

Final report

**of the Meeting of Higher Education Partners
(World Conference on Higher Education + 5)**

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Foreword

Five years after the World Conference on Higher Education (Paris, 1998), UNESCO organised a Meeting of Higher Education Partners to assess the progress achieved in the implementation of the Framework for Priority Action adopted by the WCHE, to measure the impact of this major event on the development of higher education worldwide, and to define the orientations for future action at the level of both Member States and of individual institutions in response to new challenges and expectations.

I shall not dwell upon the discussions and communications presented at the meeting. The former are well summarized in the general report and the latter are included in this publication.

However, I should like to highlight a few points, which I find particularly important:

Higher education in 2003 is marked by much more diversity and much more variety than we may think. This is most encouraging.

At no time in human history was the welfare of nations so closely linked to the quality and outreach of their higher education systems and institutions. Education at all levels nourishes the development of societies that are both democratic and free and communities that live in peace and practice justice. Higher education is especially important, not just for training those who maintain and promote the infrastructures of democracy and justice, but also, by developing the capacity for forward thinking in a wide swathe of the population, to create the conditions where liberty, justice and democracy can prosper.

Lifelong learning is gaining ground as an underlying principle of modern education and tertiary education emerges as the level which could meet its requirements adequately and efficiently.

Trade in higher education is not going to wash away hundreds of years of academic tradition but academics should understand its implications. Dialogue based on the principle of justice is the key to sound relations between higher education and economic development and cooperation between nations.

Higher education needs to be conceived as a human right and as a public good.

Teacher training is not only a major component and function of higher education. It is also the main vehicle through which it can contribute to improve education at all levels.

Advances in information and communication technologies are major driving forces, particularly when associated with the developments in education and cognitive sciences. Its ever-expanding international dimension represents the most consequential development after the World Conference on Higher Education. A process of higher education is unfolding, which goes beyond the traditional practices of international cooperation.

This mid-term assessment of the recommendations of the World Conference shows that we are on track. The task now is to press forward with the work and to integrate into our actions the new elements from this meeting.

John Daniel
Assistant Director-General for Education

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Introduction

The World Conference on Higher Education (WCHE), convened by UNESCO in Paris in 1998, brought together over 4,000 participants representing 182 countries (Ministers, officials responsible for education - including higher education -, teachers, researchers and students, parliamentarians, and representatives of intergovernmental and non-governmental organizations, of various sectors of society and of the world of work, financing bodies, leading publishing houses, etc.). The conference focussed on the main challenges in higher education with a view to defining the most appropriate actions to be taken to better meet the expectations placed on higher education in the present day knowledge society.

The participants reiterated the need to maintain, reinforce and strengthen the core mission and values of higher education, in particular the mission to contribute to sustainable development and the improvement of society as a whole. There was a convergence of views and opinions on the need to renew and change higher education to better fulfil its new mission and functions at the dawn of the twenty-first century.

A new vision of higher education emerged from the debates of the conference. Its main components are equity of access, increased participation of women and promotion of their role in higher education, the advancement of knowledge through research and dissemination of its results, and the need to better define a long-time orientation of higher education, based on relevance and increased ties with the world of work as well as on the analysis and anticipation of the needs of society. This vision calls for the diversification of higher education in order to enhance its efficiency, and for increased attention to be paid to academic staff and students, as the main actors in higher education.

UNESCO, acting in close cooperation with its Member States and with a broad range of partners, notably intergovernmental and non-governmental organizations, and other specialized United Nations agencies, has put in place a strategy for the implementation at national, regional and international levels of the main lines of action adopted by the World Conference. Various initiatives have been taken in order to advance reflection on higher education and to implement the decisions of the WCHE.

Five years after the Conference, a stock-taking exercise seemed both timely and necessary. The General Conference of UNESCO recognized that need at its 31st Session and called for an assessment of the progress achieved in the implementation of WCHE Framework for Priority Action in its Programme and Budget for 2002-2003.

The purpose of the assessment was to identify the changes that had taken place in higher education since 1998 and their consequences, to identify examples of good practice, and more particularly, to try to define future action at the level of Member States and individual institutions. The process towards achieving this objective involved the active participation of Member States and partners in the implementation of the WCHE follow-up strategy.

More than 400 participants from 120 countries took part in the second Meeting of Higher Education Partners (World Conference on Higher Education +5), held in Paris, at UNESCO Headquarters, from 23 to 25 June 2003. They represented the national focal points for the WCHE follow-up, various intergovernmental and non-governmental organizations, resource persons from the world academic community, students and policy and decision-makers. Members of the international and of the regional WCHE follow-up committees also

attended, as well as members of the UNESCO Secretariat, both from Headquarters and the field.

The conference conducted its work in plenary sessions and commissions. The presentations made in the plenary session by representatives of various regions and UNESCO's partners underlined the continued relevance of the World Declaration adopted in 1998, identified major changes in higher education that had occurred since then, and brought into focus a number of new challenges.

The debates reaffirmed the vision adopted in 1998 by the World Conference and called for concerted action in response to the new changes and challenges.

The task ahead is more important than ever. Partnerships must be pursued and reinforced and synergies developed whenever possible so as to collectively contribute to strengthening the role of higher education in present-day society as a key factor for cultural, social, economic and political development, as an endogenous capacity-builder, as a promoter of human rights, sustainable development, democracy, peace and justice.

Komlavi Seddoh
Director, Division of Higher Education
15 March 2004

Synthesis report on trends and developments in higher education since the World Conference on Higher Education (1998-2003)

Foreword

The World Conference on Higher Education (WCHE), convened by UNESCO in October 1998 remains to date the largest international gathering devoted to the place, role and function of higher learning and research in modern societies. The final documents it adopted, namely the World Declaration on Higher Education for the Twenty-first Century: Vision and Action and the Framework for Priority Action for Change and Development of Higher Education, outlined a conceptual frame and a line of action towards renewal and reform in higher education, guided by commonly agreed principles with regard to:

- broadening access and securing the development of higher education as a key factor of development, as a public good and as a human right;
- promoting renewal and reform of systems and institutions with a view to enhance quality, relevance and efficiency through closer links to society, notably to the world of work;
- securing adequate resources and funding - both public and private - in keeping with the increased demands placed on higher education by society as a whole and by all stakeholders;
- fostering international cooperation and partnerships.

The World Science Conference, organized by UNESCO a year later (Budapest, 1999) provided additional elements for the renewal process of higher education with regard to its increased role in the production, dissemination and application of knowledge and in enhancing capacities for research and development (R&D).

In keeping with the follow-up strategy of the WCHE, UNESCO and its partners are proceeding - five years after the event - to an examination of post-WCHE changes and developments and an assessment of the progress made in the implementation of its recommendations. The present document is meant to serve as an input for discussions at the Meeting of Higher Education Partners that could facilitate that task.

The statements made and the conclusions drawn in the Synthesis are based on data and facts presented in the regional reports and in other information documents, which are distributed separately at the meeting. For this reason, statistical data and factual information are kept to a minimum. The emphasis is laid on identifying trends in the development of higher education, and, more particularly, on suggesting lines for possible action in response to shifting challenges that are facing, and will continue to face it in the short and medium term.

The document is structured as follows: Part One tries to capture the major shifts in the way external factors exert their impact on higher education at present, thus setting the direction and the pace for its future change; Part Two synthesises the ways higher education

is evolving in response to external and internal factors, and the resulting deep-going renewal and reform it undergoes at an unprecedented rate and scope; Part Three is devoted to international co-operation and to UNESCO's role in securing the development of higher education worldwide, in keeping with WCHE recommendations.

Part One: Higher education in the global environment

The World Conference on Higher Education (WCHE) convened by UNESCO in 1998, took place at a moment when the need for reform, adjustment and in-depth change, for a "new paradigm in higher education" was felt strongly by decision makers and those responsible for higher education, by its practitioners and by its intended beneficiaries. Both prior to and after the Conference, major changes were taking place at all levels and in all countries. Obviously, not all post-1998 changes in higher education are directly attributable to the WCHE. However, as stated by all the regional reports prepared for this meeting, post-WCHE changes, and the continued debate on higher education have been very much in line with the stands taken, and the prevailing views expressed at the World Conference.

Economic, political and social changes continue to pose major challenges to higher education everywhere. As a response to them, post-WCHE developments marked further escalation of the rate and the scope of reform and renewal in higher education. This trend is bound to continue. Current concerns are dominated by the search to secure adequate funding and other resources to facilitate expansion in response to increased pressure for more and better higher education. This goes hand in hand with the seeking ways to solve the quantity/quality dilemma, to cope with increased responsibilities of higher education in knowledge-based society, to make full use of ICTs, which are at present a major driving force of change in higher education.

In many cases, national policy frameworks and overall planning are being redirected. Adjustments will need to be made within systems and institutions, especially with regard to access and admission policies, organization of studies, curriculum content, course delivery, teaching/learning methods, practices and strategies, etc. Management, evaluation and accountability need to be enhanced.

Faced with these pressures, higher education has shown a remarkable capacity to change, adapt and adjust through innovation and experimentation. This is illustrated by the efforts to maintain quality under the pressure of massification, by the bold measures to integrate new technologies and by making increasing use of non-traditional modes of provision. The stand taken by the WCHE, namely that higher education should be proactive rather than reactive is gaining ground. Adopting an entrepreneurial approach, in the search for resources, establishing closer links with the world of work, are now common concerns of higher education managers and practitioners. New partnerships and consortia of institutions are set up with a view to increase relevance and to better respond to societal needs, and to assure quality and comparability of studies and qualifications within and between systems.

Five years after the WCHE, it is possible, on the basis of the findings presented in the regional reports to the present meeting of higher education partners, to identify, from a UNESCO perspective, a number of major developments and trends at the world level, which have a direct bearing on higher education and set its direction and pace of change. These are:

- (i) *the globalization of economies, trade, finances, services, labour and of other domains, including education, culture and communication;*

- (ii) *the growing role of the production, advancement, dissemination and application of knowledge as the driving force of development;*
- (iii) *the phenomenal advance of ICTs and their pervasive role in the emerging knowledge societies (accompanied by advances in the cognitive sciences and in learning theory);*
- (iv) *a newly evolving relationship between higher education, the State, the market and the community as a whole, which presses for increased responsibility and a balanced sharing of costs among all stakeholders in assuring its development and for better management and accountability of higher education institutions;*
- (v) *constant social and political change, marked both by progress made in securing democratic, human rights-based governance, more equitable societies and by the continued persistence of glaring inequalities, poverty, insecurity and instability. Open conflicts, war and occupation have affected directly higher education in a number of countries during the period. Sources of conflict persist in many parts of the world;*
- (vi) *shifts in world demographic trends.*

1.1. The impact of globalization on higher education

Globalization has opened up considerable opportunities for the improvement of humanity. However, it implies increased competition and a high level of technological preparedness for which many nations and peoples are not prepared. As a result, its benefits are unevenly distributed and lead to glaring inequalities. The more recent stages of globalization tend to deepen, rather than reduce such inequalities and discrepancies. Of particular significance for higher education is the fact that the rapid pace of scientific and technological progress tends to aggravate rather than alleviate economic disparities and social tensions.

Globalization sets into motion forces at the world level that have an intrinsic unifying potential. But they are countered by adverse forces, which concur to forge further divisions and animosities, to foster intolerance, terror and violence, leading to increased human insecurity. There are no easy and rapid solutions to the challenges posed by these adverse developments. There is increased awareness, however, of the fact that *since the future of humanity is one, mastering globalization calls for global solutions*. The globality of the human condition is a reality. It revolves around the existence of two poles: (i) the existence of global "common" goods (air, water, a common planet to sustain humanity, knowledge, the arts, etc.) and (ii) common human security. The latter cannot be attained unless there is a clear effort to promote both the "global" and the "common" nature of the former, i.e. making sure that they are preserved, increased and more evenly distributed in a spirit of *solidarity, of caring for and sharing with all*.

Higher education finds itself in a particular position *vis-à-vis* globalization that stems from the universality of its mission and concerns. Knowledge is universal. Its pursuit and advancement is based on the free circulation of ideas across borders, scientific fields and academic disciplines. This was clearly understood by the founders of UNESCO more than 50 years ago, when stating in the Preamble of its Constitution that one of the goals of the Organization is to facilitate "...the unrestricted pursuit of objective truth, and the free exchange of ideas and knowledge" ...through developing "means of communication between peoples and to employ these means for the purposes of mutual understanding and a truer and more perfect knowledge of each other's lives." This belief, based on a long-established humanistic tradition, according to which *"knowledge is like the sun: it should shine for everybody"*, has acquired a new meaning and is faced with new challenges in the present conditions of globalization.

While emphasizing this special relationship, it is necessary to also point out that globalization entails processes, which have a direct bearing on higher education. They were less evident prior to the WCHE, or had not reached the scale they have today. To refer to one example, new challenges have emerged, springing from increasing trade in education services and the current WTO discussions on GATS (General Agreement on Trade in Services). This has implications for higher education at the organizational, but also at the societal and political level, which need to be addressed. States - and the higher education institutions themselves - recognise the need to position themselves effectively for globalisation and the knowledge economy. At the same time there is a strong resolve to preserve the specificities of national higher education systems and to retain key elements of national cultural traditions and identities.

1.2. New roles of higher education and research in the knowledge society

The role of higher education as a key factor and a major driving force for sustainable development in knowledge-intensive and information societies has continued to grow. Larger sections of the population need to acquire advanced levels of knowledge and skills. The workforce becomes increasingly a *knowledge workforce*, which needs more advanced training, and constant updating and retraining throughout life. Lifelong learning is gaining ground as the underlying principle of modern education, and tertiary education emerges increasingly as the educational level of education where its requirements could be met adequately and efficiently.

In addition to economic growth, it is increasingly recognized that higher education can contribute to the solution of major problems that the world faces at present at the global, regional and local levels: removing inequalities, alleviating poverty and environmental degradation, improving health, arresting large-scale pandemics such as AIDS, etc. It also plays a decisive role in building social cohesion and in laying the foundations of healthy civil societies, based on good governance and participatory democracy. The implications for higher education are self evident: it must proceed to in-depth change; it must build on the prestige it holds in society by enhancing the relevance and quality of its programmes and overall activities.

At no time in human history did the welfare of nations depend in such a direct manner on the quality and outreach of their higher education systems and institutions. The increased globalization of economies, trade and services has turned higher education into a first necessity for all countries which wish to successfully face its challenges. Available data and development indicators support this statement convincingly. It is necessary to consider in the follow-up strategy to WCHE ways through which higher education and research could be taken into account in a more explicit manner in setting and evaluating the UNPD Human Development indicators.

1.3. The vital role of higher education in bridging the knowledge gap

Quality higher education is particularly important for *the developing countries*, including the countries in transition, because it represents one of their major means to bridge the gap separating them from the developed world with regard to higher learning and research, and to face the challenges of globalization. They need to enhance their high level training and research capacities *massively* and *urgently*, if they wish to avoid marginalization and exclusion. As pointed out in the regional report for Africa, needs in human resources development that could take sub Saharan Africa out of its prolonged crisis, call for a three-fold increase in higher education by the year 2010.

Despite some positive developments, the gap between industrially developed countries and the developing ones with regard to higher learning and research has grown even wider since the WCHE. Faced as they are with enormous economic, social and political difficulties, it is clear that developing and transition countries will not be able to bridge the gap based on their capabilities alone. They are and will be in need of important international support. *One of the pressing needs for the international community at present is to take adequate steps in order to help redress the precarious situation of higher education in the developing countries, particularly the least developed ones.*

The 1990 Jomtien World Conference on Education set basic Education for All (EFA) as the first priority of the world in the field of education. States, governments and the world community recognized EFA as a prerequisite to addressing the challenges facing humanity at present. Four agencies of the UN system (UNESCO, the World Bank, UNDP and UNICEF) joined forces to set up a coherent programme, with clear targets, and based on strong commitments made by States and governments, and on the involvement of all sectors of society. Two of the Millennium Goals set by the UN General Assembly in the year 2000 reinforce these targets.

The realities of present-day knowledge-based and increasingly globalized societies call for the adoption of a similar approach at the level of higher education as well. Higher education needs to expand considerably. Current estimates figures indicate that enrolment rates around 40 to 50 per cent of the relevant population group are needed in order to allow for a country to function well in a globalized, competitive world. The industrially developed countries have understood this requirement and have taken action to develop their higher education and research capabilities accordingly. Most of them have participation rates in higher education around or above 50 per cent. Sometimes, they coordinate their efforts at the regional level, as illustrated by the Bologna process, which aims to set in place a European Higher Education Space by the year 2010, with the avowed goal to turn European higher education into one of the most competitive systems in the world.

Unfortunately, even if they realize the importance of higher education and research for sustainable development and are prepared to make efforts, the developing countries are not in a position to secure the development of their higher education and research at the level and with the urgency that are needed. *A **global Programme for Development and Co-operation in Higher Education** is needed, based on strong commitments by national governments and by the international community, with clear targets and priorities, similar to the ones set for EFA for basic education.*

1.4. The impact of ICTs on higher education

The impact of ICTs on higher education has proved more rapid, more complex and more pervasive than envisaged at the WCHE five years ago. ICTs, accompanied by advances in the cognitive sciences and in educational methods, are changing fast the institutional structures, modes of delivery and, more particularly, teaching/learning methods and practices. The research function of higher education sees itself considerably strengthened as well.

At the same time, ICTs have made full proof of their potential to increase access to higher education, to reduce costs, and to facilitate international links and co-operation. The number of open universities established after the WCHE is impressive. They already account for a considerable share of student enrolments, especially at the undergraduate level. Many of them are regional and transnational. Open and e-learning are becoming current practices at traditional universities as well. ICTs represent at present a unique chance for higher education, particularly in the developing countries.

Making full use of their potential requires steps to secure increased access to ICTs. As things stand at present, a new divide, between the "info rich" and the "info poor" is added to the traditional divide between the "haves" and the "have nots". It is estimated that 400

million people use the Internet but this represents just 7 per cent of the world's population. Internet density is over 53 per cent in the USA and Canada while it is a mere 1 per cent in the Middle East and 0.4 in Africa.

Moreover, while ICTs have opened up real prospects to build up the elements of a *truly worldwide higher education and research space*, it is business-prone developments (e.g. for-profit commercialisation of borderless higher education) that have taken off at a rapid rate.

1.5. The evolving relationship between higher education, the State and the market

Meeting the increasing demand for higher education requires considerable resources. With few exceptions, they were provided mainly through public funding. It has become evident however, that the expansion of higher education cannot be matched by proportional rises in public spending. No government, including those of the developed countries, can assure the growth of higher education at the rate required by economic and social needs, based on public funds alone.

This reality was explicitly voiced at the WCHE. However, the Conference warned against the real danger, which the disengagement of governments from their responsibilities towards higher education would entail. Governmental responsibilities are assumed more clearly in the industrially developed countries than in the developing ones. This emerges clearly from the regional report on higher education in the Europe Region. The state of the national economies, the burden of foreign debts, render it difficult for governments in the other regions, especially in Africa, to make provisions for higher education at the required levels.

Diminishing public funds and the prevailing economic views tend to assign a lesser role to the State and to governments in matters related to higher education. Concomitantly, the role and contribution of the private sector to its development has grown considerably. Private financing reduces the burden on public spending. It also helps to ensure that a proportionate share of the costs is borne by those who benefit directly from higher education. The role of the market in matters of higher education is also evolving rapidly. We witness a fast growing commercialization drive in higher education, leading to a "higher education market", which tends to assume global dimensions.

The WCHE adopted clear stands on these issues, by stating that *(a) while seeking the contribution of all stakeholders - including the private sector - to the development of higher education, States and governments should fully preserve their responsibility and engagement for its support; and (b) higher education cannot be left to be shaped solely by the laws of the market*. They retain fully their validity and are gaining ground in the efforts to assure access with equity, to preserve quality and to allow higher education to fulfil all the missions and functions it holds in society.

1.6. World demographic trends: their impact on higher education

Population growth is leveling off in the industrially developed countries, where we witness an aging trend. It continues to grow fairly fast in the developing countries, particularly in Africa.

The demographic growth rate was 1.9 per cent in the developing countries between 1995 and 2000. It is estimated at around 1.7 per cent for the period 2000-2005. The developing countries, which had around 4 billion people in 1990, will have between 7.15 and 8 billion by 2025. Moreover, the young form the larger share of their population. In numerous

developing countries, including the most populous ones, half the population is less than twenty years old. In Asia, about 1.5 billion people are children under 15 years of age.

Ever larger numbers of young people everywhere, including the developing countries, complete secondary education and thus qualify for access to tertiary education. The pressure for admission due to demographic factors will continue to grow exponentially in these countries, which have at present low enrolment rates. While developed countries have enrolment rates of fifty per cent or more of the relevant age group, they are at a level of five per cent or less in most developing countries. Ensuring *access to higher education on the basis of merit* remains, therefore, a formidable task for these countries.

Part Two: Responding to external and internal pressures for change

2.1. Meeting the demand for increased access to higher education

2.1.1. Quantitative expansion. Higher education has continued to grow at even higher rates than during the pre-WCHE period. Current estimates indicate that the historic threshold of 100 million students worldwide has been crossed and the prospect of reaching the figure of 125 million students will be attained before 2020, as envisaged some time ago. China has more than doubled enrolments in higher education over a short period and counted, in 2001, some 15.1 million students, thus having at present the largest national higher education system in the world. India has known a similar spectacular increase, from 6.2 million students in the academic year 1992/93 to 9.3 million in 1999/2000.

