (curricula) and research.

The strategy in the field of higher education can therefore be defined as follows: "***The strategy of an institution of higher education and research (such as universities) is to seek a long-term performance and organizational reputation to users and funders that give a competitive advantage and legitimacy in a changing national and international environment. It must also be able it to respond to the political orientations and expectations of stakeholders by allocating resources and skills to the different activities and processes contributing to the knowledge-based economy***".

The basic model of strategic management of a higher school institution includes, in a sequential approach of the strategic decision-making process, five phases: (1) the setting of objectives and goals according to missions and public policies (2) the external and internal analysis (3) the formulation of the strategy (4) the implementation of the strategy (5) the evaluation and control.

The aims and missions of educational institutions are defined and regulated by regulations, and in particular by the statutes which determine their role in terms of responsibilities in the fields of teaching and research. The mission is a broad vision of essential questions: Why does the organization exist? What is its ideal? What is it trying to accomplish? Missions characterize the vocation, the "raison d'être" of the organization. The question of "How?" makes it possible to set the objectives and the plan to reach the goals. Goals are "results that the organization proposes to achieve on a given date".

However, the uncertainty generated by competition and the race for rankings among universities has generated profound change and leads to rethinking relations with external partners. Coopetition, a mix of competition and cooperation, appears to be a way to improve the competitive position. The simultaneous existence of competitor cooperation and rivalry provides a way to reduce uncertainty. The other solutions are avoidance by launching research and teaching programs different from other institutions, limiting geographical development, choosing not to compete, or promoting cooperation between institutions. Other ways are inter-university rapprochements and university mergers (Lips, 2016). Two paradigms form the
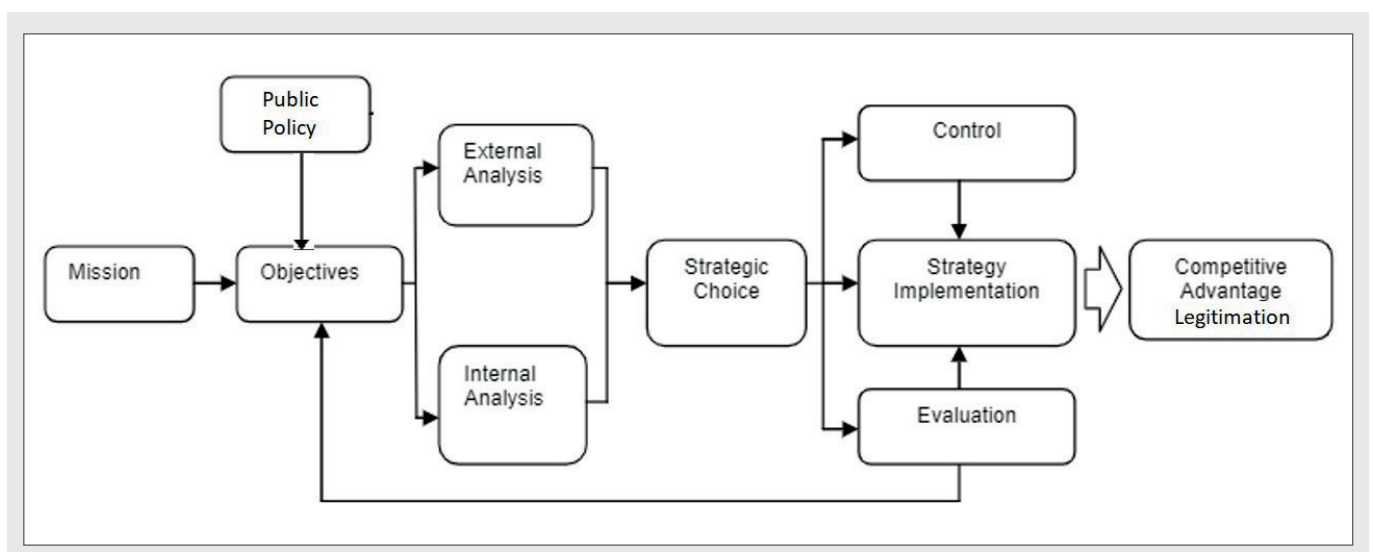

Figure 1 – The strategic management process

basis of coopetition (Dagnino, Le Roy & Yami, 2007): the competitive paradigm, which focuses mainly on rivalry and hyper-competitive behavior, and the relational paradigm, which focuses on different forms of cooperation (strategic alliances, networks and collective strategies).

Strategic management tools	PHASE OF ANALYSIS STRATEGIC			PHASE OF CHOICE	PHASE OF IMPLEMENTATION
	Analysis of the missions and objectives	Analysis of the internal potential and the environment and their interaction	Analysis of the strategic portfolio	Development and analysis of the strategic alternatives	Evaluation of the performance of the strategic choices implemented
The Mission Core Competence (MCC) Decision Matrix	*				
Public Matrix based on Shareholders[3]	*	*	*	*	
SWOT		*		*	
PESTEL		*			
Porter's Competitive Forces		*			
BCG matrix		*	*	*	
McKinsey matrix		*	*	*	
PIMS matrix		*		*	
GRID		*			
ETOM		*	*	*	
ADL matrix		*	*	*	
SPACE matrix		*		*	
Cometencies analysis VRIO		*	*	*	
Benchmarking	*	*	*	*	*
Balanced scorecard	*	*		*	*
EFQM (European Foundation for Quality Management)		*	*	*	*

Table 1 – Contribution of strategic analysis tools to decision-making

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3 quoted in p.122 CHOMIENNE, H. & PUPION, P.C. (2009).