Important increases in student numbers are recorded in all regions, in particular in Africa, Latin America and the Caribbean, the Arab countries, and in Eastern and Central Europe. Growth has been significant in the developing countries and in the countries in transition, where higher education had lagged behind. Even in the developed countries, where a levelling off in the development of higher education had been predicted, real, even if moderate, increases in student numbers are recorded. This is the result of opening up higher education to new "clienteles", particularly developing lifelong education and in-service training schemes on a large scale.

The five largest national systems of higher education (China, U.S.A., India, Russian Federation and Japan) amount together to 53.1 million, students, which is more than half of the total number of students in the world. The fact that these countries account for slightly less than half of the world's population would indicate a balanced participation in higher education worldwide. However, both China and India still have fairly low enrolment rates (14.0 and 10.4 per cent respectively), while figures for the U.S.A., the Russian Federation and Japan are much higher (72.62; 64.09 and 47.7 per cent, respectively).

The regional reports point out clearly that the major challenge with regard to access remains the wide gap separating the developing countries - especially the least developed ones - from the industrially developed countries. Major indicators (i.e. enrolment ratios, number of students per 100,000 inhabitants, number of higher education graduates, etc.) show that despite increases in absolute figures, very few of them make real progress in catching up with the developed countries with regard to access to and participation in higher education. The situation of sub-Saharan Africa continues to be dramatic. Despite the fact that enrolment rates in the region grew significantly over the last decade, the chances of a young person born in sub-Saharan Africa to accede to higher education are roughly eighteen to twenty times lower than those of a young person born in industrially developed countries. (They were seventeen times lower when UNESCO issued its Policy Paper on Higher Education in 1994.) They are very much lower for some countries (Malawi, Tanzania, etc.), which have enrolment rates as low as 0.5 and 0.3 per cent.

All regional reports agree that meeting increased demands for higher education would not be possible relying only on traditional institutions, programmes and delivery modes, and with resources coming mainly from public funds. They point out that growth of enrolments has been made possible by a marked process of diversification in higher education, which has continued to expand during the post WCHE period.

Private higher education has helped expand enrolments in many regions, especially in Asia and the Pacific Region, Central and Eastern Europe, Latin America, and the Arab countries. In many countries in these regions, private higher education institutions outnumber the public ones, and the number of students they enroll represent ever larger percentages of total enrolments. According to the replies provided by Member States to the UNESCO questionnaire, an average of 31.5 per cent of students worldwide are enrolled in private higher education institutions. Percentages vary considerably among countries and regions. Significantly, many developing and transition countries have higher percentages than most of the West European countries with a long tradition of public higher education.

Distance education, open and e-learning have also opened up new prospects for increased access to higher education. Data included in the regional reports indicate this very convincingly. It is particularly encouraging to see that open and distance higher education help expand access in the developing countries. About 30% of the total number of students in South Africa in the current academic year are in open and distance forms of higher education. UNISA, the major distance education institution in the country, enrolls at present 150,000 students, of which 55 per cent are women. The National Open University of Nigeria, which had closed in 1985, reopened in May 2003, with 100,000 students in 18 centers, and is projected to reach 600,000 students by 2007. Although the Virtual African University did not take off at the envisaged scale, there are many other projects that have known a smooth development. The Zimbabwe Open University and the Open University of Tanzania have opened regional centers in order to widen access for students from rural areas.

Developments in this field are particularly strong in Asia and the Pacific Region. There are over 70 open, virtual universities in the region, which hosts also more than half of the existing "mega universities" in the world. Open learning or distance higher education is moving fast in the Arab countries as well. To give just two examples, the Arab Open University became operational in 2001, and the Syrian Virtual University was established in 2002. The Avicenna Project, launched recently by UNESCO with the support of the European Union, is expected to give a new push to open higher education in the Mediterranean Region.

A new phenomenon, in response to demand for access, particularly in the developing countries and in the countries in transition, is the fast development of transnational higher education (TNE). Cross border provision of higher education has many implications with regard to equity of access and to preserving diversity of national systems. They will be dealt with later in the Synthesis, under 2.6 and 3.2.

2.1.2. Equity of access. Equity issues persist as a major concern in many countries. They are caused mainly by the fact that there has been no significant increase in financial and material resources to match quantitative expansion. The strain on higher education is enormous, particularly on infrastructure facilities. Despite significant progress in many countries and regions, the participation of women in higher education requires further action in order to be fully equitable. Women outnumber men in total enrolments in a large number of countries, particularly in the Europe Region, in Latin America and in the Arab States. However, their participation lags considerably behind in major countries of Asia (India, 36.2 per cent; Bangladesh, 38.0 per cent; Republic of Korea, 38.5 per cent) and in other countries. Incentives and other measures to increase access of women have borne fruit in many countries. The Grameen Bank in Bangladesh has helped considerably in raising the participation of women in higher education to a level that is comparable to that of the Republic of Korea. Many donors increase their support funds to institutions on a basis proportional to the number of women they enroll.

Equity issues will depend ultimately on the role that alternative forms of higher education, which are mainly private, will assume in the future. Costs to attend them are covered by fees, which many students cannot afford. Student fees are introduced in many public institutions as well, particularly in developing and transition countries. To offset these trends, the regional reports insist on *the role of higher education as a public good* and on preserving *the right to higher education on the basis of merit*.

2.2. Funding higher education

All regional reports stress that resources for higher education do not keep pace with the increased demands and its actual growth. There are difficulties with regard to funding higher education in most countries, including industrially developed ones. They are dramatic for the developing and transition countries, especially for the least developed ones. Small states are particularly at risk.

Public funding of higher education, which remains its major source in the majority of the countries of the world, is under heavy constraints. Education is just one of the sectors that seek funds from state budgets. Needs for the other public services are growing, economic growth is slowing down or stagnant in many countries and public funding is scarce. Difficult policy choices have to be made between providing for higher education expansion and giving basic education the top priority that it requires.

Earlier views, based on "rate-of-return" analysis, calculated on cost-benefit ratios placed higher education low on the priority list. The fact that it was perceived as "elitist", or that quite often its programmes and the kind of professional training it offered did not meet actual needs, thus leading to graduate unemployment, did not help. Decreases in public spending on higher education were particularly severe in Africa, where public expenditure per student fell from \$6,300 in 1980 to \$1,500 in 1988 and \$1,241 in 1995. No wonder that African higher education is "at peril" and runs severe risks.

There has been a significant change in the view presented above. Higher education has a higher priority in modern knowledge-intensive economies. In the replies to the UNESCO questionnaire addressed to them in preparation of this meeting, Member States indicated varying percentages of the national budget allocated to higher education (ex: Sweden, 7.4%; Nigeria, 4%; Morocco, 4.33%; Togo, 3.53%; Australia, 3.4%; Mongolia, 3.9%; USA, 3.63%; Romania, 3.36%; Syria, 3%; South Africa, 2.98%; the Russian Federation, 2.30%; Republic of Korea, 2.3%). Also, higher education appears to be in a privileged position in terms of its share in the national education budgets (ex: Romania, 40%; Syria, 39%; Lesotho, 31.3%; Bangladesh, 31%; Senegal, 25.29%; Nigeria, 25%; Australia, 23.2%; Sweden and the US, 22.5%; UK, 18%; Mauritius, 18%; Madagascar, 16.9%; Morocco, 15.58%; Mali, 14.76%; South Africa, 13.66%, etc..). Member States present this as an indication of their commitment to support higher education.

However, when one takes into account the actual size of the respective budgets, a totally different picture emerges. Funding higher education in the developing countries, particularly in the least developed ones, remains one of the greatest challenges. This is best illustrated by the annual average costs per student, which varied, in 2001, between US\$220 in Madagascar, US\$280 in Cameroon, US\$570 in Romania, US\$600, in Libya; US\$670 in the Russian Federation, US\$785 in Turkey; and US\$1,495 in Senegal, to go well above US\$12,000 in the industrially developed countries (e.g. US\$13,224 in Sweden). Could systems of higher education based on such different average costs be comparable in terms of quality and competitiveness in the international higher education market?

According to available data the average levels of spending per student in 1998 in the OECD countries were: \$3,915 for primary, \$625 for secondary and \$11,720 for tertiary

education. This raises the question whether costs in higher education need to be as high as they are at present. One way to define efficiency (and quality for that matter) in any field of human endeavor is in terms of *doing more, doing better, at a lesser cost*. This should apply to higher education as well. Costs for training high-level specialists in informatics are much lower in India than in many other countries. Judging by their high competitiveness in the world market, the quality of their training is comparable. There are many other examples, which should encourage more daring thinking and effective action to reduce costs in higher education.

The general trend revealed by the regional reports is to diversify funding sources by calling on the direct beneficiaries (students and their families), business, industry and the public sector in general to share costs. A large number of governments, particularly in the Europe Region, remain committed to free higher education. The introduction of fees in public institutions meets resistance on behalf of the academic community, the students in particular, and of the general public. However, the tenor of the discussion on this issue is changing gradually: tuition fees are accepted, on condition that they are not exorbitantly high, and student support schemes (grants, student loans, etc.) are in place in order to offset possible negative effects on access. In many transition countries, public institutions offer a fixed number of tax-free places for the best students, while perceiving fees for additional ones. Fees are perceived now on a regular basis for in-service training and for special types of courses offered on request.

Executive leaders and university teachers and researchers - including those in public institutions - are more ready to accept that the search for additional funding and resources is part of their concerns. An entrepreneurial attitude, as recommended by the WCHE, is gaining ground in higher education worldwide. Competing for public funding itself requires increased managerial skills, guarantees for quality and efficiency, and transparent accountability. Strict, centrally set budget lines are replaced by lump sum budgets. Since funding formulae are stricter and output - rather than input - based, they increase the competitive edge of institutions, which perform better.

In addition to tuition fees, institutions use a wide range of modalities to secure additional funds. They market their teaching, research and other services, rent their facilities, set up commercial enterprises of their own, or joint commercial ventures with the business sector. The Asian report refers to corporatization as a means to render higher education institutions autonomous financially. In Malaysia corporate-style universities are operated by state-owned companies, while in China university-owned corporations generate income through the sale of their services and products. In many universities this covers more than 50 per cent of their budgets. Australia is offered as an example where universities secure almost 50 per cent of their revenues through tuition fees, external research grants, commercial activities, revenue from investments, endowments and donations.

Loan funds from the World Bank and regional development banks, overseas aid programmes supported by donors, bilateral and multilateral co-operation projects have continued to represent an important funding source for institutions in the developing and transition countries. Earlier criticisms addressed at lenders for imposing policy directions and conditioning loans on external requirements which tended to disregard local needs and specificities have been attenuated, following major reviews of their practices and the new approach they have adopted, which recognizes and gives higher priority to the overall functions of higher education in modern societies.

A positive aspect of the work done by the World Bank and the international donors resides in the fact that it attracts foreign expertise and encourages stable institutional links and networking arrangements. The reports point out at the same time that donor support is stagnant, if not decreasing. The New Economic Partnership for African Development (NEPAD) has raised great expectations for the improvement of the situation of higher education in

Africa. However, the programme has not taken off at the projected scale and its spin offs on higher education are slow to materialize.

Donor support stands a lot to gain from better coordination. The Working Group on Higher Education of ADEA (Association for the Development of Education in Africa) has acquired useful experience in this respect, which needs to be better known and duplicated. There are many actors in the African higher education scene: UNESCO, the World Bank, the African Development Bank, the Agence universitaire de la Francophonie (Francophone University Agency), American foundations (Ford, Carnegie, Rockefeller, Mac Arthur, etc.), bilateral donors (especially from western Europe, Japan, etc.). Through coordination, resources are pooled and the impact of action is enhanced.

2.3. Higher education as a public good

The WCHE reaffirmed strongly the need to conceive higher education as a human right and as a public good. Higher education contributes simultaneously to (a) economic, cultural and social development, (b) promoting shared values and ethics, which are the foundation of social cohesion and nation-building, and (c) advancing the personal career and development of individuals. It serves, therefore, both the individuals, who have the right to accede to it on the basis of merit, and society as a whole, through its increasing role in sustainable development. Seen from this perspective, the debate focuses on how best to balance out *inputs* (i.e. sources of funding), *means* (i.e. who provides higher education, and how) and *outcomes* (i.e. perceived benefits to society and to individuals).

With regard to inputs, the general consensus is that financial responsibilities should be shared by all stakeholders. More concretely, increased contributions are expected not only from the state but also from students and their families, and from industry and business. The controversy concerns the shares that each of these contributors should cover. The prevailing view is that the State should retain the main responsibility, the students and their families should also contribute, while employers should assume increased responsibilities for in-service training and should contribute more to student support schemes. The proposal put forward in the UNESCO report on education, *The Treasure Within*, issued in 1995 by the Delors Commission, namely to guarantee "study-time entitlement" (higher education voucher) for all young people at the age of 18, which they could use throughout life, is again on the agenda. In view of the increasingly lifelong approach to education, it might be useful to consider ways for its institutionalization as part of the WCHE follow-up strategy.

The debate is much more heated with regard to higher education providers. Although the prevailing institutional model remains the public one, particularly in Europe and in Latin America, numerous other types of providers have appeared, which offer higher education on a private, and increasingly, on a commercial basis. All inputs (i.e. additional funding sources from the private sector) and all means (diversified providers of higher education, including private institutions) serve the public good to the extent to which they enhance outcomes in higher education (i.e. its benefits to society). As some claim, "public" does not necessarily mean government run, government funded and government controlled. It includes institutions which are privately funded and run. This view is gaining ground. The traditional private/public dividing line is now replaced by a new one, which would separate "for-profit" from "not-for-profit" institutions. Even that line tends to be blurred, since a number of public and non-profit private higher education institutions are engaged in "for-profit" undertakings, especially in transnational education.

Privatization meets resistance in those countries in which the traditions of public higher education are deeply embedded in national consciousness. Things will certainly continue to evolve in connection with the status of higher education as a public good. It is clear, however, that preserving that status is a necessity and a priority. States and

governments should preserve their prerogatives in defining policies of higher education, assuring its quality and securing that it performs all its missions and functions in society. Turning out "good citizens" of one's country (and of the world) is as important at present as turning out "competitive human resources". Of course the reverse is also true: in the present day world "a better citizen" must necessarily be more competitive, possessing higher skills and competencies.

2.4. Status of higher education teachers

Developments with regard to the status of higher education teachers and research personnel continue previously perceived trends, while also revealing certain new shifts of emphasis. On the positive side, it is encouraging to note that the number of higher education personnel continues to grow, even if not proportionally with the massive growth of the number of students. This being said, issues raising legitimate concern with regard to the status of higher education teaching and research personnel are singled out in all regional reports.

Many institutions, particularly in the developing countries, are heavily understaffed. The African report mentions that 40 per cent of faculty positions in the universities and 60 per cent in the polytechnics were vacant in 1998. Vacant posts represented 50 per cent at Nigerian universities in the same year. Staff development is a concern in many regions, but it is singled out as a priority in Africa and the Arab countries, given their shortage of higher education teaching staff. In many cases, currently employed staff do not hold a PhD degree. University teachers in developing and transition countries take up additional jobs in order to make up for very low salaries. This tells on the quality of their teaching and research.

The replies of Member States to the questionnaire reveal that in most countries the number of higher education teachers has been on the increase, even if only moderately so. Staff/student ratios, which vary from 1/12 to 1/30 or more, differ from country to country, but remain comparable. On the contrary, the discrepancies are much higher between public and private institutions. (Romania has a ratio of 1/17 in public institutions and 1/42 in private ones.)

Another issue is related to the use of ICTs to assist teachers. It is claimed, with good grounds, that their use could result in a reduction of teaching personnel, while still increasing teaching/learning efficiency. It is not possible to draw definitive conclusions in this respect based on existing data and experiences. We are certainly at the beginning of a process that will continue to grow steadily, with significant consequences on contents and teaching/learning methods in higher education. While encouraging it by all means possible, it is also necessary to follow attentively all its implications. Efforts should be directed towards securing access to and mastery of ICT-based educational materials. Above all else, it is necessary to adjust such materials to local needs and to train local teachers to use them, thus maintaining the necessary direct contact between teachers and students in the education process.

Many institutions, particularly in developing and transition countries, lose teaching and research personnel who are enticed by higher salaries and brighter professional careers in the private sector or abroad. This has brought the issue of brain drain on the agenda with renewed force. The 1997 Recommendation on the Status of Higher Education Teaching Personnel has acquired increased importance in improving the status and working conditions of teachers. UNESCO works closely with the trade union organizations of the teaching profession and with the International Labour Organization for that purpose.

Promoting *academic freedom and autonomy* is high on the agenda in the efforts to offset profit motifs to prevail at the expense of academic values. UNESCO is engaged at present in elaborating, with the active participation of teachers' associations, a

comprehensive report on the situation of academic freedom in the world. Its findings and recommendations should be included in the WCHE follow-up strategy.

The teaching profession in higher education is changing rapidly. The teacher has to assume new roles and to master new skills. Staff development programmes have been set up in many regions with the support of UNESCO (e.g. in the Arab countries and in Africa). However, by comparison to the huge needs, much more ambitious projects need to be undertaken in a concerted manner mainly at the regional level.

The follow-up strategy to WCHE must, accordingly, pay increased attention to this field with regard to pre-service training. While in-service and continuing training are gaining in importance, it is necessary to examine afresh the role of pre-service training. There are numerous issues that need evaluation, decision and action: the proper balance between "subject" education and pedagogical training; should such training remain with the universities, or could non-academic providers be allowed to come in; what is the role of the government and of local educational authorities in regulating the structures and the outcomes of training; etc. Certain common features and common lines of action emerge. They could help improve the performance of teachers, which is the surest way to improve also their status.

Teacher training is not only a major component and function of higher education; it is also the main vehicle through which it can contribute to improving education at all levels. The interface between higher education and the other levels of education, particularly with secondary education is becoming increasingly complex. This is not dealt with sufficiently in the regional reports. It should however remain a constant concern of the WCHE follow-up strategy. On the contrary, the reports provide useful information on action taken to enhance the role of higher education in attaining the EFA targets.

According to current estimates, between 15 and 35 million teachers are needed before 2015, in order to attain the goals set for EFA at the Dakar Forum in 2000. Engaging more young people in the teaching profession, providing them with proper training and at costs that are sustainable to Member States and to communities is a tremendous challenge. This heavy responsibility falls primarily on higher education institutions engaged in teacher training. They will be able to cope with it to the extent to which they will develop the expertise required in order to make vast use of information technologies and of the means and methods of distance education.

There are numerous other ways for higher education to support EFA. The UNILIT Project initiated by the UNESCO Office for Arab States is a good example. The project is based on a simple principle. The number of illiterate persons of age 15 and above is around 900 million. The number of higher education graduates each year is around 9 million. If each of the graduates assumed responsibilities to teach at least five adults to read and write, illiteracy could be eliminated by the year 2020, provided its sources were contained. Like all simple ideas, it needs to be further elaborated and tested to make sure that it works. The experience gained in some Arab countries seems to be convincing, but it is not sufficient. At any rate, it deserves more attention by the higher education community, in the first place by students.

Literacy is no longer a matter of learning to read, write and count. Functional literacy and, increasingly, computer literacy are needed for a person to be able to face the complexities of modern civilization. Who else, if not higher education and its over one hundred million students could address this issue with more chances of success?

2. 5. Reform and renewal of higher education

Reform and renewal require in the first place a proper legal framework and the adoption of standard setting and normative instruments meant to guide the process of change. The former is the prerogative of national governments and parliaments, while the latter are developed more slowly, through agreement and consensus reached at the national and international levels. The post-WCHE period has been particularly active in both respects. Immediately after the World Conference, UNESCO requested the national WCHE focal points and the National UNESCO Commissions to provide information on legislative reform at the national level. It received replies from 104 countries, which indicates the high level of interest that WCHE had raised. That wealth of information is stored on computer in the *Compendium of Good Practice in Higher Education*, which the Division of Higher Education intends to update constantly. The regional reports, in their turn, indicate that the post-WCHE period has been one of intense renewal and innovation in higher education worldwide.

2.5.1. Diversification of forms and structures. Diversification in higher education has deepened and intensified. It concerns in the first place the mission, function and structure of systems and institutions in order to meet both the ever expanding and varying needs of society and the individual expectations of students. At the same time, diversification concerns higher education programmes (both in terms of contents and teaching/learning methods). A further axis of diversification concerns delivery systems. It is marked in the first place by the fantastic growth of distance education and open learning institutions.

With regard to traditional public institutions, the trend is towards stability through reinforcement. New institutions are set up in response to needs for diversification, restructuring or better regional distribution of higher education. In a few cases, smaller institutions have merged, thus resulting in a reduction of their number. The stated aim is to assure better management, through institutional restructuring of the national system. On the whole, however, the number of public higher education institutions tends to remain stable, even in countries undergoing deep reforms of national systems.

On the contrary, the number of private institutions has grown considerably after the WCHE. The total number of private institutions in 2001 was 667 in the Russian Federation (up from 334 in 1998); 1, 268 in the Philippines; 195 in Morocco, 130 in Mongolia; 50 in Turkey; 69 in Romania; 47 in Senegal; 34 in Mali; 32 in Mauritius; 23 in Nigeria and in Togo, etc. The process of setting up private higher education institutions is not a smooth one. There are numerous difficulties encountered with regard to maintaining quality of programmes. Many of the new private institutions lack both material and intellectual resources. Often they fail to resist increasing competition in an emerging market that does not always show concern for quality standards and established practices in the respective national systems. *As a rule, setting up private higher education institutions is better managed in those countries where there are strong public institutions, which have set up quality standards and enjoy national prestige.*

2.5.2. Innovative approaches to content, practices and methods in higher education. The factors calling for rapid and in-depth change and innovation in content, practice and methods are numerous and very diverse. Advances in ICTs are a major driving force, particularly when associated with new developments in educational and cognitive sciences. The shifting nature of the student body and of their needs also calls for change. So does the evolving nature of societal needs to which higher education should respond. There are also perceived drawbacks in the way higher education functions in many institutions, which need to be addressed: the duration of studies is too long for many programmes and drop out rates are too high. The distribution of students by field of study and the relevance of the knowledge, competencies and skills acquired does not always match the realities of the world of work.

It can be stated however that the ivory tower image of higher education institutions where things change slowly, is increasingly an image of the past. Many higher education

institutions present now the image of vibrant communities in constant search for ways and means to function better, pursuing clearly defined missions and responding better to demands. Of course, reform and innovation are not smooth processes. There is resistance to change, justified sometimes in terms of defending traditional academic values, but mostly reflecting inertia and adherence to old practices. Sometimes, the pace of change puts institutions, especially the new ones, under great strain.

It is important to stress that, when faced with difficulties of this kind, institutions cope better with them when they strike partnerships - academic, but also economic and entrepreneurial - at the local, national, regional and international levels. The Global University Network for Innovation (GUNI), which was set up at the WCHE, has launched a number of successful projects, particularly in Latin America and in Asia. Its work needs to be further developed.

Innovative approaches to the internal functioning of higher education are implemented through two independent processes: curriculum reform and the use of ICTs. Curricula are increasingly student-centred and focus on learning outcomes, defined in terms of acquired competences and skills, rather than on the passive storage of knowledge, data and facts. Placing the student, rather than the teacher at the centre of the educational process has long been a recognized need. There is a lot of ground to cover, however, before it takes place systematically, and on a large scale, in higher education institutions worldwide. UNESCO has built up a very lively relationship with a broad range of student organizations, which can help speed up the process.

Modularisation of curricula structures and the use of *credit systems* are emerging as the major tools to achieve that goal. They open up prospects for increasing comparability of studies across institutions and national systems. The on-going process of "tuning" educational structures in Europe, as part of the Bologna process, is a typical example. Introducing a three-tiered structure (Bachelor/Master/PhD degree) in a highly heterogeneous system that tended to favour longer studies, has rendered it possible to develop common core structures of study programmes.

Common core structures of study programmes, modularisation and the adoption of the credit system have several potential benefits. Students can make easier choices of programmes, pace and time of studies. They can move more easily from one level of higher education to another. Indeed, rather than having only initial entry points and final exit ones, institutions and programmes allow for intermediate entry/exit/re-entry points in the system, thus responding more flexibly to individual needs. Moving from one institution to another is easier and so is moving from one country to another through *credit transfer* and the *recognition of studies and qualifications*. When they do not move physically, students have easier access to programmes abroad and get their work recognised. It is on the basis of this broad range of potentialities that the proposal is made in the present document to include "moving towards a world higher education space" as an objective of the follow-up strategy of the WCHE.

2.6. Quality assurance, accreditation and the recognition of studies and qualifications

Several converging factors, notably quantitative expansion and the corresponding diversification of institutions, structures, programmes and delivery modes, stricter and more formal procedures and regulations for budgetary allocations, increased market pressures, which require institutions to make efforts to position themselves in highly competitive contexts both nationally and internationally, have rendered *quality assurance* and *accreditation* highly topical issues during the post-WCHE period. This is particularly urgent in the case of transborder higher education, for which there are no quality assurance regulations and standards set at present.

The need for quality assurance mechanisms and accreditation structures is a recognized necessity everywhere, and considerable efforts have been made to set them in place in practically all countries. Accreditation has become highly important particularly in those countries and regions (the Arab countries, Eastern and Central Europe, Asia and the Pacific, etc.) where numerous new institutions, particularly private ones, are established every year. For many countries, this is a new issue, for which they lack tradition and experience. There is an on-going search for solutions. There are three main types of accreditation systems in use at present: (a) a governmental agency, (b) a buffer organization, and (c) a professional/academic body. The current trend is to set up agencies of type (a), with increasing elements of structures and practices developed by types (b) and (c).

There are steady efforts to have less recourse to accreditation by a foreign agency, which is still in use in some countries. On the other hand, experience shows that quality assurance and accreditation are best approached in an international setting. The international context facilitates agreement on standards and the mutual recognition of degrees and qualifications. It also promotes mobility. Many regional networks of quality assurance structures have been set up. The recognition of studies, diplomas and degrees is closely linked to quality assurance and accreditation. The broader concept of qualification is included in the endeavours to arrive at comparability of study and learning outcomes across institutions and systems. It is a field in which UNESCO has done important pioneering work through the regional conventions on the recognition of studies.

There is a clear need to address the issues of quality assurance, accreditation, and the recognition of studies and qualifications in their close interrelationship, and in an international context. The aim is to arrive at a legal framework, which is transparent, commonly acceptable and beneficial to all. Obviously, this can only be attained through dialogue and co-operation between the national authorities and the higher education communities. As the intergovernmental organization in the UN system responsible for higher education, UNESCO has an important role to play, mainly through the *Global Forum on Quality Assurance and Recognition of Qualifications*.

2.7. Relevance to societal needs: higher education and the world of work

Globalization and the increased internationalisation of the means of production have changed completely the nature and the needs of the world of work. Higher education institutions can no longer hope to offer training to their students that will serve them throughout life. Technological advancement renders it obsolete very rapidly. They must seek to endow future graduates with those capacities that would enable them to cope better with the requirements of knowledge societies. These include *academic capacities* (based on specialist training, but including also critical thinking, problem solving, the ability to un-learn and re-learn throughout life), *personal and social development skills* (self confidence, motivation, commitment to moral and ethical values and a broad understanding of society and of the world), and *entrepreneurial skills* (abilities for both leadership and teamwork, mastery of computer and other technologies, etc.).

Graduate unemployment remains a thorny issue for higher education in a large number of countries, both developing and developed ones. Unemployment is growing in many countries. Major world economies know a period of slow economic growth while most developing and transition countries face serious economic difficulties. Obviously, the prospects for increased graduate employment do not look good for the immediate future. Nevertheless, there is general consensus that quality higher education, which is fully integrated into national knowledge systems, contributes directly to economic growth and thus, to increased employability. Governments in their turn cannot disengage themselves from their responsibilities to assure increased employment for higher education graduates.

Emerging experience indicates that the way to solve these complex issues is for higher education institutions to develop partnerships and alliances with governments and with potential employers - both public and private. International co-operation can also help. One of the recommendations of the WCHE was to turn graduates from mere job seekers into job creators. *It might be useful to consider, within the framework of the WCHE follow-up strategy, the possibility for young graduates who wish to set up small enterprises, particularly in the developing countries, to have access to micro-credits offered by national governments and banks and by international and bilateral donors and funding agencies.* Student associations (such as AIESEC, the Confederation of European Junior Enterprises, etc.) as well as businesses and multinational companies could be associated to this initiative.

2.8. Higher education and research in knowledge-based societies

In today's knowledge societies, higher education institutions, universities in particular, contribute significantly to enhancing national research capacities. This is one of their traditional functions, reinforced through the interaction of the generations and the disciplines provided by the university environment. In addition to carrying out research as a major part of their activities, universities offer research training to large numbers of young people and continue to have a quasi monopoly on the award of graduate degrees. They provide opportunities for the pursuit of interdisciplinary research, and develop links to society through contacts with different groups of stakeholders. In that manner, universities play an increasing role in defining national research priorities and help set research agendas and policies.

Post-WCHE developments reflect the efforts made by universities to build on these advantages. On the other hand, the regional reports indicate a long list of issues facing higher education in relations to its research function. The first concerns the place and share of research in the overall functioning of individual institutions. Should all institutions engage in research, or should this function be primarily the responsibility of universities, while other institutions should concentrate on professional training and teaching? There can be no unique solution to this issue. Nevertheless, there is unanimous agreement with regard to the feedback of research on the quality of teaching and training.

The regional reports insist on the knowledge gap between the developed and the developing nations as a major challenge of our times. Research in higher education continues to be very weak in the latter countries, as reflected by the low level of enrolment in graduate studies, the number of PhDs, the relatively low share of science and technology in programmes, few publications of recognized value and few patents. Against this background, it is important to point out the positive results obtained whenever efforts to develop research capacities in the developing countries is approached as an international cooperative undertaking, involving higher education and research institutions in the North and the South, and aimed specifically at promoting South-South co-operation.

Thus, in sub-Saharan Africa, several regional centers of excellence have been established: the Centre for Insect Physiology and Ecology (ICIPE) in Nairobi, Kenya, which initiated the African regional programme on insect science, the Water Resource Engineering postgraduate programme at the University of Dar es Salaam, Tanzania, the African Economic Research Consortium based in Nairobi, and the post graduate research programmes in economics, based in Ouagadougou, Burkina Faso. The participating countries provide the major part of the necessary funds, while important contributions are obtained through bilateral agreements and from donors.

UNESCO, with the support of the Swedish International Co-operation Development Agency (Sida) has set up the *Forum on Higher Education, Research and Knowledge*, as an open platform for dialogue and exchange of views and experience among researchers, policy

makers and experts. Two years after its establishment, in 2001, the Forum has emerged as an internationally recognized tool, which does not only help to better understand the systems, structures, policies, trends and developments in higher education, research and knowledge production and application, but also facilitates cooperative action through making available research findings and promoting capacity building for research, particularly in the developing countries. The Forum has set up the necessary structures (a Global and five Regional Scientific Committees, and a permanent Secretariat). The Coordinating Committee of the Forum, consisting of UNESCO staff and of representatives of partner organizations, is particularly active in assuring close co-operation with IGOs and NGOs that represent the major players in promoting R&D on the international arena. The Forum will play a major role within the framework of the follow-up action to WCHE.

Part Three: The increasing international dimension of higher education

3.1. Working together to strengthen and transform higher education

Next to the massive introduction of ICTs in higher education, its ever-expanding international dimension represents the most consequential development after the WCHE. A comprehensive process of internationalization of higher education is unfolding, which goes beyond the traditional practices of international co-operation. There is a feedback effect between globalization and the internationalization in higher education: while fueled by globalization, internationalization is also a means for higher education to respond to its challenges.

However, as strongly emphasized at the World Forum of UNESCO Chairs convened by UNESCO in November 2002, the benefits of internationalization are not distributed equally among the countries and regions of the world. Higher education institutions everywhere become increasingly aware of the fact that, if they wish to engage in internationalization schemes, they should be prepared to face tough competition. At the same time, all players in the internationalization field should be prepared to share and to assist those weaker institutions and systems of higher education, which would otherwise be perpetually on the losing side. It is a role that UNESCO has always assumed and is committed to continue.

3.1.1. Bridging the knowledge gap. Lack of access to knowledge and to its use by the developing and transition countries is one of the major inequities of our times. Consequently, building up preparedness to share knowledge and proper mechanisms and instruments to transfer it is one of the most urgent tasks. The *sharing and transfer of knowledge* is one of the objectives pursued by UNESCO through its UNITWIN/UNESCO Chairs Programme. The World Forum of UNESCO Chairs stressed the need to continue and expand the *UNITWIN networks* that have proved successful in the past and to set up new networks and to diversify interuniversity *linking arrangements* with a view to raise the quality of teaching and research of higher education institutions in the developing and transition countries. UNITWIN will also help set up new programs of study in priority areas and establish *centers of excellence* as a means to foster regional and sub-regional co-operation and capacity building in these countries.

3.1.2. Alleviating the brain drain (The Academics across Borders Initiative). Another urgent priority set up by the WCHE is to stem the brain drain and revert to a much-needed process of brain gain for the developing countries. A two-pronged strategy for that purpose is envisaged in the *Academics across Borders (AAB)* initiative, which is being developed by UNESCO. AAB foresees on the one hand, the need to improve capacities and conditions in the higher education institutions in the developing countries, so as to allow them to provide *advanced quality training at home* and reduce the need for long studies abroad and to encourage the *return of expatriate academics*. It further foresees launching a large-scale movement, involving *"university volunteers"* i.e. newly retired, or young academics at the beginning of

their careers, who wish to teach and undertake research at higher education institutions abroad. UNESCO is committed to launch this initiative with the broadest possible participation. Co-operation with UNDP is envisaged, particularly with the UN Volunteers Programme. The new initiative launched by the Association of Commonwealth Universities, namely the Retired Academics Database (RAD) has many points in common with UNESCO's proposal. Co-operation will be sought with as many partners as possible.

3.1.3. New prospects for international co-operation opened by ICTs. The Open Educational Resources (OER) Initiative. In fact, ICTs have opened up enormous possibilities to interuniversity co-operation, which has taken new forms and has acquired new dimensions. But they have been used lately in the first place to provide higher education transnationally on a commercial basis. That is why the initiative taken by the Massachusetts Institute of Technology to put its courseware materials freely on the web with the financial support of private foundations is a most welcome development. UNESCO hosted a meeting in July 2002, where representatives of MIT and of several other institutions and interested private companies and foundations emphasized both the need and the real possibilities of making educational materials freely available on the web and the Internet as a means to bridge the digital divide and open equitable access for all to the emerging information and knowledge societies. They agreed that UNESCO is the proper place to rally international support for that idea. As a result, the Open Educational Resources (OER) initiative has been launched, intended to serve as a technologically-enabled co-operation mechanism, for the open, non-commercial use of educational resources.

The follow-up strategy to WCHE includes action to be taken by UNESCO as a catalyst and facilitator of co-operation among the IGOs, the specialized NGOs and the individual institutions in order to encourage networking and linking arrangements that allow for greater access of institutions in the developing countries to e-learning, web-based and other forms of distance education programmes. Within that framework, UNESCO *invites all its partners to help turn the OER initiative into a large movement for free access to educational resources.*

3.2. Trade in educational services.

The implications of GATS for higher education

Several new developments have taken place recently, which tend to change significantly the nature of higher education provision across national borders. Now, it is not only people, but institutions, programmes and teaching/learning tools that move - sometime physically, but mainly virtually - to provide services abroad, in the form of branch campuses, franchise arrangements, e-courses, etc.

Cross border supply of higher education is driven primarily by economic motives. The volume of e-learning provided by the corporate sector grew by 68 per cent in 1999, and its business turn out is estimated at 365 billion dollars for the year 2003. A whole array of "new providers" (corporate universities, "for-profit" institutions, media companies) often of unclear status and quality, seized the opportunity and imposed a prevailing business approach. This is a matter of concern for many governments, for institutions of higher education and for the academic community in general.

Trade in transnational higher education is currently an issue of heated debate. The World Trade Organization (WTO) initiated the General Agreement on Trade in Services (GATS) as a means to provide a framework for rule-governed trade in the broad sphere of services. This is in keeping with the 8th UN Millennium Goal, which calls for partnerships "to develop an open trading and financial system that is rule-based, predictable and non-discriminatory". Several states have argued in favour of extending GATS to education, more especially to higher education. GATS is already producing different responses and is likely to have different impacts. Critics focus on the threat to the role and responsibilities of governments in higher

education provision. They insist on the 'public good' aspect of higher education, and on the need to safeguard quality. It is also argued that there are considerable dangers in education policy issues being increasingly framed exclusively in terms of trade and economic benefits. Economists themselves point out that this might turn out to be counterproductive in purely economic terms. Supporters of free trade in education service, on the other hand, highlight the potential benefits that it brings in terms of wider access and innovation.

Trade in higher education is a reality. However, there is general consensus that higher education cannot be traded just like any other goods. States, governments, and higher education institutions themselves should not lose sight of the fact that it is a public good and the ultimate objective should be to turn it into a *global public good*. At the recent conference on Globalization and Higher Education: Implications for North-South Dialogue (Oslo, 26-27 May 2003) the Assistant Director-General of UNESCO outlined a possible line of action that could be included in the follow-up strategy of the WCHE.

The first necessity, according to this frame of action is to elaborate an *in-depth study of the challenges of globalization for higher education*, with emphasis on the way in which existing international documents and standard setting instruments, such as the UNESCO conventions and recommendations relate to the new developments, including GATS. On its basis, possible policy and legal frameworks for the conduct and development of higher education could be adopted by Member States, in close co-operation with the academic communities.

The second objective is to bring together the issues of quality standards and quality assurance, accreditation and the recognition of studies and qualifications into a coherent framework that could help States and higher education institutions alike to look for best solutions to the problems they are confronted with in the face of globalization. UNESCO provides a proper forum for discussion and for the search of solutions to these issues; the *Global Forum on Quality Assurance and the Recognition of Qualifications in Higher Education* will continue to serve this purpose.

3.3. Moving towards a world higher education and research area

Cross border provision of higher education as discussed under 3.1 above, is presented as heralding a new stage of truly "borderless higher education". It is indeed possible, following the same terminology, for those on the demand side of higher education to seek it, and for the "suppliers" to offer it practically everywhere in the world. However, as underlined repeatedly in this synthesis, the trade approach and the market orientation need not be the only factors leading to it. The choice is between letting this be regulated by market forces and practices, or supporting a process meant to lead to better higher education, available to more people and benefiting sustainable development in all countries.

All regional reports stress the trend towards convergence of systems through increased co-operation in their respective regions. This trend is particularly strong in the Europe Region through the launching, in 1999, of the Bologna process aimed at establishing a "European Higher Education Area" by the year 2007. The European initiative has aroused interest in other parts of the world as well. Latin America follows it closely, and there is talk about a possible Euro/Latin American Higher Education Space. The European Commission, which is the main actor behind the Bologna process, has consistently shown its readiness to promote co-operation beyond the European Union, by expanding its higher education programmes first to the other European countries, which were not members of the EU, then to the Mediterranean countries, and to other regions. The most important development at present is the launching of Erasmus World 2004-2008, which is designed to strengthen co-operation between Europe and all the countries of the world.

Converging trends in higher education are a positive development, to the extent to which they help raise quality (through the adoption of common standards) enhance quality assurance (through mechanisms and structures that work often at a regional and international level), and facilitate recognition of studies and qualifications, thus increasing mobility and international co-operation in general. It is the mission and role of UNESCO to encourage and promote quality-prone converging trends at the regional and world levels in higher education. In no way, however, should convergence affect or diminish the diversity of higher education worldwide, which stems from its specific national and local needs, history and traditions.

Globalization as an external process pushes higher education and research to become global themselves. It is the major challenge of the time to make sure that the resulting world higher education and research area preserves diversity, rejects uniformity and serves as a genuine global common good. UNESCO invites all its partners to join it in this pursuit as part of the WCHE follow-up.

3.4. The role of UNESCO

3.4.1. Enhancing the place of higher education in UNESCO's overall programme. In assessing UNESCO's contribution to development and change in higher education it is necessary to have in mind the fact that UNESCO is not a funding organization. Accordingly, it does not have the means and resources to effectively implement changes in higher education worldwide. Nevertheless, it has the capacity to *induce change* and to *mobilize efforts and resources* for its implementation. Its contribution is determined in the first place by the fact that its action reflects the political will of its Member States in matters of higher education. Secondly, its contribution draws strength from the broad range of its partners, notably from the prestige and moral command of its most natural partner, the international academic community.

Taking advantage of its worldwide experience and of the broad range of partners it has secured, UNESCO will continue to focus its WCHE follow up action in those directions in which its contribution is most practical and direct:

- *assisting Member-States in capacity building, and in the formulation of policies and strategies on higher education;*
- *servng as a platform for dialogue, and for the exchange and sharing of experience and information on salient aspects of higher education in the 21st century.*

The WCHE, followed by the World Science Conference one year later (Budapest, 1999) helped pinpoint the role and responsibilities of UNESCO within the UN system with regard to higher learning and research. The increased recognition of the vital roles of higher education and research in modern societies call in the first place *for a reinforced, more visible and more comprehensive programme for higher education in UNESCO's overall action.* All regional reports stress this need. The proposals outlined thus far in the present synthesis and retained in the recommendation have that purpose in mind.

3.4.2. Bringing higher education closer to UNESCO. The second direction of action for UNESCO is to bring higher education closer to the Organization, by involving institutions and the academic community in general more actively in the implementation of its mission, goals and programmes. In the field of *education*, the broader vision of *quality basic education for all will require higher education to be a major actor in reaching the EFA as one of the Millennium Goals set by the UN General Assembly.* The contribution of higher education institutions is particularly important for UNESCO in the field of *Science* (including *Social Sciences*). It is with their support that one of the strategic objectives of UNESCO during the 2002-2007 period, namely *enhancing scientific, technical and human capacities to participate in the emerging knowledge societies*, could be attained.

Higher education is essential for UNESCO's efforts to reinforce its contribution to *sustainable development*, both as a moral precept and as a scientific concept. Numerous initiatives have been taken, notably the Global Higher Education for Sustainability Partnership, launched by UNESCO together with IAU and the major regional and international associations of higher education. The UN Decade of Education for Sustainable Development, for which UNESCO has received the leading responsibility, provides the framework for a more active participation of higher education.

In the field of *Culture*, the adoption by UNESCO of the Universal Declaration on Cultural Diversity has opened up new possibilities to involve higher education institutions more actively in UNESCO's efforts to *safeguarding cultural diversity and encouraging dialogue among cultures and civilizations*. Finally, in the field of *Communication and Information*, the priorities set by UNESCO are in consonance with the principles of academic freedom, which is intrinsic to academia and to academic work in general. Its efforts *to promote the free flow of ideas and universal access to information* are, therefore, very much in line with the aspirations and practices of higher education institutions and of its servants, teachers, researchers and students alike.