If there is a lot of research on coopetition and its motives (stimulation of innovation between partners, technological development, obtaining complementary resources, entry into new markets, or creation of new products), there are only few studies which are interested in the place of coopetition in the public sector and its regulatory role. It is not the least merit of the article proposed by Couston, Larat, Fouchet and Keramidas to show the place of the strategy of coopetition for institutions of higher education, in their strategy of internationalization. The analysis of the coopetition strategies of higher education institutions, as part of the internationalization strategies, stimulated by the globalization of the training market, helps decision makers. On a theoretical perspective, it shows the specificity of the regulation of relationships between actors of coopetition, in a public sector where individual goals and interests are under the common and national interest. In practical terms, many universities have started using strategic analysis tools. The potential contribution of these tools and management techniques is important, as they provide an environmental scan to reduce the risks inherent in strategic choice, and help to make decision. These tools integrate strategic analysis (analysis of the mission and objectives, the potential of the organization, the environment, the strategic portfolio), the development of strategies (development and analysis of alternative strategies and choice of optimal strategies), the implementation and control of strategies (analysis of the effectiveness of the chosen strategy).

The balanced scorecard is a rich tool for studying the strategies of the universities whose strategic approach is often limited to the construction of an opportunity-threat, strength-weakness matrix. Robert S. Kaplan and David P. Norton proposed a strategic management system (1992), called Balanced Scorecard (or Balanced Scorecard or Prospective Scorecard, including the idea of an extra-financial approach to better anticipate the creation of value), whose purpose is to control the execution of the strategy. In this sense, "they propose a balanced vision of organizational performance" (Botton et al., 2012) through the integration of non-financial indicators. This approach is part of a complete process, beginning with the development of a strategy, translated into a strategic map, composed of strategic objectives, broken down by major functions. The four axes or perspectives are:

economic performance, clients, internal processes, organizational learning. The Balanced Scorecard identifies the determinants of future performance (Kaplan and Norton, 1996). Kaplan and Norton (2003, p.31) note that these "clients, internal process and organizational learning determinants" are based on a clear and rigorous translation of the strategy into concrete objectives and indicators. TBP is not just a new measurement system. It can also be the backbone of management processes (...). Jean-Francis ORY proposes to develop a tool which measures multidimensional performance allowing measures of sustainable development strategies and performance. He conducts a research intervention on a university and proposes a tool for steering and measuring the performance of the sustainable development. He shows that the new mission "sustainable development" contributes to the overall performance of the institution, and requires, like other missions, the implementation of appropriate management tools to control, guide and evaluate its implementation and the results. He proposes an approach based on stakeholder participation and proactive decoupling of the dimensions of performance, in order to build a strategic scoreboard of the University's Social Responsibility (RSU).

NPM has promoted various planning tools, as well as a results-based management or performance-based management system. However, in the higher education sector, the bureaucratic logic does not disappear. Managers must conciliate values of NPM (particularly the notions of performance) and those more traditional in the public sector (response to a social demand). It is therefore important that the mode of governance of higher education institutions does not forget them. The article proposed by HARIMINO, LANDE and HARISON analyze this coexistence and sometimes the conflict between the managerial logic, resulting from the New Public Management, and the bureaucratic logic characteristic of the Old Public Management, in a Malagasy public institution of higher education. They show how the leaders have improved the notoriety and legitimacy of the institution in the 80s. They highlight that speeches and statutory acts are structured around a major opposition: efficiency and procedural regularity, two opposite principles for operational conduct.

The first article proposed by Alexandre COUSTON, Fabrice LARAT, Robert FOUCHET and Olivier KERAMIDAS entitled "*The international alliance strategies of French universities and public service schools: the contribution of analysis in terms of coopetition*" analyzes through a case of study on a coopetition strategy for internationalization. They show that the coopetition between university and a public service school (ENA) allows development of public training courses programs in the Middle East. The analysis of internationalization strategy in terms of coopetition allows a better understanding of conditions and stakes relative to certain modes of cooperation in the public sector.

The second article proposed by Jean-Francis ORY titled "*Driving sustainable development in the university: an experiment to build a RSU dashboard*" presents the case of a university that used intervention research to develop a sustainable balanced scorecard tool to pilot and measure the performance of the sustainable development mission. In this approach, he aims to involve the different stakeholders in order to build a strategic scoreboard of the University Social Responsibility (RSU).

The third article by Oliarilanto Rakoto HARIMINO, Evelyne LANDE and Victor HARISON entitled "*The conciliation of contradictory institutional logics: the case of a public higher education establishment in Madagascar*" analyzes the cohabitation and sometimes the confrontation between managerial logic, resulting from the New Public Management, and the bureaucratic logic characterizing the Old Public Management. Their study shows that the using of management tools is based on a dual approach, combining managerial and bureaucratic perspective, in accordance with a compromise perspective.

The last and fourth article of the issue is proposed by Thierry COME, Stéphane MAGNE and Alexandre STEYER. It is entitled "*Being or not being a smart city: an empirical study of innovations promoted on the cities' website*". It addresses the question of the dimension "innovation" in the presentation of the big French cities. It shows how these written speeches about the smart city, and the innovation on the websites, can affect the identity of the city and the "city brand".

Their approach is based on a lexical analysis of the speeches present on the websites, with a theoretical approach resulting from the analysis of the brand and the territorial marketing.

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