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General report

Jacques Proulx, General Rapporteur

Ladies and Gentlemen,
Distinguished Partners in Higher Education,
Mister President,

It is my honour and responsibility to present to you, in summary form, the preliminary preparations, the interventions, the debates and the recommendations of this meeting. The messages emerging from its deliberations are at times clear and convergent, while at other times they are more diversified, just as the plural world that we represent.

More than 400 participants from 120 countries took part in the second Meeting of Higher Education Partners, held in Paris, at UNESCO Headquarters, from 23 to 25 June 2003. They represented the national focal points for the follow-up of the World Conference on Higher Education (WCHE), various intergovernmental organizations (IGOs) and non-governmental organizations (NGOs), resource persons of the world academic community, students and policy decision-makers. The members of the international and of the regional follow-up committees were also present, as well as members of the UNESCO Secretariat, at Headquarters and in the field.

The participants took note of the extensive work undertaken by UNESCO in preparation of the meeting, more especially of the documents elaborated with a view to facilitate its debates.

Opening of the meeting

In his opening address, the Director-General of UNESCO, Mr Koïchiro Matsuura, recalled the objectives of the meeting, i.e. to review the road covered during the five years that have elapsed since the adoption of the World Declaration on Higher Education, and to reinforce the Framework for Priority Action adopted in 1998.

In light of the fast changes that have occurred in higher education, notably its massification, the adoption of new teaching methods and tools, the emergence of new suppliers and the increasing commercialization of higher education, the issue of quality remains a major concern.

Higher education must reinforce its contribution to reaching the targets set for Education for All, especially through research, the training of teachers, the renewal of programmes and the use of information and communication technologies. As for its contribution to development, it must be conceived in the context of globalization, which calls for close interlinks between the local, the national, the regional and the world levels of action.

The urgent needs of the developing countries and of the countries in transition with regard to higher education and research require an integrated approach based on broad international co-operation. The Meeting of Higher Education Partners could help define how such action could be envisaged.

The structures and mechanisms that have been established and the initiatives taken by UNESCO, notably the Global Forum on International Quality Assurance, Accreditation and the Recognition of Qualifications in Higher Education, the Open Educational Resources (OER), the Forum on Higher Education, Research and Knowledge, the UNITWIN/UNESCO Chairs Programme, offer a platform for dialogue, while also representing tools for action to reach the set objectives.

Her Highness Sheikha Mozah Al-Misnad, UNESCO Special Envoy for Basic and Higher Education, emphasized in her speech the close relationship that exists between democracy and education, insisting on the contribution of higher education in this domain. Higher education should educate citizens who are fully committed to promoting development, peace, international understanding and democracy. Democracy should be based on the critical spirit and on creativity. These fundamental values are being taken into account in the reform of education in Qatar, in synchrony with the inheritance of the Islamic tradition.

She proposed that an international forum devoted to the relationship between education and democracy be set up in order to strengthen the potential and to facilitate interaction in this domain.

Her Highness Sheikha Mozah Al-Misnad suggested the creation of an International Fund to provide immediate and long-term assistance to higher education in Iraq. Qatar will make the first contribution to the fund, which is open to willing contributors worldwide. Japan has already announced its support. The management of the fund is placed under the joint responsibility of UNESCO and of various donors.

In his keynote speech, Professor Cristovam Buarque, Minister of Education of Brazil, pleaded for a deep renewal of the university, to be based on the key principle according to which "knowledge is not a mere accumulation of data, facts, skills and competences; it is a continuous and therefore inherently ephemeral flux". Since knowledge at any one moment is short-lived, university diplomas can no longer serve as a "passport for life" for their holders. Their validity requires constant renewal of competences.

The very concept of the university must be changed. Universities must change their elitist and isolated nature; they must leave their ivory tower in order to come closer to the majority of the population. Universities must be global and regional as well as national in their concerns; their environment is the whole planet.

To regain their dynamism, universities have to anticipate the future in the use of methods and educational tools. But they should not be turned into mere "knowledge factories", which would run the risk of engaging them on a road leading to the exclusion of part of humanity.

The world places great hopes on youth to build this new university. Nor a conservative youth, but a "rebel youth" which can nourish and advance this renewal.

It is necessary to proclaim an international day of reflection on the future of the university. It is necessary to develop solidarity between rich countries and poor countries for the development of higher education. It is necessary to change direction with regard to the university, in order to change the course of humanity.

Presentations and debates in plenary session

The presentations in the plenary session by representatives of various regions and UNESCO partners underlined the continued relevance of the World Declaration adopted in 1998 and identified major changes in the environment of higher education that have occurred since then. From these presentations and from the debates that followed, a number of tensions were identified in the world of higher education, namely tensions between:

- Permanence and change
- Unity and diversity
- Opening up to the surrounding world, or withdrawing onto itself
- Global and local concerns
- Public and private institutions
- The role of the State and that of the market

They also brought into focus a number of challenges regarding financing, the need for quality assurance, continued barriers to exchanges, issues related to intellectual property, the need to reinforce research capacities in the South and better equity in staff recruitment.

The presentations and the debates stressed that there are two ways opened to higher education in the world:

- Continuing on a road, which engenders exclusion, abandons the system to the forces of the market and weakens democracy
- Changing course, so as to strengthen the role of higher education in building up a civilization that integrates modernity without the opposite effect of social exclusion, taking concerted action in the service of populations and of sustainable development, moving towards a just distribution, and taking decisions that do not ignore the interests of the majority.

Five years after the WCHE, the debates allow us to reaffirm the vision adopted by the World Conference and to reinforce action in response to new changes and challenges. Several major directions of action can be identified, of which the main ones are presented below:

1. The growing role of higher education in modern societies

The WCHE stressed the role of higher education as a key factor and a driving force for development in knowledge intensive societies. Post WCHE developments have reinforced awareness of that role, which is now unanimously recognized. *At no time in human history did the welfare of nations depend in such a direct manner on the quality and outreach of their higher education systems and institutions.*

Viable systems of higher education are necessary for all countries, in order to face the challenges of a competitive and increasingly globalized world. They are particularly important for the developing countries, which continue to lag considerably behind the industrially developed ones with regard to higher learning and research. They need to expand higher education *massively* and *urgently*, in order to avoid marginalization and exclusion.

Given, on the one hand, the increased role of higher education for economic, political, social and cultural development, and, on the other hand, its precarious situation in the developing countries and countries in transition there is increased awareness of the need for concerted, integrated action at the global level in favour of the development of higher education. This could lead to a global Programme for Development and Co-operation in Higher Education (PDCHE), which should be based on the commitment of governments, of the international community and of all stakeholders. UNESCO should take the initiative to launch

PDCHE by striking alliances with the major IGOs - both inside and outside the UN system, with the NGOs and with the academic community in general. The Programme should draw on the experience gained through EFA, to which it is meant to contribute directly.

2. Enhancing the role of higher education for sustainable development

The WCHE emphasized the role of higher education to sustainable development at the local, national, regional and global levels. The proclamation in 2002 of the Decade of Education for Sustainable Development (2005-2014) provides a favourable framework for renewed action with all relevant partners, including the Global Higher Education for Sustainability Partnership and the Ubuntu Declaration Group, both launched at the World Summit on Sustainable Development (Johannesburg, 2002), with the active support of UNESCO.

Within that challenging framework, it is recommended to launch a large-scale initiative meant to mobilize higher education institutions worldwide in order to create jointly a **global learning space for sustainable development**, based on local and regional centres/clusters of excellence, which should bring together all levels and sectors of education including non-formal and non-regular education.

3. Moving towards a global higher education space through sharing and co-operation

Globalizing processes push higher education and research to become global themselves. Converging trends in higher education are noticeable in all regions; some regions (i.e. the Europe Region) move faster than others. As a result, "borderless higher education" emerges as a reality. This is an objective, historical process, which carries with it a great potential, while also involving certain risks. Convergence can help raise quality in higher education worldwide. It facilitates recognition of studies and qualifications, thus increasing mobility and international co-operation in general. UNESCO should therefore encourage and promote quality-prone converging trends at the regional and world levels in higher education. In no way, however, should convergence affect or diminish the diversity of higher education worldwide, which stems from its specific national and local needs, from its history and traditions.

*It is the major challenge of the time to make sure that the **world higher education and research area** towards which we are moving, preserves diversity, rejects uniformity, encourages sharing and co-operation, thus strengthening national systems and institutions.*

Practical action to build up a genuine world higher education and research area should be aimed at:

- Reinforcing the teaching, training and research capacities of higher education institutions in the developing countries, **through networking and various forms of South/South and North/South co-operation**;
- Bridging the knowledge gap, **through proper mechanisms and structures such as the UNITWIN/UNESCO Chairs Programme, which bring together institutional and individual initiatives, thus reinforcing action**;
- **Alleviating the brain drain as envisaged by the Academics across Borders (AAB) initiative, which is being developed by UNESCO along with "the university volunteers" scheme.**

4. The role of ICTs in higher education

The impact of ICTs on higher education has proved more rapid, more complex and more pervasive than envisaged at the WCHE five years ago. Their potential to increase access to higher education, to reduce costs, to renew modes of delivery and teaching/learning methods, to enhance the research function of higher education, and to facilitate international links and co-operation is unanimously recognized.

However, making full use of that potential requires steps to secure increased access of higher education institutions in the developing countries to ICTs.

UNESCO will further assist Member States and institutions, especially in the developing countries and countries in transition, to make full use of ICTs, especially through *The Open Educational Resources (OER) Initiative*, which is intended to serve as a technologically-enabled co-operation mechanism, for the open, non-commercial use of educational resources. The OER initiative will be promoted, and turned into a large-scale movement and international campaign in favour of higher education in the developing countries.

At the same time, it is recommended to extend strong support to the ICT-based institutions (national and regional open and virtual universities) established in the developing countries, so that their potentialities are fully utilized.

5. The evolving relationship between higher education, the State and the market. Higher education as a public good

Diminishing public funds and the prevailing economic views tend to assign a lesser role to the State and to governments in matters related to higher education. Concomitantly, the role and contribution of the private sector to its development has grown considerably. The role of the market in higher education is also evolving rapidly, leading to a "higher education market", which tends to assume global dimensions. These new developments need to be thoroughly investigated.

Preserving the status of higher education as a public good is a necessity and a priority. It is necessary to examine and to address the legislative issues posed by the *evolving relationship between higher education, the State and the market*. States and governments should preserve their prerogatives in defining policies of higher education, assuring its quality and securing that it performs all its missions and functions in society.

The participants in the meeting reinforced the stand adopted by the WCHE, namely that while seeking the contribution of all stakeholders - including the private sector - to the development of higher education, States and governments should fully preserve their responsibility and engagement for its support. Leaving higher education to be shaped solely by the laws of the market would run great risks.

6. Trade in educational services. The implications of GATS for higher education

Trade in transnational higher education is currently an issue of heated debate. Driven primarily by commercial motives, a whole array of "new providers" (corporate universities, "for-profit" institutions, media companies) often of unclear status and quality, have emerged, imposing a business approach in cross border provision of higher education. The debates at the meeting reflected the tension that exists between the framework outlined in the GATS negotiations and the principles shared in common by the international academic community in all its diversity.

The participants in the meeting stressed that higher education cannot be traded just like any other goods. What is required is a framework that facilitates and assures transparency and fair trade amongst and between nations that take into consideration the needs of national states and secure their sovereign prerogatives in policy making with regard to higher education and research. This objective, which has acquired high priority for the follow-up strategy to WCHE, can be achieved only through transparent negotiations, based on clear principles and with the participation of all concerned, including representatives of the academic community.

Within this framework, and in response to the challenges posed by globalization to higher education, UNESCO will focus on the implications of liberalizing trade in higher education, particularly of GATS, with emphasis on how to secure quality of foreign provision of higher education. While strengthening its representativity, the *Global Forum on Quality Assurance and Recognition of Studies and Qualifications in Higher Education* will be further strengthened as a platform for exchanging views and trying to reach agreement on a set of principles that could promote more equitable, transparent and fair trade practices. Trade should necessarily be accompanied by concrete measures to promote international co-operation in higher education, based on genuine partnership and sharing.

7. Meeting the demand for increased access to higher education

Higher education has continued to grow at even higher rates than during the pre-WCHE period. The historic threshold of 100 million students worldwide has been crossed. Enrolments have grown in all countries, including the developing ones. Diversification of forms and structures in higher education, especially through *open and distance learning* has helped considerably.

Yet, a huge gap continues to separate the developing countries from the industrially developed ones with regard to access to higher education. In the case of some countries, especially in sub-Saharan Africa, that gap is growing even wider.

Equity issues persist, especially in connection with the participation of women in teaching, research and administration in higher education

Further efforts at the national level are needed in order to secure *wide access to higher education on the basis of merit*, particularly for young people in the developing countries. Special action is needed in order to facilitate access to higher education of disadvantaged groups, to eliminate gender discrimination and stereotyping and to secure the effective participation of women in teaching, research and management of higher education at all levels.

8. Funding of higher education

There are constraints on public funding for higher education in all countries, both developed and developing. They call for increased sharing of costs among all stakeholders and beneficiaries: the State, students and their families, industry and business.

Diversification of funding for higher education is a recognized reality by governments and institutions alike. It is necessary, however, that all stakeholders and all sectors of society - public and private - should be ready to contribute to viable higher education systems, as necessary conditions for both individual and societal development. Student support schemes (grants, student loans, etc.) should be set in place in order to assure equity of access.

The participants in the meeting were unanimous in pointing out that States and governments should retain their responsibility in securing the necessary funding and resources for higher education in order to allow it to perform its functions and missions in society.

At the same time, institutions of higher education need to intensify their search for additional funding and resources through an entrepreneurial attitude, as recommended by the WCHE. International funding support, through loans from the World Bank and regional development banks, through donor support and through bilateral and multilateral co-operation should be strengthened for institutions in the developing countries and countries in transition.

9. Relevance to societal needs: higher education and the world of work

The relevance of higher education to society encompasses all fields and sectors, including economic, social, cultural and scientific development. Its relationship to the world of work undergoes a radical change. Higher education institutions can no longer offer training to their students that will serve them throughout life. They must seek to endow future graduates with capacities that would enable them to cope better with the requirements of knowledge societies.

Graduate unemployment remains a thorny issue for higher education in a large number of countries, both developing and developed ones. Unemployment is growing in many countries. Major world economies know a period of slow economic growth while most developing and transition countries face serious economic difficulties. The prospects for increased graduate employment do not look good for the immediate future. Nevertheless, there is general consensus that quality higher education, which is fully integrated into national knowledge systems, contributes directly to economic growth and thus, to increased employability. Governments in their turn cannot disengage themselves from their responsibilities to assure increased employment for higher education graduates.

Higher education institutions should develop partnerships and alliances with governments and with potential employers - both public and private. International co-operation can also help. It is necessary, in particular, to look more imaginatively for ways and means by which the recommendation of the WCHE to turn graduates from mere job seekers into job creators could be turned into reality.

10. Higher education and research in knowledge societies

In today's knowledge societies, higher education institutions, universities in particular, contribute significantly to enhancing national research capacities. Post-WCHE developments reflect the efforts made by universities to build on these advantages. On the other hand, there continue to persist many issues facing higher education in relation to its research function.

Higher education must better tune its research potential to the needs of society by developing new partnerships. This would allow it not only to better apprehend the new challenges (i.e. AIDS) and the expectations placed on it, but also to identify better-adapted ways to solve them.

Moreover, the results of research should be better disseminated and should be placed in the service of improving living conditions and of reducing poverty, not only economic and social poverty but also cultural poverty.

The major challenge with regard to research continues to be the *knowledge gap* between the developed and the developing nations. Special emphasis in the WCHE follow-up action will be laid on contributing to strengthening the role, and raising the quality of research in higher education and to reducing the knowledge gap. This will be done in the first place through the UNESCO Global Forum on Higher Education, Research and Knowledge as an open platform for dialogue and exchange of views and experience among researchers, policy-makers and experts.

11. Renewal and reform of higher education

The reform and renewal of higher education have continued at a faster rate and on a larger scale after the WCHE. National policy frameworks and planning are being re-directed. Both external and internal factors lead to further diversification of forms and structures and to innovative changes with regard to content, practice and methods in higher education. A change of paradigm in higher education is taking shape at present.

Curricula and programmes are redefined, becoming increasingly student-centred and focused on learning outcomes. Modularization of curricula structures and the use of the credit system render it easier to respond more flexibly both to societal and labour market needs and to the specific needs of individual students.

The WCHE follow-up strategy should focus on further promoting and generalizing these innovative trends through the exchange of experience and through international co-operation aimed at assisting higher education institutions in the developing countries.

12. Status of teachers and researchers in higher education

The 1997 Recommendation on the Status of Higher-Education Teaching Personnel acquires increased importance in enhancing their status and working conditions. The participants urged UNESCO to make further efforts to assure the effective implementation of its provisions, especially to enhancing *academic freedom and institutional autonomy*. The findings of the on-going UNESCO study on the status of academic freedom in the world will be widely disseminated and used to guide future action in this field.

At the same time due attention will be paid to *renewing teacher training*, which is not only a major component and function of higher education, but also the main vehicle through which it can contribute to improving education at all levels. Higher education must assume more actively its growing responsibilities for training large numbers of teachers, as required in order to reach the targets set for Education for All, as one of the UN Millennium goals.

Staff development in higher education will be promoted and assisted at the national and regional level.

13. Quality assurance, accreditation and the recognition of studies and qualifications

Several converging factors, notably quantitative expansion and the corresponding diversification of institutions, structures, programmes and delivery modes, stricter and more formal procedures and regulations for budgetary allocations, increased market pressures, which require institutions to make efforts to position themselves both nationally and internationally, have rendered *quality assurance* and *accreditation* highly topical issues

during the post-WCHE period. This is particularly urgent in the case of cross border higher education, for which there are no quality assurance regulations and standards set at present.

The participants in the meeting stressed the need for UNESCO, as the intergovernmental organization in the UN system responsible for higher education, to take the lead in the search for solutions to the complex issues posed by quality standards and quality assurance, accreditation and the recognition of studies and qualifications.

UNESCO will strive to promote dialogue and co-operation between national authorities and the academic communities, so as to arrive at commonly acceptable frameworks and ethical normative standards, in particular through the **Global Forum on Quality Assurance and the Recognition of Studies and Qualifications**.

The UNESCO regional conventions on the recognition of studies, diplomas and degrees will be strengthened, by bringing them in line with new developments.

14. The role of UNESCO

UNESCO will continue to focus its WCHE follow-up action in those directions in which its contribution is most practical and direct:

- *serving as a platform for dialogue, and for the exchange and sharing of experience and information on salient aspects of higher education in the 21st century;*
- *assisting Member States in capacity building, and in the formulation of policies and strategies on higher education.*

The participants in the meeting stressed that the increased recognition of the vital roles of higher education and research in modern societies calls for a **reinforced, more visible and more comprehensive programme for higher education in UNESCO's overall action**.

Finally, the work in Commissions led to a series of proposals and recommendations, which have just been presented to you. They call for concrete action, to be included, in an appropriate form, into the Framework for Priority Action of the WCHE. These recommendations will be integrated into the final report of the meeting.

Ladies and Gentlemen,

The second Meeting of Higher Education Partners brought to the fore the complexity of the challenges and the variety of perspectives open to higher education. It evaluated the road covered since the WCHE. More importantly however, it allowed taking full measure of the action lying ahead. It is the task of us all - States, IGOs, NGOs, the other stakeholders and the academic community in general - to show more wisdom, heart and creativity and to work together to open "the big door" of quality higher education to the largest possible number of people.

The Report, together with the reports and the recommendations made in the four Commissions, will be submitted to the International Follow-up Committee of the WCHE, which will meet immediately after our meeting. Following the deliberations of the Committee, the Report will be submitted in its final form, to the Director-General of UNESCO. It will also be disseminated widely to Member States, to UNESCO's partners in the WCHE follow-up, and to higher education institutions worldwide.

Reports and recommendations of the Commissions

Commission 1: New developments in higher education

Theme 1: Higher education as a public good

The participant strongly reasserted the principle of the World Declaration on Higher Education for the Twenty-first Century that higher education should be considered as a public good and that public support for higher education and research remains essential to ensure a balanced achievement of its educational and social missions.

However, there is a requirement for clarity of language and definition in relation to the terms 'public', 'private' and 'global' goods. The contexts and perspectives of the various stakeholders (i.e. governments, institutions, staff, employers, parents and students) should be considered. The values attached to these words are not independent of the stakeholders.

Action required:

Research is required to achieve clarity of language and shared meaning that must then be encompassed in the language and documents. This includes research on the mapping of the use of private/public/for profit/not for profit providers across a wide spectrum of countries.

A transparent discussion in these areas is indispensable to avoid definitions given by a given region or organization. UNESCO is well placed to provide a neutral framework for discussion, to develop the concept and ensure its promotion and dissemination. This international framework should be based on the following principles: multilateral inclusive participation of all concerned stakeholders, transparency and proactivity; explanation of the process.

Theme 2: Challenges and opportunities of ICTs

While agreeing that ICTs have a very important role to play there was a potential disjunction between the promise of what opportunities it brings and the practice that is evident in institutions. What is required is a system of training individuals in the innovative and efficient use of ICTs to begin to fully enhance the teaching and learning experience. The mechanism for sharing resources - both human and material - between and among developed and developing countries should be encouraged in order to improve efficiency of the systems.

Action required:

UNESCO should facilitate capacity building of all categories of persons who are involved in the use of ICTs in higher education delivery.

UNESCO should support and enhance existing regional networks to share experiences and resources between ICT-assisted higher education providers.

Theme 3: Trade agreements in the context of global higher education

A clear tension was expressed between the trade framework of the GATS and the espoused principles that underpin the world(S - plural) of education. What is required is a framework that can facilitate and ensure transparency and dialogue concerning trade in higher education amongst and between countries. It is necessary to recognize that education services are on

the GATS agenda and will therefore be subject to further deliberations. The sector - both developed and developing - needs to articulate a set of principles to guide the various stakeholders as the deliberations move forward that take into consideration the needs of the nation states.

Robust quality assurance mechanisms and regulatory regimes are critical to national and transborder provision. Not all countries have the resources or infrastructure to develop and maintain such agencies - support is needed to create a sustainable and viable mechanism either on national, regional or sub-regional basis.

It is essential that quality assurance and recognition agencies/bodies come together. This extends to developing qualifications frameworks as a reference point for quality assurance systems and recognition arrangements. This should be discussed and further developed into operating mechanisms at regional levels.

Action required:

A guiding document of a set of principles for international quality assurance should be developed, and widely disseminated to ensure awareness and ownership including not only regional but also global coverage. This document should include "partnership", "mutual respect" and other principles of transnational higher education, which is, in many cases, trans-regional as well.

An increased awareness of existing networks for sharing practice between quality assurance agencies should be developed. This should encompass practice and expectations concerning national and transborder provision.

National governments must take responsibility for quality assurance mechanisms by establishing a process that includes institutions and academics through peer reviews, based on a culture of mutual confidence; they also need to have a strategy in relation to the place (or not) of transborder providers and the various levels and types of provision.

Over-arching recommendation:

Consensus was reached that UNESCO should play a role of 'honest broker' in providing a neutralizing effect on the increasing commodification and trade of education.

The existing relevant UNESCO normative instruments including the regional conventions on the recognition of qualifications need to be revisited and revised in light of the debate of the WCHE+5 conference. These should be drawn together to ensure coherence while still recognizing the diversity of countries and regions. The conventions are at different stages of development and will require support in the revision and implementation/acceptance stages. Development of an advocacy capacity across the regions to build ownership and understanding should be encouraged so that the needs and desires of nations can be articulated.

Participants noted that higher education is a driving force for economic and social development and advancement and application of knowledge. For this reason, UNESCO should ensure that higher education is firmly on its own main agenda, accompanied by the appropriate (enhanced) resources to take the recommended actions.

Commission 2: The contribution of higher education to development

Commission 2 covered three themes, falling under the broad title of development. Following the introductory remarks by the Chairperson of the Commission, which emphasized their close interdependence and the importance of the contribution which higher education is called to make, each theme was introduced by several speakers and followed by lively discussions. The main conclusions and recommendations are presented below.

Theme 1: Contribution of higher education to the educational system as a whole

The moderator of the session devoted to this theme, as well as the presentations under this theme focused on the role of higher education in reaching the objectives set for the Education for All, as one of the Millennium Development Goals and the absolute priority of UNESCO's action in the field of education. Emphasis was laid on the research mission of higher education in this field, as well as on its important role with regard to curriculum development and human resource management. Practical points were made with regard to how higher education could and should specifically contribute to language development for communities which lack a written language as the necessary medium and instrument to achieve literacy. In such cases, the expertise of higher education is necessary in order to translate the vernacular languages into written form, so that large numbers of youngsters and adults achieve literacy in their home language or mother tongue.

The Commission referred at length to the proposal initiated at the 8th UNESCO/NGO Collective Consultation on Higher Education (UNESCO, Paris, 13-15 January 2003) to launch an international project aimed at increasing the contribution of higher education - through research, good practice exchanges and South-South and South-North exchanges-to assist the 28 countries which are at risk of not reaching the EFA goals by 2015. Although there was not enough time to discuss the practicalities of the proposal, higher education institutions and UNESCO were urged to take immediate action for its implementation, particularly with regard to Africa, where 20 of the 28 countries mentioned above are situated.

The other sub-theme concerned the role of higher education to the development of the entire education system. All speakers pointed out that, in order to successfully perform its responsibilities towards all levels of education, higher education must be given priority in national development plans, be endowed with the necessary means to support development within clearly defined national educational policies: e.g., policies concerning Education for All, literacy, sustainable development, HIV-AIDS preventive education. At the same time, higher education itself must pay increased attention in its research and training functions, to the ever more complex interfaces with the other levels of education.

Lifelong learning was the other sub-theme covered under Theme 1, with focus on developing an adequate vision on the necessary changes in the whole education system in order to come to a better understanding and a better approach to lifelong learning. It was pointed out that currently there is much talk about this issue, but that implementation of lifelong learning is far from having been achieved. Much "discrimination" continues to be manifest against non-traditional students.

Theme 2: The contribution of higher education to sustainable development

The presentations of this theme and the ensuing debates focused on the complex issues involved, citing throughout many good-practice initiatives taken by higher education institutions and related regional and international organizations in various parts of the world.

Reference was made to the very active role these organizations played, in close co-operation with UNESCO, at the Johannesburg summit in 2002. One of the most important themes of the Johannesburg summit was the call to reorient educational systems to embrace the broad spectrum of sustainable-development educational needs in an interdisciplinary and transdisciplinary approach. Teacher education must be an essential component of this reorientation.

One example of concrete initiatives presented in the Commission was the project “Universities at the service of poverty alleviation” developed by the Federal University of Para, Brazil, which aims at raising the living standards of agricultural workers and local fishermen, while making valuable contributions to enhancing the relevance and quality of university programmes themselves. The project has all the qualities to serve as a “good practice model” concerning the contribution of higher education to sustainable development.

The debates in the Commission stressed that the proclamation of the United Nations Decade of Education for Sustainable Development (2005-2014) opens up new prospects and creates a favourable framework for higher education to renew and enhance its action in favour of this topic. This it should do through partnerships and networks, as illustrated by the Global Higher Education for Sustainability Partnership and the Ubuntu Declaration Group, both launched at the World Summit on Sustainable Development (Johannesburg, 2002), with the active support of UNESCO.

Within that daunting framework an emerging recommendation was that higher education institutions, governments, and UNESCO itself give priority to launching a large-scale initiative meant to mobilize higher education institutions worldwide in order to create jointly a global learning space for sustainable development, based on local and regional centres/clusters of excellence, which could bring together all levels and sectors of education including non-formal and non-regular education.

Theme 3: Higher education and the world of work

Presentations and debates on this theme were set against the backdrop of the recent rapid all encompassing changes in the world of work, which render it necessary for higher education institutions, working in close partnership with all interested stakeholders, to better tune its teaching, research, training and service programmes to the realities and needs of society. This is at present one of the major challenges facing higher education everywhere. Throughout the debate, concern was expressed about the fact that in the search of solutions to meet the immediate needs of the labour market and secure employment of graduates, higher education institutions might run the risk of losing sight of their perennial functions. These concerns were succinctly expressed in the Commission by a student organization, as follows:

1. Change the concept of “expert building” to that of overall development of student personalities, of their talents and commitment to serve science and their societies;
2. Increase, by all means available, harmony and co-operation between higher education and the world of work;
3. Change the national scope of higher education to an international, global scope;
4. Teach the students (and help them) start their own companies;
5. Provide students with education about values and ethics.

Several personal contributions, including suggestions for “declarations” were submitted to the secretariat and rapporteur of the Commission. They could not be discussed in the Commission, because of lack of time.

Recommendations

A set of major recommendations, about which there was general consensus, emerged with great force from the debates. Recommendations concern optimum ways to develop mechanisms and partnerships that could secure the contribution of higher education in all sectors of development.

1. The education system is an organic entity whose constituent parts are mutually reinforcing and interdependent. Higher education is at the core of the educational system by virtue of its functions concerning research - the creation of new knowledge - teacher training, critical reflection on societal problems and through citizen education. It is therefore necessary that it should be intimately associated to all programmes of education, notably to Education for All. UNESCO is invited to recognize this role of higher education and to give it the necessary place and budgetary means in order to fulfill this mission.
2. At a time when globalization has a strong impact on higher education, we strongly reaffirm its status as a public good, not as a tradable merchandise.
3. It is necessary to encourage the institutions of both the North and the South to engage themselves on the road of genuine co-operation, which preserves local specificities, avoids brain drain and benefits all partners.
4. Concerned by the devastating impact of HIV/AIDS on human resources and on the development of those peoples which are most gravely affected by it, we recommend that the educational system in its entirety should contribute to raising awareness of this scourge. Higher education and research in particular, should include HIV/AIDS among their priorities, thus allowing for both teachers and learners at all levels to contribute to the elaboration of true policies of HIV/AIDS eradication.
5. It is equally necessary that teachers receive the kind of training during their studies in higher education which renders them sensitive and prepares them to act in all sectors of their competence: education for all, fighting poverty and all forms of discrimination, sustainable development, citizenship formation, preparation for professional insertion, and a healthy management of globalization.
6. In order to achieve all these objectives, higher education should pay attention to a better articulation of the entire educational system, including non formal education. Teaching and research should be better tuned to societal needs. All action requires setting up new partnerships and observance of academic freedom and institutional autonomy.

Commission 3: Evolution of higher education structures and systems

Commission 3 was attended by over 70 participants, coming from all regions. In terms of composition, they consisted of academic staff of all levels, administrators, students, representatives of governmental and related agencies, of international organizations, which have a direct or indirect interest in higher education. The Commission looked at three issues, namely (a) the transformation of higher education systems and structures, (b) the issue of academic freedom, and (c) transversality in higher education.

The three themes were introduced by twelve speakers, followed by discussions, to which practically all members of the Commission participated actively.

The gist of the discussions and the recommendations of the Commission are presented briefly below.

Theme 1: Transformation of higher education systems and structures

The rate and scope of change in the educational systems and their structures have been faster and wider during the post WCHE period. Technological advancement, economic and political uncertainty, diverse types of clientele and the complexity in the administrative methodology of the university demand to broaden its mission and functions and to reposition its strategies.

University autonomy is the pivotal factor in meeting the future challenges. It requires restructuring the governance and mobilizing the resources. However, it has to consider local relevance and cultural diversity. As the autonomy increases in many places, its responsibility and accountability also grow.

Policy-making and regulations in the university must be rendered transparent. The appointment of senior university administrators must be based on suitability and merit. In some developing countries, universities are run by military generals, which is not in accordance with academic principles and culture.

Flexibility in the university's structure is important to meet the diverse demands of and responsibilities towards society. The university would lose its specific role and place in society if it is not able to respond to the latter's short-, medium- and long-term needs.

Technological changes provide possibilities for alternative modes of delivering higher education, such as via off-campus education and all forms of distance education, via e-learning, modular curricula and tailor-made education and learning on demand. These require faculty to adapt to a new form of pedagogy, which places them as facilitators, rather than conveyors of information. Learning is no more limited by space, time and geographical constraints. Lifelong learning should be an important agenda for the future.

While technology has a positive impact on education, we must be aware of the danger that could be generated by e-learning delivery. A few transnational and transborder providers could easily become the dominant providers in knowledge and contents worldwide. It will eventually destroy diversity in teaching and learning of systems and distort national priorities.

Private providers of higher education can contribute to greater access. However, serious consideration must be paid to preserve quality of education. Quality assurance processes, recognition criteria and the qualification framework must be well placed. Mass higher education should be accompanied by quality assurance mechanisms and geared towards the world of work, in order to avoid unemployment of graduates.

Training provided by private and foreign institutions in any country should also consider the manpower needs of the country. This would reduce the brain drain of the country.

In order for the university to be competitive, it should secure the continuous training of its teaching, research and administrative staff, aimed at enhancing their skills in governance and the management of change, at updating their teaching methods and technological know-how.

Theme 2: Academic freedom: impact of its observance and non-observance on higher education quality

Discussions on this topic focused on key issues, which have emerged with particular force in the period following the World Conference on Higher Education of 1998. The following conclusions and recommendations emerged from the discussions:

Issues related to the institutional autonomy and academic freedom arise essentially because of the difficulty to define the relationship between institutions and society, institutions and governments, institutions and staff and students. Confidence and trust should be built at all levels, especially from the government towards institutions.

Academic freedom should be part of the mission of the universities and of the social responsibility assigned to them. It is both an asset to individuals and to human society.

Academic freedom of the academics must also take into consideration the academic freedom of the students.

Non-observance of academic freedom impedes the development of quality teaching and research in various areas, in particular in the social sciences, sociology, education and economics. The commercial sectors, which increasingly fund market-driven research, give rise to more pressure on the freedom of academic research.

Academic freedom must also look at the issues related to intellectual property and patents established by academics. These values need to be safeguarded and rewarded.

Autonomy and academic freedom should not marginalize the importance of quality and accountability.

Theme 3: Transversality of higher education

The presentations and the debates on this theme emphasized the need - when considering reform and transformation in higher education - to take into account the wider context pertaining to disciplinary knowledge and scientific research that goes beyond the limits imposed by their institutional compartmentalization in universities. This requires looking for alternatives to purely administrative reforms. The following major points were made:

Building up genuine transversality, transdisciplinarity, multidisciplinary and solidarity between disciplines is an integral part of reform in higher education at present. Graduates need multidisciplinary knowledge to become more versatile for the work force.

The university should be able to generate creativity through transversality in research. In doing so, ethics should be preserved as the guiding principle of research.

Partnership between higher education institutions, communities and industries could generate diversity and opportunity for higher education in the future. The solidarity is the catalyst for change of the institutions of higher education in the 21st century.

Commission 4: Internationalization of higher education

Commission 4 brought together a large number of participants representing higher education institutions, their associations - both international and regional, major higher education partners, representatives of the student associations, etc. It addressed a number of central issues related to internationalization in higher education, which had emerged as leading concerns during the post WCHE period, notably, issues of international co-operation - with emphasis placed on bridging the gap between developed and developing countries -, new trends with regard to academic staff and student mobility - where a major concern is the alleviation of the brain drain -, issues of funding at the international level, and issues of governance and institutional transformation in the context of international co-operation. In structuring the discussions, particular attention was paid to avoid repetition of issues, which were also on the agenda of other Commissions, more especially of Commission I.

A document on "Internationalization of higher education: institutional perspectives viewed globally", prepared by the International Association of Universities was distributed to the participants and served as an introductory document of the debates. The Commission listened to 11 presentations and engaged in active debates carried out in the three sessions, devoted respectively to: Internationalization and international co-operation; the process of homogenization and national concerns; and internationalization and role of research in higher education.

The main views / recommendations emanating from Commission 4 should be read as not only addressed to UNESCO, but also to governments and institutions.

Session 1: Internationalization and international co-operation

In order to better respond to the challenges of internationalization, UNESCO is urged to take the leadership in developing an information system on higher education systems and institutions, and on innovations and reforms taking place nationally, regionally and globally. In doing so, UNESCO should bring together various international organizations in the field of higher education by setting up a steering group to explore the best approaches and modalities of action.

There has been a diversity of internationalization strategies in higher education institutions, and in different contexts, they have had both positive and negative impacts. It is recommended that research and analysis continue to be undertaken in that area and their results disseminated widely to enable the sharing of good practices among institutions.

UNESCO should support South-South co-operation through regional and inter-regional initiatives based on mutual interests and collaboration. Both these and North-South collaboration should be aimed at strengthening higher education institutions, specifically in developing countries.

Session 2: Process of homogenization and national concerns

Homogenization is occurring in all spheres and is inevitably affecting higher education. However, local factors may mitigate the homogenization process of higher education systems.

In view of globalization, there is a need for preserving the capacity of higher education systems to respond to local needs. Universities should be strengthened so that they can best serve the society in which they are located. It should be ensured that national higher education systems evolve in accordance with national needs and priorities.

UNESCO should stimulate research on how national higher education systems and structures are responding to globalization and homogenization in order to bring to the fore the effects and extents of these processes, especially in developing countries.

Session 3: Internationalization and the role of research in higher education

UNESCO should support and strengthen research in and on higher education and knowledge. Another key area to address is the need for a typology of research systems.

UNESCO should highlight the importance of the link between higher education and research, and encourage multi-disciplinary research involving education, social sciences and natural sciences. In this regard, UNESCO should emphasize and strengthen the work of the UNESCO Forum on Higher Education, Research and Knowledge.

UNESCO should support efforts to develop research in universities as one of its key activities in order to enable institutions to identify local issues, problems and concerns. This includes capacity building in the South, thus allowing local universities to set their own research agenda and allocate a specific budget line for research.

Through research training, capacity at local level needs to be strengthened in order to enhance human resources in developing countries. This will enable them to identify, formulate, and solve context-specific problems, thus lifting their concerns to the international research agenda.

Recommendations

The idea of launching a large-scale Programme for Development and Co-operation in Higher Education has been most welcomed. It specifically meets the needs of the developing and transition countries and should be organized at both the regional and inter-regional level, high priority being given to South-South co-operation.

The UNESCO Forum on Higher Education, Research and Knowledge as a new initiative to raise the quality of research in and on Higher Education is to be fully supported.

The elaboration of an international curriculum on sustainable development may not be appropriate. Sustainable development should permeate all aspects of education. Also, higher education institutions should take direct initiatives in order to translate and introduce their research results on development issues into existing subjects of primary and secondary education.

Finally, the Commission stressed that the recommendations of the 1998 World Conference on Higher Education have not all been implemented or addressed. They should remain on the agenda and need to be pursued.

Appendix 1: Addresses and presentations

Address by Mr Koichiro Matsuura, Director-General of the United Nations Educational, Scientific and Cultural Organization (UNESCO)

Her Highness the First Lady of Qatar,
Ministers,
Ambassadors and Permanent Delegates,
Focal Points of the World Conference on Higher Education,
Ladies and Gentlemen,

It is an honour and a privilege to welcome you all here, and to thank you most sincerely for your encouraging response to UNESCO's invitation to this second meeting of Higher Education Partners, the first having been held three years ago.

Our main purpose during the next three days is to conduct the mid-term review of the follow-up of the World Conference on Higher Education, five years on. Our perspective, however, should be forward-looking - our aim should be that all higher education partners are as well-prepared as possible to meet the challenges of the next five years and beyond. In the swirl and flux of rapid change, choices and decisions must still be made and it is here that the World Conference and its follow-up are especially important. Their purpose is to help clarify the options available through a vigorous process of multi-partner debate embracing systems and institutions as well as the local, national, regional and international contexts of higher education.

I extend my special thanks to our guest of honour - Her Highness Sheika Moza Bint Nasser Abdallah Al-Misnad, First Lady of Qatar, who is present here today in her capacity as a UNESCO Special Envoy for Basic and Higher Education - and to Professor Cristovam Buarque, Minister of Education of Brazil, our keynote speaker for the opening session. I am delighted you have both found time in your busy schedules to contribute to this Conference, which is the most important event organized by UNESCO in the field of higher education since the World Conference in 1998.

Those days in 1998 are still fresh in the minds of most of you. At that time, the World Conference on Higher Education in Paris, attended by 130 Ministers of Education and more than 4,000 stakeholders, unanimously adopted the *World Declaration on Higher Education for the Twenty-first Century* and the *Framework for Priority Action for Change and Development in Higher Education*. These documents embody the shared vision and aspirations expressed by delegates from all regions and define the path of action through which the aims of the Conference are to be realised. Those aims - which include widening access based on merit; modernizing systems and institutions; enhancing social relevance; and establishing better links between higher education and the world of work - have lost none of their cogency or importance in the intervening years. Indeed, they have become even more relevant than before.

Ladies and Gentlemen,

Your agenda is extremely rich and full, leading me to wonder how, in just three days, you will be able to digest this real feast of ideas. In this intensive process of discussion and debate, I would urge you to focus sharply on the tasks in hand - first, to extend, deepen and share your knowledge and understanding of key developments taking place in higher education and, second, in light of this, to update the Framework for Priority Action.

I would like to take this opportunity to offer some reflections and observations which occurred to me as I examined the agenda of your meeting and certain key documents. In view of the time available, I shall be selective rather than comprehensive. I shall look at three main themes: first, the question of continuity and change in higher education; second, higher education's relationship with other types and levels of education; and third, the relationship between higher education and development. In regard to each of these themes, I shall illustrate how UNESCO's work or thinking engages with the issues involved.

First and foremost, what strikes me most forcibly is how, at the dawn of the twenty-first century, the world of higher education is marked by a complex struggle between **continuity and change**. The dominant discourse is that of change. The talk is all about new challenges, new opportunities, new providers, and the renewal of everything from institutions to curricula, from systems to modes of learning. The terminology of reform, innovation, transformation, and even revolution tells me that higher education is in ferment, at the heart of which is a far-reaching debate about the role of higher education today and in the future. Increasingly, that role is being defined in relation to globalization, the building of knowledge societies and the associated divisions, tensions and problems occurring within and between societies.

Clearly, higher education systems and institutions cannot insulate themselves from the dilemmas and contradictions of globalization. On the contrary, because the generation, transmission and application of knowledge are central to their mission, universities are a formative element of globalization as well as being acted upon by globalizing forces. The model of the "ivory tower" has collapsed but what exactly has taken its place? What, ideally and practically, should take its place?

At the heart of such questions facing higher education today are not only the impact of change but also the imperative of **continuity**. Both are vital and yet there is an inevitable tension between them. In some periods or circumstances, the balance between them is weighted in favour of continuity but, at this historical moment, the forces of change are in the ascendant. As a result, the importance of continuity may be obscured or devalued.

Continuity in higher education is essential. Much depends, of course, on what that continuity pertains to. In the context of higher education's response to globalization, it may be about preserving institutional identity and purpose or about maintaining the specific character and distinctiveness of national higher education systems. Alternatively, it may be about key aspects of cultural traditions and identities at local and national levels. Or it may be about core values and basic principles which have shaped the historical development of higher learning. In this latter regard, the changes sweeping through higher education may, in some circumstances, threaten the very practice of academic freedom, university autonomy, and the independence of research. And please note that, while these principles and values are important in their own right, there may be other considerations to bear in mind too. For example, curtailments of academic freedom may induce brain drain or cause an exodus from certain fields of inquiry.

Thus, in the rush to adapt, modernize and reform, higher education must take care not to induce undesirable discontinuities or make unnecessary sacrifices. Perhaps the most pervasive concern arising from the current wave of change in higher education is that of

quality. This concern may focus on how the quality of research and teaching may be declining or under threat as a result of the change process itself or because of particular changes such as rapid expansion or massification. The adoption of new modalities of delivery, the emergence of new providers, and increasing commercialization and trade in educational services are also stimulating anxieties about quality.

UNESCO is engaging with the interaction between continuity, change and quality in several ways. Perhaps the motif of continuity and change is most evident in the area of quality assurance, accreditation and the recognition of studies and qualifications. Here, there is a complex mixture of long experience and unprecedented change. Through its organization of the Global Forum on Quality Assurance, Accreditation and Recognition of Qualifications in Higher Education, UNESCO has entered the maelstrom of change, where debate is fierce and sometimes tempestuous. Our intention, befitting our role as the intergovernmental organization within the UN system with responsibility for higher education, is to promote international co-operation and dialogue in this contested area. At the same time, we are continuing our work on the existing regional conventions on the recognition of studies, which provide a focus for concrete action and practical collaboration.

A second area of reflection concerns **the relationship between higher education and other types and levels of education**, which will be addressed in one of the Commissions. It is extremely important that higher education reaches outward in a search for new partners and new forms of co-operation but, in doing so, it should not neglect its own family of close educational relatives. What I have in mind here is that higher education needs to pay greater attention to other levels of education and forms of learning if it is to engage effectively with its own problems as well as fulfil its social responsibilities towards such major challenges as poverty, social inequality and injustice, sustainable development, and good governance. Consequently, higher education should seek partnerships not only with civil society, the public and private sectors of the economy, and international networks but also with primary and secondary education, scientific and technical education, vocational training and the varied forms taken by adult education and lifelong learning.

I am not saying that no such partnerships exist but that the new challenge of building equitable and inclusive knowledge societies requires a more integrated approach towards the stages, linkages and sequences of organized learning. Think only of the important role that higher education must play in teacher education and training if the increased demand arising from the drive for Education for All (EFA) is to be met in the years ahead. Think only of the contribution that higher education can make to, for example, curriculum renewal and the educational applications of ICTs. Think only of how higher education must come to terms with the growing diversification of secondary and post-secondary education. And think of the impact that the reforms and innovations taking place in higher education may have upon all other aspects of the education system.

UNESCO, as the UN agency with a mandate for education as a whole, is understandably interested in how all the different types and levels of education relate to one another and form a coherent picture. Today, we are particularly keen to encourage greater involvement of higher education with EFA, which is the Organization's highest programme priority. I am pleased that this whole question figured prominently in the 8th UNESCO/NGO Collective Consultation on Higher Education that took place last January. The contribution of higher education to research and analysis, capacity-building (especially the training of teachers), and the design and implementation of projects was properly highlighted.

My third reflection stimulated by the agenda of your meeting concerns **the relationship between higher education and development**, which will be the main theme of one of the Commissions. Whether we look at the push-and-pull relationships within globalization between the local, the regional and global, or at the patterns of internationalisation affecting higher education, or at the very meaning of sustainability in

relation to development, the reality of interdependence is clear. It is not simply a question of interaction and exchange. Nor does it deny that imbalances and inequities exist. Even where relations involve inequalities of power, resources and status, the perspective of interdependence provides a basis for re-examining and perhaps re-negotiating those relations.

This recognition of our dependence on one another should inform our understanding of the global pattern of relations between the 'North' and the 'South'. It should also influence the specific inter-institutional and inter-system linkages and collaborations that we are keen to promote. In addition, we should apply the notion of interdependence not only to relations of international co-operation but also to the very ways in which knowledge is created, esteemed and shared. After all, the process of unlocking the potential of globalization and spreading its benefits more equitably requires forms of development that respect cultural diversity, indigenous knowledge and local solutions. This entails relations of reciprocity, dialogue and mutual respect; in other words, a recognition of interdependence.

In practice, however, somewhat narrow conceptions of national and institutional interest, as well as the demands of a competitive environment, may obscure the fact of our growing interdependence and its significance. Nevertheless, debates on the role of higher education in development do engage with these issues, both directly and indirectly.

Perhaps the most obvious example is that of higher education's contribution to sustainable development, where the case for interdependence is well known. In this regard, an important initiative is the Global Higher Education for Sustainability Partnership, which was launched last year at the World Summit on Sustainable Development in Johannesburg, South Africa. This partnership was formed by UNESCO together with CRE-Copernicus, University Leaders for a Sustainable Future, and the International Association of Universities (IAU).

Also worthy of note is the UBUNTU Declaration, issued in Johannesburg last September, through which UNESCO and other educational and scientific organizations called for "a new learning space on education and sustainability that promotes co-operation and exchange between institutions at all levels and in all sectors of education around the world". Please also note that, in performing its role as prime mover and coordinator of the forthcoming International Decade of Education for Sustainable Development (2005-2014), UNESCO will be looking for close co-operation with higher education partners.

Meanwhile, the UNITWIN/UNESCO Chairs Programme is predicated on building reciprocal relations of international collaboration in higher education. The inter-institutional links, both South-South and North-South, are grounded upon mutual need and interest as well as a principled commitment to dialogue and co-operation. This Programme, which celebrated its tenth anniversary last November, is flexible, adaptable, and continuously developing as it responds to new challenges.

Other UNESCO activities at the interface between higher education and development include recent initiatives such as the UNESCO Forum on Higher Education, Research and Knowledge, developed in close partnership with the Swedish International Development Co-operation Agency (Sida). This Forum is an imaginative opportunity for researchers, policy-makers and experts, internationally and regionally, to engage critically with research issues and research findings. In addition, there is the 'Open Educational Resources' (OER) initiative, which has been launched following discussions with MIT and a range of other institutions, corporations and foundations with a view to widening the availability of open courseware, especially for the benefit of developing countries and countries in transition. Meanwhile, the 'Academics without Borders' initiative, along with a scheme for "university volunteers", promises to help reduce brain drain and strengthen higher education institutions in developing countries.

At UNESCO, there is a growing sense that the whole question of development and co-operation in higher education vis-à-vis the needs of developing and transition countries may require some form of integrative framework or a new programmatic synthesis. The idea of interdependence provides a useful thematic contribution but more work is needed. We would certainly appreciate hearing the views of our higher education partners on this matter.

Ladies and Gentlemen,

The three themes that I have focused upon - continuity and change in higher education; the relation between higher education and other types and levels of education; and higher education and development - are deeply entwined. I hope that these brief reflections are useful for your purposes. You have an exciting agenda before you. The World Conference on Higher Education five years ago signalled that higher education is changing in remarkable ways and with breath-taking speed. That process of change has intensified since then but, while much remains in flux, greater clarity has emerged about what is happening and why. The task before us at the beginning of the twenty-first century is to use our knowledge and understanding in order to give shape and direction to our policies, decisions and actions. This mid-term review is an opportunity to build a shared understanding of what is required and what is desirable. I wish you every success in your deliberations. On behalf of UNESCO, let me thank all of you in advance for your efforts. I look forward very much to the outcomes of your meeting.

Thank you.

Keynote address: The university at a crossroad

Cristovam Buarque
Minister of Education of Brazil

1. The global university

Along its nearly thousand year history the university has represented:

- A stockpile of knowledge that the graduate would acquire to last a lifetime. Today this knowledge is in constant fluctuation and the ex-student needs to constantly update this knowledge;
- Knowledge as the specific property of students in classrooms or libraries, distributed by professors and books. Today knowledge is something that is in the air. It reaches all sorts of people in all sorts of places through all sorts of channels. The university is just one channel, and shares space with Internet, educational TV, specialized magazines, businesses, laboratories and private institutions;
- Knowledge as a sure passport for success for the graduating student. This is no longer true today due to the highly competitive professional market that requires continual updating, recycling and new training so that knowledge gained does not become obsolete; and
- Knowledge as something that serves everyone because by increasing the number of professionals, the university product became widespread. In today's world, a newly graduated professional's knowledge is basically used to serve the desires and interests of those who can pay for services, using costly equipment that doesn't allow for distribution of the knowledge.

There have been no huge structural changes in the university over the past thousand years. The role of the university has changed little. However, the reality of the world's social situation and the dynamic advances made in terms of information, knowledge and new communication and education techniques have made the need for a revolution in the concept of the university quite clear.

Hope in the university

The world experienced a huge ideological displacement in the beginning of the twenty-first century that included enormous political disassociation and massive social inequality. In the face of these upheavals, the university still represents intellectual heritage, political independence and social criticism. Thanks to this, the university is the most appropriate and prepared place to guide the future of humanity.

The last decades of the twentieth century caused great disorientation:

- Economic activity that had been the pride of the twentieth century began to slow down;

- This economy initially increased the number of those benefiting from progress, then began to be the tool of the most brutal inequality among human beings ever seen in history;
- Political parties led by the right or left stopped creating hopes;
- Democracy that was created by city-states and that had lasted a thousand years began to crack and to become incompetent. This occurred at a time when an elected president in a small or large country has power over the entire planet and over centuries to come in terms of decisions made;
- Religions that had always represented cultural guardians began to feel ineffectual in terms of putting the brakes on the ferocious advance of individualism;
- Businesses that had previously been the creators of jobs began to be the destroyers of jobs;
- Science and technology that were the pride and joy of all of humanity for three hundred years, arrived in the twenty-first century with the enormous risk of immorality in terms of being able to manipulate life and to destroy the planet. This is especially true in terms of how science and technology are used to benefit the minority and will soon completely exclude the majority that will soon not even be considered part of humanity if we continue on this path, and
- Many ideologies have become weaker. It has become clear that socialism was incapable of building utopias, guaranteeing liberty or protecting the planet. Capitalism has been demonstrating its inherent inhumanity in the face of requirements for ecological balance and respect for the common good of human beings.

There is little hope left that a new global system of ideas will be created to re-instill hope for the possibility of an ideal world that combines the human dream of technological progress with liberty and equality. This hope included trust in politicians, religious leaders and judges that were meant to invent the means that would serve to create coalitions among human beings. However, if we examine the institutions that have survived over the past thousand years, we can allow ourselves this hope if we look at the university.

In order for the university to become an instrument of hope, however, hope must be recuperated within the university. This means understanding the university's difficulties and limitations and formulating a new proposal along with new structures and work methods. Fighting to defend the university involves fighting to transform the university.

The right time is now

Of all Brazilian accomplishments in the second half of the twentieth century, perhaps the most important was the establishment of the university, especially the public federal university. This innovation was at least as important as industrialization, a telecommunications system, a transportation network and energy infrastructure. The university is a symbol of the Brazilian nation and the Brazilian people's strength.

Initially, the university was the product of state support in the first decades of development. Over the last few decades, however, the survival and growth of the university have been the results of the university community's standing fast in the context of a country facing enormous difficulties. When state protectionism ended in Brazil and there were holes in the roads, energy rationing and stalled industrial growth that caused businesses to fail, university professors, students and employees continued to grow. There were new classes and more openings for students that researched, graduated, published and invented. The late

twentieth century Brazilian university graduate was an intellectual creator as well as a militant for survival in the middle of despondency.

This is what makes optimism possible when thinking of the future.

The twenty-first century has arrived and there is a consolidated critical mass ready to move forward. They have been plundered and they are discouraged. They still have the courage to fight, although their self-esteem is low. They still have the challenge of confronting emergencies although they know that the crisis is much deeper and involves the university proposal, structure, operating methods and financing activity. Most importantly, we have arrived at the beginning of the twenty-first century with a government that is committed to education even though there are not sufficient resources to attend to the demand. Above all, we are experiencing a unique moment in history, where Brazilian society seems to have woken up to the importance of education. There is still distrust in the role of the university, however. The university seems to be a society of aristocratic academics to many people when compared with the sea of individuals with very low educational levels in Brazil.

This all demonstrates that even in spite of, or perhaps because of, all of these difficulties the right time is now.

The university crossroads

The crisis in Brazilian universities coincides with the crisis in universities on a global level. Humanity is at a crossroads, facing a choice between:

- continuing the technical modernity that has been developed over the past two hundred years that has culminated in the brutal division between two dissimilar groups in terms of access to science and technology. This division differentiates between human beings not only in terms of access, but almost in terms of biological characteristics, or
- an alternative ethical modernity that is capable of maintaining the similarities in the human race and guaranteeing scientific and technological progress to all.

This choice involves the university as well. Faced with this crossroads that involves a changing world, the university must choose between:

- Knowledge that previously represented accumulated capital and has become something that is fluctuating and permanently renewed or surpassed by obsolescence;
- Teaching that previously took place through direct bilateral channels between the student and the professor in defined places like the university. This teaching now occurs through other recognized methods and takes place in a way that resembles waves flying in all directions over a sea of communications, and
- Professional training that previously represented a firm place to stand in the fight for success. This training has become at best a life jacket that can be worn in a turbulent sea with waves of neo-liberalism, the technological scientific revolution and globalization.

Hope lies in the university at this crossroads. There is a demand for transformation and reinvention so that the university can provide an alternative project for civilization. Almost eight and a half centuries have passed since the creation of the university, and the university is standing in the middle of a civilization crossroads that will define the future. This will mean moving towards technical modernity with efficiency that is independent of ethics

or choosing ethical modernity where technical knowledge is subordinate to ethical values. One of the most important of these values is maintaining the similarity between human beings.

The university must harmonize with this new direction in order to correct the loss of synchronicity that it suffered during the turbulent period that accompanied the change of the century.

The resource crisis and the crisis in the resource

There is no question that public universities have been badly mistreated by neo-liberalism over the past few decades. Brazil is a tragic example of this situation. During this period, Brazilian public universities lost power, financial resources and professors. There was insufficient growth in order to meet the demand for openings. In 1980 there were 305,099 registered students, and in 2001 there were 502,960. The growth of private universities, on the other hand, was amazing. In 1981 the number of registered students was 850,982. In 2001 there were 2,091,529 registered students. This represents an increase of 56%.

There were 42,010 professors at public institutions in 1980, and in 2001 there were 51,765. At private universities, however, the number of professors went from 49,541 to 128,997. If we compare the growth of the two systems, we will find that while the private system grew 62%, the public system grew 19%.

Lack of resources is a crisis indicator in the universities. Brazil is not an isolated case. Many parts of the world have experienced a change in the treatment of universities. The public university has moved from a position of being protected to being abandoned. There has been tremendous growth of private universities that are financed by private resources and indirect public interests. Many times this financing is clearly related to economic interests and not to the free spirit the university should promote.

However, in an in-depth examination of the crisis, the majority of universities have become the prisoners of their own immediate necessities. They tend to treat the crisis drop by drop with leaky roofs that do not reveal that the sky is falling. The university needs to transform the resource crisis into a resource that will incorporate the largest crisis in human knowledge into the destiny of mankind.

The size of the crisis must be understood based on the historical reality that served as the basis for the birth of the university. How the university has faced previous crises must also be examined in order to create conditions for change.

The loss of synchronicity

This is not the first time that the university has needed to change. However, the university has never needed to change quite so much as it does now. This is not the first time that the university has not seemed to notice the crisis. It is also not the first time that the university has had to overcome problems and reorganize in order to serve humanity.

The Brazilian university is a special place in terms of understanding the university crisis in today's world. Brazil is different from rich countries that do not suffer the same kinds of financial difficulties and that are not surrounded so closely by social exclusion. Brazil is different from poor countries where conditions for survival are all that matter and the university is just another part of poverty. Brazil is an intermediate country where riches similar to those from the best universities in the world coexist with poverty that is similar to the poorest countries in the world. Brazil is neither Europe nor Africa. Brazil is a little bit of

each of these continents. Brazil represents a portrait of our planet and of contemporary civilization. It is the best indicator for us to understand the direction the world is heading in and the direction the world should take.

In Brazil, we have the great fortune of having every imaginable crisis. We also have the strength that comes with adversity. We have all types of tragedies and all the resources to overcome them. Above all, we have the urgency that comes from knowing that we have to find solutions or we will sink. This is why the Brazilian university, along with other universities around the world, must awaken to a crisis that goes beyond the financial crisis. The university crisis is much larger than the proposals that exist in this rapidly changing world.

Universities, at the beginning of this century, have stopped representing the cutting edge of knowledge. They have lost their ability to guarantee a successful future for their students. They are no longer centers for the distribution of knowledge and are no longer used as tools for uniting mankind. Universities float somewhere in the middle of globalization changes and they run the risk of sinking ethically if they accept a divided society.

Almost eight and a half centuries have passed since the creation of the university. Universities should understand that changes are needed on five sweeping levels:

- (a) To return to the position of being the cutting edge in terms of generating knowledge;
- (b) To return to being a legitimate guarantee for a student's future;
- (c) To return to being a principal player in terms of distributing knowledge;
- (d) To assume the ethical responsibility and commitment to a future for mankind that does not include social exclusion, and
- (e) To recognize that the university is not an isolated institution, but one that makes up part of a global network.

Knowledge is surrounded: in the mosques and the universities

The university was born nearly eight and a half centuries ago because of the loss of synchronicity that occurred in medieval mosques in light of the rhythm and type of knowledge that emerged in that world. The mosques were surrounded and they were not able to attract those outside with their preoccupations and work methods. They were imprisoned in dogma and defended their faith, interpreting texts. The mosques were unable or insensitive to the fact that there was a need to incorporate the leaps that were occurring in the thoughts of the day. Many times the mosques chose to return to classic Greek thought that had been interrupted a few hundred years before.

The university emerged as a place for new freethinking that was on the cutting edge of the era. These new places were able to attract and encourage the young people that decided to dedicate themselves to activities of the spirit in a way that was different from religious spirituality.

During the following centuries, the university flourished as a true center for the generation of higher knowledge in societies. In order for this to occur, however, the university had to constantly recycle, change and adjust to the wide variety of situations that occurred around the university.

At the end of the nineteenth century research centers for inventors operated independently from universities. University professors and students often looked down at these centers. Ford, Bell and Edison were not university students. In addition, universities did not recognize these individuals' work as having any kind of intellectual merit. The university

lost speed and fell behind while technical progress and technical knowledge moved on without the university.

In the beginning of the twentieth century, however, universities had the wisdom to realize that they were turning into modern day mosques. Instead of monks, there were undergraduate students. Instead of dogma, there was debate that was restricted to the traditional classical disciplines. Instead of involvement with the world of the mass consumer, there was aristocratic snobbery that surrounded undergraduate knowledge. Soon universities began to recycle and to include technical knowledge fields like engineering and applied sciences. In the middle of the century, the university was so recycled that the technological fields had become the dominant fields in relation to the traditional areas of Philosophy, Arts and Literature. Classics had been the center of university knowledge for many years and suddenly found themselves relegated to the group of much less important departments and treated like dinosaurs in terms of concepts and interests. Classics became a thing of the past.

The beginning of the twenty-first century shows that this optimum technological knowledge is becoming tied to higher-level knowledge once again. This is preventing the free leaps of the human spirit that must move towards a libertarian future. This future needs to be aesthetically rich and ethically just as well as epistemologically efficient. It must also include a broad reach in terms of the media and must be socially legitimate and universal in scope.

University knowledge is surrounded and is falling behind, falling out of touch in relation to knowledge and the demands of the social situation that lies outside of its walls. The university is currently experiencing a problem that the mosques suffered a thousand years ago and that the university suffered only a century ago.

The loss of synchronicity

a) With the advance of knowledge - the loss of epistemological efficiency

The first loss of synchronicity in the university is found in the speed of knowledge progress in today's world. Until recently, university knowledge was something that spanned generations without undergoing many changes. Medical knowledge and scientific theories progressed so slowly that a university graduate could easily carry the instruments of knowledge they had acquired for their entire lives. A diploma was valid for at least a professional life, and many times for longer.

This situation has changed radically.

The current speed of the progress of knowledge does not allow for graduates to be prepared unless they constantly update their training. No professional could still obtain his or her diploma five years after graduation. This is true sometimes even before they graduate. Many of the things learned have already become obsolete and have been replaced by new theories, information and knowledge. Knowledge makes such rapid progress today that specific fields reflect internal changes and new fields are constantly created.

The university has been making an effort to incorporate these changes, but it has not been able to manage. The structure of the courses, the length of doctoral programs and the constraints of individual departments are preventing that knowledge advance within the university at the same pace that knowledge advances outside the university.

This causes many people to produce knowledge outside of the university. This is a surprising phenomenon for those who remember the strength that the university had just a short time ago. In the past, few professors or researchers worked outside university walls. It was impossible for a young person to pursue cutting edge knowledge without the help and guidance of a university professor. This has changed in recent decades. A variety of fields of

knowledge have developed outside the university. This has taken place within businesses that maintain their own research centers and in higher learning institutions that go by the name of corporate universities as a way of showing that they provide higher education without teaching the same thing that traditional universities do.

These para-universities exist because traditional universities did not fulfill their role. They fell behind in terms of generating knowledge and they became out of touch in terms of the type or quality of the themes they developed or taught. If traditional universities do not recognize this and change direction, they will no longer be useful. This is what happened to the mosques a thousand years ago.

The resource crisis is partly caused by government indifference and has a lot to do with the loss of synchronicity in the university. The opposite is also true, however. If universities had continued to clearly fulfill their role of being on the cutting edge of all types of knowledge, these para-universities would not be emerging and proliferating at their current speed and the State would not have stopped supporting public universities.

b) With the distribution of knowledge - the loss of media reach

When America was discovered, universities had already had decades to develop and teach new maps of the world. Today, when any new phenomenon is created or discovered, almost everyone in the world knows about it at the same time. In today's world maps are created the minute the geography changes. This makes universities fall behind in terms of distributing knowledge.

The attentive young person that surfs the Internet, watches special programs on television and visits special chat rooms can sometimes be more knowledgeable than his or her professor is about certain types of information.

Knowledge has become urgent and simultaneous. It is urgent because of the speed involved in its creation and it is simultaneous because of the speed of its distribution. The entire world has become one huge school for those that are paying attention and behave like permanent students.

In the Socratic pre-university, the professor was the almost individual tutor of a small group of students. Even when these students met in debate rooms - Greeks, Romans, Byzantines - the number of students was restricted. The professor's loud voice had to reach them with no visible support. Centuries later, the use of the blackboard caused a revolution. For the first time, visual resources were used and allowed for more students to be reached. Even with this innovation, the student had to appear in class in order to learn. The student had to be present and look into the eyes of the teacher and see the drawings and words that the teacher used. The use of the microphone slightly increased the number of students but teaching continued to occur within the classroom in buildings that were designated as university structures.

Quite recently, modern electronic media resources have emerged allowing for distance learning. Almost all types of knowledge, especially for university adults, can be taught today without the physical presence of a teacher. The classroom is no longer a square room with walls. It is open and has an Einstein dimension in terms of time and space. A student can be anywhere and so can the professor. They can be synchronized in different times.

Some universities have been making an effort to incorporate this new reality. They still haven't managed to capture or accept the reality that the walls of any campus cover the entire world. Universities have not made a compatible leap in terms of today's technical

reality so that the university can become truly without walls and connected on-line in order to distribute new knowledge to the world on a real time basis.

c) With the efficiency of the diploma - the loss of social promotion

Not too long ago, universities had the role of serving as social promoters for their students. A diploma was the passport to a secure future for any young person. This situation has changed.

Over the last two decades a university diploma has lost its usefulness. It is no longer a secure passport for success. Millions of young graduates are unemployed all over the world. This is caused by an excess of professionals and by the rapid obsolescence of what they have learned.

The university, however, has not fully incorporated this reality. Instead, the university has criticized the market instead of understanding that this reality requires new fields of knowledge and new knowledge within the older fields. Above all, speed in training and recycling students is a primary priority.

Today the university is undergoing a crisis that started in the beginning of the twentieth century, when the university refused to understand that the situation demanded more graduates from technological areas than from liberal arts areas.

d) With the excluded - the loss of the role of building a utopia

During the nineteenth century, Brazilian centers of higher education coexisted with the slavery regime. There was little demonstration of dissatisfaction or protest, much less a fight for abolition. Most of the university community watched the absurdity of slavery without blinking and used their knowledge in Law, Economics and Engineering so that the system could function efficiently.

In the twenty-first century the Brazilian university looked on impassively and collaborated in making Brazil a divided country. The division was between those that benefited from modernity's products and those that are excluded from these benefits. Today, the university deals with poverty in the same alienated fashion that it did in the nineteenth century in relation to slavery.

The Brazilian university is merely a portrait of the global university. The same way that the Brazilian university is alienated from the poverty that surrounds it, the European university is alienated from the global tragedy.

In the twenty-first century, the century of globalization, the university lives with the tragedy of a humanity that is split into two parts. On one side there are those that are included in the technical advantages of the modern world and on the other side there are those that are excluded. The iron curtain was pulled away and the world has become divided by a curtain of gold built to some extent based on university knowledge that benefits only one of the sides of the division. The current pace of the evolution of the civilizing project will leave humanity divided into two parts that will be so different they will not even be seen as related. This will occur within the next few decades and will occur in part thanks to the work performed by those that go through the university system. Law favors the rich, Economics benefits a specific part of society and Biology can be used to create tools that can provoke mutations in human beings for the benefit of just one part of the human race, destroying the similarities among us that still exist.

The university is now concerned with technical knowledge and has left ethics behind. The university can be used as one of the tools for the construction of a global division.

Until recently, universities trained professionals that directly or indirectly promoted economic growth and an increase in social well being as well as serving as tools for distribution of wealth and social benefits.

Beginning in the 1990s, the excluding civilization model caused professionals from universities to cater exclusively to one side of society: the side of those included in social benefits. Society began to divide on an international level and two sectors became distinct in countries all over the world. One sector is made up of those that are included in the goods and services that are offered by modern technological advances. The other sector is made up of the excluded masses.

The product of scientific and technological knowledge from universities catered to the privileged minorities in other areas as well. The use and consumption of this knowledge also became restricted to these elite minorities. Universities served a specific part of society while ignoring the other.

Classes offered at universities have little to do with the masses. Economics courses look for ways of increasing wealth and rarely study overcoming poverty. Medicine courses are more concerned with protecting the rich from dying or getting old than with preventing infant mortality. Architects are interested in building mansions and buildings for the rich and almost never invent solutions for the housing problems of the poor. Nutrition courses place a lot of emphasis on how to make fat rich people thin rather than how to make thin poor people fatter.

Each field of superior education ignores the masses. This occurs through omission and through action. Society has chosen exclusion.

This situation has not occurred simply because of one situation. Another example of this reality can be found in the struggles of the university. In the 1960s the university was a revolutionary figure, seeking to improve society and build justice. Today the universities fight basically to maintain their own interests. Public university students are concerned with public financing and private university students are concerned with lower tuition and tax exemptions for graduates.

This is not the first time in Brazilian history that higher education courses illustrate alienation in relation to the poor. It was a sad moment in Brazilian history when the university made little or no contribution to the abolition of slavery in the nineteenth century. In Brazil, abolition was helped by the efforts of politicians, poets, journalists and even nobility. There were few abolition movements in the Law, Medicine, or Engineering schools of that time.

This changed in the twentieth century with the social promise that wealth benefited everyone and that wealth would increase through the distribution of a growing number of jobs. Fighting for this utopian society of riches became part of the university agenda in an effort to provide wealth to everyone. The university became a revolutionary.

The reality of the end of the twentieth century and the beginning of the twenty-first century has turned out quite differently. There are ecological limits on growth and technology has caused unemployment. Limited access to the valuable products in our modern world has shown that only a small portion of the population benefits from economic growth. The university has returned to the alienation of the nineteenth century and poor people are being treated like slaves again.

Even when the university claims to take on the problem of the excluded, it is often just a sham. University entrance exams favor the included, the rich and the middle class. The excluded do not take part in preparatory courses and do not pass entrance exams that would allow them to enter the university doors through more openings or minority quotas. The university is not concerned with changes in structure or in coursework that would benefit the excluded that do not have the means to enter the university. Universities defend reform that benefits individuals that have completed high school and are unable to pass the college entrance exam without addressing changes that would involve university commitment to improving basic education.

It is as if the university has clearly chosen one side of society and thinks of the excluded only when they are conveniently close to the university. These excluded never include the truly excluded. It is as though benefiting a few representatives of the excluded frees the university by incorporating a few token representatives into the world of professional graduates. There is never true liberation or complete abolition of exclusion for those that do not have access to the services of these university graduate professionals.

This reality suffocates the university. University students are ashamed and deny what is really going on or demonstrate discomfort without making any effort to change the situation. That is why the university needs to recuperate ethical synchronicity with the true interests of the people.

e) With the world - Lack of incorporation in globalization

In Europe, the university was one of the first global institutions. University professionals travelled widely and exchanged information. Universities made up one of the most impressive networks of international connections in the past. However, this is no longer true in light of the current global situation. University diplomas are nationally protected, professors belong to specific universities, and libraries often do not distribute their knowledge, although they are often automatically tied to technical areas and bypass decision making processes, at times even working against administrative efforts.

Professors often mistake travelling for integration. In reality, the twenty-first century university must be integrated on a universal basis.

The twenty-first century university has not managed to understand its position in the global situation for fear of losing its specific nationality. Universities are divided on this question, feeling that they must totally deny their national specificities or defend themselves from external interference that denies today's reality of global knowledge.

Refounding the university

Almost eight and a half centuries have passed and the university finds itself in the middle of a technological revolution in a world divided internationally. The university is in need of a revolution. There are at least seven areas that should guide this revolution.

a) The dynamic university

The university can no longer view knowledge as something that is static, long lasting or compatible with a teacher's life span. Today knowledge is mutable the instant it is created and the university must incorporate this into the role it plays.

To accomplish this:

- A university diploma should be revalidated

The university of the twenty-first century can not be responsible for a graduate's knowledge just a few years after graduation. This is why a university diploma should require that students recycle their knowledge throughout their lifetimes.

- University should be permanent

In reality, the university should extinguish the concept of the graduate. A university student should be permanently tied to the university, on line, getting knowledge during their entire life in order to avoid obsolescence.

- PhDs should be updated

Degrees should be updated not only for undergraduate students, but for graduate students as well. Today doctorate students finish their theses and have a title for the rest of their lives without being required to demonstrate its validity. In the modern world this title often becomes something that demonstrates valuable work that was performed at a specific time. A degree could take on historical value in the same way that an athlete's medal does. Often this degree has little to do with updated knowledge in fields that are changing each second.

- University professors must take periodic qualification exams

If students' undergraduate diplomas and doctorate degrees need to be updated, professors cannot secure their positions based on old qualification exams. It would be correct to require university professors to update their qualifications according to deadlines that allow them to demonstrate updates on their knowledge.

- Flexibility in length of course duration

On the one hand, a student can never completely finish a course. On the other hand it isn't possible to define fixed periods of time to finish the basic requirements necessary to practice a profession. Twenty-first century universities can no longer have fixed lengths for courses. Students should be able to take advantage of exams and courses that define whether or not they are qualified to practice their professions. This should take place according to their abilities and the time they need to complete the requirements. With new teaching and research methods the time a professional needs to complete their studies can vary greatly. Due to new pedagogical methods and communication and computer equipment, less time is needed to complete university than was needed a few decades ago.

Some students progress more slowly and others progress more rapidly. Not one of them needs as much time as their parents did, however. This is even truer in the case of post-graduate courses. It is simply impossible to be in synch with the advanced speed by which knowledge develops while taking years to finish a doctorate. Today, many doctorate theses are already outdated by the time the thesis is defended. There are so many information sources available for research that involve computers and international networks that a doctorate thesis takes much less time than it did before.

The current dynamic in the progress of knowledge also means that an extremely long doctorate often means an obsolete doctorate for other students in other parts of the world. It can also mean an incomplete doctorate due to the impossible task of always wanting to remain in synch with the newest knowledge in the area.

Post-graduate studies do not require as much time as they used to. The finished product simply does not improve directly with the amount of time dedicated to it.

- Bibliographic references should be included on line with books in development and authors

The development of many books today takes longer than developing the theories that they contain. A university based on printed books is a university that has fallen behind in terms of groundbreaking knowledge. While reading and studies should take place in the classic texts of a specific area, the reading of texts that are in development must also be encouraged through permanent dialogue between students and authors.

b) Unified university

Globalization will eliminate the frontiers between universities. Universities will exchange professors and students and will also have access to all professors and all students. According to the UNESCO Annual Report of 1997, the global university has 88.2 million students and 7 million professors. Today there are thousands of universities but soon there will be only one university integrated by all modern communication methods available. There will no longer be language barriers thanks to mechanisms that are already available for automatic translation on Internet.

With this global network the idea of limiting a student to a specific course in his or her university has become antiquated and inefficient. Every student can make up his or her own course program and select professors and classes on a global level in a network that includes the whole world.

The university has become a single unit.

c) University for all

The university has become a unique entity and should be open to everyone. There is no longer any reason to require entrance exams or even a high school diploma. For those that are physically present and studying on campus, the entrance exam is a condition that is imposed because of physical space limitations and elevated tuition costs. With new teaching methods that include distance learning, the university can reach a huge number of students and accompany their progress. Students will be excluded if they cannot keep up with the coursework, not because they are unable to pass entrance exams.

The entrance process should change for those who are physically present for their courses as well. What a student memorizes in high school is not enough to ensure whether or not that student will be a good university student. The current exams do not reflect a student's capacity to capture knowledge or to deal with the great quantity of knowledge that exists in the world and change the received knowledge into something that can be re-used in new ways and in new contexts. This is why it is fundamental to accompany a student's progress during high school. It is also essential to define selection exams that demonstrate a student's ability to capture and develop knowledge instead of exams that demonstrate a student's ability to answer questions that require simply memorizing answers.

d) Open university

The twenty-first century university will not have walls or a physically defined campus. The twenty-first century university will be open to the entire planet. Classes will be transmitted over television, radios and Internet in a way that will no longer require students to be on the

same campus or even in the same city as the professor. Professors will be able to maintain permanent dialogue with their students around the world.

e) Three-dimensional university

Universities that are organized by subjects that are based on categories of knowledge are incapable of responding to the demands required by the rapid changes in knowledge and by the social revolution that we are experiencing at the beginning of this century. Knowledge changes each day, new fields emerge and others retire in a world where the social situation has built a divided world. Universities have to discover a way to restructure that includes centers for researching current issues as well as the traditional departments and fields of knowledge.

There is no reason why a university should not have mechanisms for linking reality to studies in the form of Study Centers for Hunger, Poverty, Energy or Youth in a way that will create intellectual connections with reality. This could occur through issues based multi-disciplinary centers like Jobs and the Environment for example.

Issues that exist in today's reality but that do not also fall within defined categories of knowledge could be explored in the twenty-first century university that must be organized in a multi-disciplinary fashion as well.

The university of the next few years has to connect students around the world in order to link aesthetic activities to ethical debate. This could be accomplished through the creation of Cultural Centers.

With departments, Issue Centers and Cultural Centers, the twenty-first century university will be three-dimensional and will train three-dimensional professionals. This will involve specialists in specific fields of knowledge that are also committed to understanding a pragmatic theme and practicing one or more activities that are linked to humanistic ways of thinking either in the arts or philosophy.

f) Systematic university

The university of the future is universally tied to all universities. However, the university of the future must also be linked to the system that creates knowledge. The university should incorporate private and public research institutions and all non-governmental organizations that are related to the creation of knowledge. Every liberal professional office and every industry that performs research should be part of the university system.

The university will serve as the family of all those involved in the task of the advancement and distribution of knowledge.

Almost eight and a half centuries have passed since the university was created. It is time to take the necessary leap in order to fulfill the role of the university in the midst of the immense riches of the twenty-first century.

g) Sustainable university

Universities should be public institutions, whether owned by the state or privately.

The university cannot die because of a shortage of public resources, nor can it refuse private resources from investors. This is why:

- The university should be financed with public resources in order to guarantee permanent sustainability in a context of social interests, above all in areas of knowledge that do not have economic returns. These include training basic education teachers and the arts and philosophy fields;
- The university should be open to the possibility of receiving resources from the private sector wishing to invest in institutions whether they are private or state owned, and
- State and private institutions should be structured in a way that will serve public interests without becoming prisoners of the corporate interests of students, professors or employees. In the same fashion, private universities should be private in terms of physical installations, but the academic community should control academic organization. University owners can remain owners in terms of patrimony, but deans should be selected based on academic merit.

2. The Brazilian university

The Brazilian university was the last to emerge in Latin America. Ironically, with the aim of awarding a title of Doctor Honoris Causa to King Leopold of Belgium, during his visit to Brazil in 1922. If it hadn't been for that visit and the innocent vanity of a monarch or the whim of one of his courtesans, the Brazilian university would have taken another 10 or 20 years to exist¹.

This goes to show the capacity the Brazilian elite has for obscurity and servility.

One hundred years after independence and thirty-three years after the founding of the Republic, there was still no university in Brazil. It was created to attend to the needs of a European King.

We have never quite freed ourselves from this original sin.

Between 1922 and 1934, the University of Brazil and of King Leopold, in Rio de Janeiro, was the sole and precarious university institution, although there were a number of higher education courses in the country.

The first large university in Brazil emerged in 1934. This university did not emerge because of a Belgian King and was not tied to servile Brazilian politicians. The University of São Paulo began through the efforts of Brazilian intellectuals that were linked to French intellectuals. Brazil began to look inwards instead of outwards. Servile politicians began to be replaced by academic intellectuals although they continued dependent on the exterior. They were not servile anymore, yet they were strongly influenced by the exterior.

Between 1935 and 1964, the Brazilian university grew, but it did so without strength or the leap that Brazil required. During this period, the number of students went from 27,501 in 1935 to 282,653 in 1970. The number of professors went from 3,898 to 49,451 in 1980. Among these, however, only a few had post-graduate degrees.

In the early 60s, Darcy Ribeiro and Anisio Teixeira created a new idea for the university in the new Brazilian capital, Brasilia. This experiment was interrupted by the military takeover of 1964.

¹ It should be noted that the current Federal University of Parana had been planned for ten years as the University of Brazil, currently the Federal University of Rio de Janeiro. From the point of view of explicit development on a national level, the first university began in Rio de Janeiro in 1922, thanks to King Leopold.

In 1964, the Brazilian university was destroyed and also founded in a paradoxical twist of fate. It was destroyed by the forced retirement of hundreds of professors who were exiled or expelled. Many students were even killed during the fall of liberty that took place during the military takeover. At the same time, the university was founded under a modern restructuring that was based for the first time on an effort to nationally integrate the university system. This included widely available financial resources and support for construction and equipment. Above all, this process included training young students on a massive level by providing scholarships to study abroad in masters and doctorate programs in foreign universities.

This possibility was consolidated in 1968 in the reform performed by the military government with American assistance. This was not the servility of 1922, nor was it the intellectual co-operation that had occurred in 1934. The reform was not orchestrated by French intellectuals, but by American involvement sponsored by the military dictatorship's authority.

The modern Brazilian university was the product of the military regime and North American technocracy. This sponsorship and protection allowed the Brazilian university to make an enormous leap in terms of quantity and quality between the years 1964 and 1985. This was probably the greatest leap to occur in the area anywhere in the world. It was as if we wanted to make up for 500 years we had lost. There was an admirable increase in the number of institutions and also in the number of students and professors. This was especially true in relation to professors with post-graduate degrees (masters and doctors). In 1985, there were 37,629 professors who had masters and doctors degrees in Brazil.

Beginning in 1985, the reinstatement of democracy brought back liberty. This included the right to choose university directors and direct elections for deans. It also brought about a strong restriction in financial resources, however, and the public power of the public university was abandoned. In 2003, the federal universities in Brazil find themselves nearly bankrupt. These twenty years have seen every advance, victory, improvement or growth come from the result of a long hard fight against political powers on the part of professors, students and employees. This has taken place through over three hundred strike days in the school years of 1985 and 2002. Without these strikes the federal universities might have already closed or been abandoned. Yet the consequences of these strikes have been extreme exhaustion. They demoralized the universities in terms of public opinion and ripped the social fabric that existed between the students, professors and employees.

This same period brought about a change in the Brazilian university profile. Universities went from being primarily public institutions to being primarily private ones. This can be seen in the surprising growth of the private sector and in the unexpected internal focus of the State university in terms of defending its own interests in order to survive. The university has become a private entity in two ways. The first is that private universities have predominated in terms of total numbers of students. The second is that the public universities have lost their national social project.

The Brazilian university went private because of a vicious cycle. There was a lack of public resources to support universities. This caused the deterioration of installations, equipment and salaries. Then came strikes in order to remedy this situation. These strikes caused an increase in private universities that then caused an increase in discontent and demoralization that culminated in the lack of a national project. This occurred in a country that moved from development concepts to neo-liberalism, from protectionist policies to openness, from uncontrolled inflation that financed public spending to rigid control of public spending by international agencies. When this equation is added to the lack of a national vision of the future, everything contributes to a huge crisis in the Brazilian university. In

addition, the previously mentioned international university crisis also contributes to the predicament.

Along with the positive fact that the public university's numbers have increased along with their almost heroic capacity for enduring, the beginning of the twenty-first century shows that university quality can be criticized. There is strong corporate activity and an unfortunate lack of academic motivation. There are strong alienating interests in the population as well as a huge identity crisis in institutions around the world. At the same time, the institution is receiving a spirit of eagerness to study from Brazilian young people graduating from high school in a way that has never been seen before.

This is the portrait of a situation that is at once adverse and stimulating. Growth is needed in order for Brazil and Brazilian universities to begin a new century with a government that is committed to political policies that will make the university an important part of the world. This requires:

- attending to the emergency requirements of a heroic, yet abandoned institution;
- organizing a university system that finds itself in chaos owing to uncontrolled growth of the private sector and shrinking of the public sector; and
- refounding the university according to the demands of the historical moment mankind is experiencing.

Reorganization of the Brazilian university system

Over the past few years, the Brazilian university underwent rapid and surprising growth, especially in private institutions.

	<i>Number</i>	
	<i>1985</i>	<i>2001</i>
<i>Universities and Higher Learning Institutions:</i>		
<i>Public</i>	<i>233</i>	<i>183</i>
<i>Private</i>	<i>626</i>	<i>1,208</i>
<i>Total</i>	<i>859</i>	<i>1,391</i>
<i>Students:</i>		
<i>Public</i>	<i>556,680</i>	<i>939,225</i>
<i>Private</i>	<i>810,929</i>	<i>2,091,529</i>
<i>Total</i>	<i>1,367,609</i>	<i>3,030,754</i>
<i>Professors:</i>		
	<i>Number</i>	
	<i>1985</i>	<i>2001</i>
<i>Public</i>	<i>64,449</i>	<i>90,950</i>
<i>Private</i>	<i>49,010</i>	<i>128,997</i>
<i>Total</i>	<i>113,459</i>	<i>219,947</i>

Uncontrolled growth demands immediate reorganization. This is different from handling emergencies and should be performed above all in the public universities. Reorganization applies to the entire Brazilian university system.

The Brazilian University System

Despite the creation of a Federal Brazilian university system that began in 1968 and was reinstated in 1985 through the establishment of equality standards and the creation of a

common evaluation system, the Brazilian university is still not yet a system. A set of norms must be formulated in order to regulate this system. This must include all public and private universities and must incorporate every agency that is part of the production system of higher learning. This includes research institutions, businesses, hospitals and public ministries in addition to higher level professional training institutions.

The Brazilian university system should act to guarantee autonomy for every agency, but should also create a harmonious working group that is able to function with synergy and avoid the disperse quality of the present situation.

Regulating transfers

In a global world like ours where each university is a part of a universal total, the Brazilian university still has no inter-communication in terms of student transfers. Currently, there is discussion of the possibility of a student taking courses in different universities simultaneously. However, it is still difficult for a student to change universities. This is not because of the college entrance exam. It is because of incompatibility in curricula.

Increasing the number of places

Despite the increase in the number of places in Brazilian universities, there is still a very small number in light of the existing demand. The Brazilian university has to increase the number of places over the next ten years in a way that would at least double the number of students. In order to do this, additional resources are required in addition to changing teaching methods in a way that will increasingly adopt distance education systems.

Racial quotas and public schools

In a country where half of the population is of African descent, there is no moral justification for the existence of a white elite. The abandonment of public basic education in Brazil and the fact that few youths graduate from high school are the main factors responsible for this reality: by excluding the poor from secondary education, society excludes mainly blacks. The solution to the immorality posed by the white stain on the Brazilian elite is to invest massively in the universalization and in the improvement of basic education. Until this is done, however, the university must help change the shameful situation in the country, where most people are black but hardly any black students attend college. Because it serves as a springboard into the elite, the university is responsible for the moral deviation that has taken place in the Brazilian society over the past one hundred and fifteen years since slavery was abolished. This is why there can be nothing more appropriate than increasing the number of black students.

This will not make the university more just from a social point of view since only middle and upper class blacks will benefit from it. Nevertheless, it will turn the university into an institution that will help change the whiteness of the Brazilian elite. In order for racial quotas to play a social role as well as a racial role, only black youths who attend a public school all through high school should have access to the benefit. This, however, does not mean that the poor will benefit from these quotas since in Brazil they rarely finish the 8th grade and hardly ever graduate from high school. Nevertheless, there will be social gains for the lower middle class.

Creation of new funding sources

The Brazilian university is currently undergoing a serious financial crisis: public universities can not count on support from the government and private universities are faced with high default rates and students who can hardly afford to make tuition payments.

Brazil can not let go of the commitment to provide free education at all levels, including higher education. The fact that seventy-five per cent of all students attending college go to a private university can not be ignored, and the country can not depend on traditional governmental budget to fund the remaining twenty five per cent that attend public institutions. If this path continues to be followed, the public university will become a mere appendage to the Brazilian university. If registration rates are kept up in terms of the number of students that register in private and public universities, in ten years only ten per cent of all students going to college will be attending public institutions. This scenario will not be a positive one for the future of Brazil and for science and technology in the country.

Brazilian universities need sources to ensure that they operate without crises, without the need for going on strikes. Their principles should be based on democracy, efficiency and ethics. This should be true both in relation to funding sources and to the use of resources. These principles should be put into practice and all possible sources must be taken into consideration, both public and private. This includes resources from the national treasury and specific contributions from special funds or from permanent funds. This is how state universities in the State of São Paulo are currently financed.

Evaluation of all institutions

The establishment of an evaluation system was one of the steps taken by Brazilian universities. However, this system is still imperfect and incomplete, as it has been for the past few years. The reorganization of Brazilian universities will demand that a new evaluation system be created, one that makes it possible to do more than just rank universities as if they were taking part in a competition. The purpose of this evaluation system should be to point out the qualities and weaknesses of universities and to make it possible for them to improve and play the role society expects of them.

The increase in the number of educational establishments can not be considered negative. The greater the number of schools at all educational levels, the better. This is true as long as these establishments are institutions that can truly attend to the need of society for university-level knowledge. They should also attend to the need for social inclusion of students in the country and city where they are located. This has not occurred with all of the new private educational institutions that have been established in the past few years, however.

It is an obligation of the public sector to prevent business people from falsely selling diplomas as sure passports for success. It is important for the whole system that universities be evaluated and that their positive results as well as their negative aspects be shown. This is especially important for the universities themselves and for the students that attend them. Students must know the real value of the diplomas they receive in exchange for the payment of their tuition fee, and society has a right to know the kind of professional university graduates can be.

The government wants to coordinate the evaluation of all universities together with the sector itself. The government believes that the evaluation of the potential of each institution is in everyone's best interest. This evaluation should be public and information regarding it should be made widely available. It should also be participatory in the sense that the community should be heard. In addition, it should be corrective in order to improve the

institution and the system, and it should be comprehensive rather than limited to the evaluation of only a few aspects of the university.

Planned freedom

The state must not limit the number of establishments whose purpose is to provide educational services. However, there should be public regulation and new universities and higher-education centers should follow rules. In addition to periodical evaluations, the government is considering defining locations and fields of study for new universities and choosing new regular universities through bidding. Authorizations would be granted to the ones that could better meet the objectives of the public sector. These objectives are the following: training teachers, lowering teacher/student ratios, increasing the number of scholarships, lowering tuition fees and adopting racial quota systems.

Free universities

In addition to regular universities, the government must encourage the creation of free universities whose diplomas are not recognized by the state. The greater the number of free universities, the better for the intellectual life of the country. Without the illusion of a regular diploma, it is possible that some of these centers will end up being respected for the accomplishments of the professionals they train.

Autonomy: to change or not to change

It is necessary to discuss the role of the university at the university itself. This discussion is even more important than discussions about the crisis affecting the university.

The university has to fight to prevent small problems. It is not enough to deal with these small problems, however, without looking at the big picture.

Just as I presented what the government has considered doing in order to help the university get over its problems, I will give my own contribution to the discussion about the leaks in the dyke, as these leaks pose a threat even if the dyke is in good shape. I will do this more as a thinker who loves the university than as a minister.

The government will not demand that changes be made. The university has to be an autonomous establishment, even if this means that it will follow traditions and ignore the changes that are taking place. Autonomy means doing what seems right whether it is right or wrong. The government believes that it is worse to impose changes from the outside. Even if these changes are right, it is best to respect the old fundamental principle of autonomy.

However, it is the duty of the Ministry and especially of the Minister of Education to encourage internal discussions at the university in order to foster the changes he believes are right and should take place.

The principle of autonomy should not be ignored, but it should not be used as a shield to protect ministers who are intellectually cowardly or politically opportunistic.

Due to these two reasons, I propose the following outlines for what I believe may be the necessary reforms to the refoundation of the Brazilian university. These reforms will foster the refoundation of the university if they are adopted by universities through the discussion that needs to take place.

Refoundation of the Brazilian university

The establishment of the university resulted from the lack of willingness to change on the part of medieval mosques. These mosques kept the same structure, the same methods and the same admission and permanency requirements although outside of their walls there was a world of new ideas and new customs to be explored. This was the reason behind the creation of the university. If mosques had changed and focused on unreligious knowledge and on the promotion of logic and science, they would have continued to be learning centers and universities would not have been created.

The Catholic Church, had it wanted to or tried to understand the messages throughout the centuries concerning its need for modernization, would have prevented the Protestant Reform, which happened in the sixteenth century. It was mainly due to its insistence on the accuracy of its interpretations, on the perfection of its institutions and on the strict nature of its rituals that there was a great catechization movement and a new religion that followed the same Christian principles was created. The same may happen to the university in one way or another: it may either be replaced by other institutions which are changing it from the outside or it can transform itself. The transformation would involve broadening the scope of the university's fundamental principles through progress in higher education, establishing tools to free humanity and increasing intellectual and material riches. It would also involve broadening the horizons of equal opportunity for all individuals in society, especially youth, no matter what social class, race or gender they are or where they come from.

Throughout the past eight and a half centuries, the university has been refounded a few times. A secular institution can only survive if there is a very good reason for its existence and if it has a great deal of capacity to change and adapt to the demands of each historical moment. Armies, which have existed longer than universities and kept the commitment to defend their countries, have undergone several changes throughout history. Churches, on the other hand, tend not to adapt and to keep their dogmas intact, and this causes breakdowns and divisions. They separate through reforms so they will not be refounded.

Due to its autonomy and to the inexistence of dogmas, the university, more than any other institution, must refound itself whenever the need arises.

The last change the Brazilian university underwent took place at the end of the 60s, in the twentieth century. This change occurred due to the military regime and to American influence in the form of the Ministry of Education-USAID agreement. Since then, until the beginning of the twenty-first century:

- The military regime has ended;
- There has been no official censorship on any kind of intellectual activity;
- Brazil has become a democracy and has even elected a president who used to be a metal worker and whose party is clearly leftist;
- Universities have been reorganized into corporate segments. These segments quickly discovered how much power they have. This would have been unthinkable a few years back. They have used this power with an intensity that governments and society never thought possible;
- Deans are directly elected;
- Last century's fights for utopian ideals have disappeared or turned into tools in the hands of few militants;

- Economic growth started to destroy jobs instead of creating jobs. Fewer people started having access to some products, which became more profitable because their prices went up and not because they became cheaper and the number of consumers increased;
- For the first time in history, young people began to have a more economically difficult life than their parents;
 - Young people were abandoned and became the orphans of neo-liberalism;
 - Some young people started using drugs in order to fill the void caused by the lack of objectives to fight for and opportunities for personal growth, be they intellectual, economic or spiritual;
 - Science went through the most groundbreaking revolution it ever has with biotechnology, genetic engineering, computer science and microelectronics;
 - New fields of knowledge have been created and are constantly established in the learning world;
 - Other fields become obsolete and disappear just as fast;
 - Scientific truth and the efficacy of techniques last less and less time;
 - The world has become globalized. Information is distributed instantly, economic power is in the hands of a few people who own the planet and products and techniques are available at the same time all over the world;
 - One single undoubtful national power has become aware of its power, its role, its ambitions and its intention to police the world and to force all nations to follow its principles of political democracy and economic liberalism, and even its religious values;
 - There was the fall of the Berlin Wall;
 - The map of the world is being redefined;
 - Intelligent weapons started being used in wars;
 - The poor, especially in Africa, have been abandoned by powerful world leaders. They rely not only on progress, but also on hope;
 - All over the world and in each country, the social system recognized the reality of exclusion through separation rather than through a proposal for the redistribution of wealth;
 - Customs have changed everywhere. This is true for almost everybody and certainly for all young people, especially in terms of their sexuality;
 - Minorities started having their rights recognized, especially women, homosexuals, Indians and blacks;
 - Culture has become universal, but cultural diversity is now seen as a right;
 - Fundamentalism, religious or economic, is attained through power;
 - North-Americans were defeated for the first time after a long war in Vietnam. However, they were involved in a number of short victorious wars, thus setting the world under their control;
 - Local problems became universal and took on catastrophic dimensions.

These problems include drug use, the power of drug dealers, terrorist weapons, the dissemination of diseases and the power of the financial sector.

Despite all this, the university has done little to change the world. All of the changes above occurred after the last reform of the university took place in Brazil.

The Brazilian university has remained basically the same in relation to its fundamental aspects.

Number of places and admission requirements

The Lula administration is seriously committed to the goal of universal secondary education for all young people in Brazil by 2010. Due to this, there will be a demand for more places at universities. Public universities, especially, will have to double the number of places they offer in the next five years. This will not be possible if the university entrance examination continues to be an admission tool since it works as a barrier rather than as a fair selection process. Also, this will not be accomplished by increasing the number of chairs in a building, nor will it be accomplished by lowering the level of quality that has been achieved by the university.

The path we propose is divided into four different sections:

- Considering the adoption of distance education for undergraduate students, making no distinction between the diploma these students receive and the one students who attend regular classes receive. This could be a way to increase the number of places without affecting the work of research-oriented professors;
- Considering the adoption of selection processes that take place in high school. This has been happening through a system developed by the University of Brasília - UnB. This system is called Serial Evaluation Program - PAS and was adopted by the Federal University of Santa Maria, where it is being improved under the name of Higher Education Admission Program - PIES. It was also adopted by the Federal University of Paraíba, where it is called Serial Selection Process - PSS;
- The community and specialists should carefully consider giving basic subjects like math and Portuguese greater consideration since they serve as a base for the development of knowledge in all areas;
- Considering the possibility of adopting racial quota systems in order to redesign, democratize and correct race-related inequalities in terms of opportunities. This will also make public schools stronger.

Structure

In today's world, it is no longer possible for the university to be divided into departments. New fields of knowledge and commitment to the reality of society demand that a multidisciplinary approach be followed. The distribution of knowledge and humanist feelings at the university will not occur through subjects taught within the restraints of different departments.

We suggest that the university consider a change in structure along the lines of what has been done by a few universities for decades now: Issue Centers and Cultural Centers should be created.

With these Centers in addition to the Departments, the university will be a three-dimensional structure and will serve as a base for training professionals at three different levels. Knowledge will be acquired at the Department. Social and ethical commitment will be developed at the Issue Center. Aesthetic tastes will be enhanced at the Cultural Center.

Constant training and flexible length of courses

In today's world, thirty years after the Ministry of Education-USAID reform orchestrated by the military, careers become obsolete in just a few years if professionals do not constantly update their knowledge. This is why the university must urgently consider the possibility of keeping a permanent follow-up training system that former students can use until the end of their professional lives. In the future, there will be no place for former students. All people will be students permanently, or they will not be professionals.

The path to be followed is the creation of several permanent distance education systems for students who have already graduated from the university.

With their provisional diploma, graduates receive a code to access the permanent education systems at the university. They can check for innovations in their field of knowledge, get information on recycling courses in their area of work and even decide to change fields, professions or specialties depending on the evolution of knowledge.

The university should become a permanent institution in the lives of graduates, who should continue to be students. The possibility of making the amount of time students spend on campus during their academic lives more flexible should be considered. If students can be constantly in touch with the university, they would not have to spend as much time on campus as they do now.

With all of the modern inventions involving means of communication and pedagogical tools, it is not possible that the university still needs as much time to train a professional as it did one hundred years ago, when these careers were first created. The university can not continue to ignore the existence of new teaching methods and tools. It must seriously consider the possibility of reducing the amount of time necessary to train students. This is true, if not for all, for many of the courses offered.

Connection to society

The connection the university should have with individuals will not be made through the universalization of admissions. Only those who finish secondary education would benefit from this and it would lead to a decrease in quality. Field work, with the exception of cases in which there is a different method for each student, is not the solution either because it has turned into a form of assistencialism.

The current administration in Brazil wants to go from assistencialism to abolition. The university does not get closer to people through assistencialism.

This can only be accomplished through a reform that makes it possible for the university to take the problems of society in general into account and to take part in its transformation. This could happen in the following ways:

- There should be real commitment to quality in all areas. This is true because if the country maintains a university, this university must make the country proud of the quality of its results, which come in the form of professionals and work. The objective is to make the world a more beautiful, efficient and just place;

- The curriculum for technical areas, fields of study that change the world like medicine, engineering, architecture and economy, must be altered. This is true because we need to adapt their principles to the ethics of a world that is more just, a world from which a greater number of people can benefit no matter what gender or race they are, what their income is or where they come from;

- The university should participate in political activities that involve society. This can not happen through the production of knowledge, which should not be controlled, but through several kinds of mobilization practices. Unlike the higher education centers of the nineteenth century, which turned a blind eye to the abolition of slavery and taught how to maintain it, the university of the twenty-first century is seen by the Brazilian government as one of the driving forces for the accomplishment of the abolition of poverty and construction of the Republic. This objective began being pursued one hundred and fifteen years ago and was never attained due to the existence of a reactionary, aristocratic elite that despised the people of their own country and took over the university.

Funding sources

There has been a great amount of discussion in the past few years regarding the funding problem. The debate was much less about the university and more about how to finance the university. They wanted more government resources, increases in salaries and funding. However, they did not allow increases in tuition fees and subsidies. The university in crisis needs to be discussed in depth, but the debate on financing should continue. The twenty-first century university should have clarity on who should pay for higher education and what they should receive in exchange for that.

The government has clarity on the fact that the privatization of public universities is not part of the discussion. The idea of charging tuition fees is also out of the question. In fact, the government would like higher education to be free of charge in Brazil if that were financially possible since the university experience is even more essential to the country than it is to the student. However, that is not currently possible.

Until it is, the government wants to concentrate on finding alternative sources to give scholarships to private university students and to finance academic activities at public universities. This will be done together with the academic community and will include the following actions:

- Increasing the number of students that receive scholarships from the government so they can attend private universities. This will happen through the Student Support Program, launched to broaden the scope of the Student Financing Program - FIES and guarantee that students do not need to pay for their schooling;
- Regulating alternative sources to finance public universities through total transparency on the part of the administration and through the development of democratic and autonomous decision-making processes;
- Considering the possibility of making the students of private universities into co-owners of the establishments they attend.

Priority subjects

Both Brazil and the world have changed, are changing and will continue to change in the future. If we do not realize that, many of our subject matters will soon be outdated. New ones have not yet been considered. Over the past few years we have given too much importance to annual management plans and no importance at all to ten-year academic activity plans. The university has to manage more than just resources; it has to manage learning. Awareness must be raised in relation to the risk involved in insisting on knowledge that becomes obsolete and ignoring knowledge that points towards the future. It is necessary to make learning compatible with future ethical, social, epistemological and economic needs.

Making learning public

The university reform, which occurred during the military regime, established the idea that the university belongs to the state or to its owner rather than to the country, its students or society in general. During the military regime, the state fired and arrested individuals and financed the university the way it saw fit. When democracy was established, dictators were replaced by professors and other staff members or ministers. Autonomy began to be seen as a change in ownership, from military headquarters to teachers' and staff conference rooms and minister's offices. In the twenty years during which the university has been an open space, little has been done that took the actual needs and demands of the civil society and students into consideration.

The democratization of the university brought about direct elections, but often there was little participation of the student body. This happened because of a lack of interest and because the students' capacity to participate in the selection process was underestimated. At university councils, there is little, if any, student participation. Former students never take part in the process, and neither do civil society representatives. There are rare exceptions, but they seem to be ways to fake the participation of society.

THE FACT THAT UNIVERSITY ASSETS INCREASE AT A FAST PACE, EITHER BECAUSE OF THE TUITION FEES PAID BY STUDENTS OR BECAUSE OF SUPPORT FROM THE GOVERNMENT, HAS LEAD SOCIETY AND STUDENTS, ESPECIALLY, TO CRITICIZE WHAT SHOULD BE SEEN AS A POSITIVE ASPECT: THE GROWTH OF A UNIVERSITY.

Recently, at the opening of a library at a private university, a student said, "they built this with money from our tuition fees then because of this library they will increase the tuition fees of future students." The construction of a library should be seen as a very good thing, especially when the government has not fulfilled its obligation to build bigger libraries at public universities. However, private university students often feel as disconnected from the institution they attend as society in general. There are very few exceptions to this rule.

The concept of "alma mater", the love society and especially former students feel for the university, must be created in Brazil. The way to do this is to encourage the feeling that the university belongs to everyone.

This can be achieved through the involvement of society, students and former students in the decisions that affect the university. It can also be achieved through the development of the concept that the institution belongs to society rather than to the government or to a single owner.

In the case of public universities, the way to do this is to let students and former students take part in the decisions made by the community and in its responsibilities. The dean is the intellectual and administrative leader of the institution; he is not a representative of the state. At private universities, it is also necessary to separate the owner from the academic leader: the owner owns the building, and the dean is the coordinator of academic activities. The former buys or inherits the property, and the latter must be elected by the community.

Relationship to basic education

Even though they are a responsibility of the same Ministry, basic education and universities have a much more limited relationship than they should in a country where the situation of education is so tragic. The Brazilian university has to be a part of the learning process for Brazilian people in basic education. Its role should not be limited to its own university-level students.

The university can be a dynamic element in basic education by:

- Participating in recycling programs for teachers;
- Giving preference to teachers who are taking the university entrance examination through quota systems;
- Increasing the number of places in teacher licensing courses;
- Increasing the number of places in pedagogy courses;
- Lowering tuition fees for teachers;
- Creating specialization courses in literacy teaching for children and adults;
- In relation to all other courses like architecture, nutrition, economics, philosophy and history, considering its role in education a study matter.

Relationship with the public health system and other social sectors

The university has an obligation to help public schools. It also has an obligation to help the public health system. Part of the curriculum related to the medical field should focus on studies related to preventive and social medicine and dentistry. Civil engineering courses could contribute technologies related to water distribution and sewage systems.

The transportation sector could focus on public transportation. All fields of knowledge can contribute. In some cases, courses in the area of communication may even leave traditional media behind and teach students communication techniques for the masses.

Social commitments that represent emergencies

In addition to fostering education as a means to create a poverty-free country, the university needs to become involved with the social commitments that represent emergencies to Brazilian society. One of these commitments is adult literacy. The goal to eradicate illiteracy in four years could be easily reached if only three per cent of all university students worked as literacy teachers. If all university students worked as literacy teachers for four years, Brazil could teach 30 times as many people how to read and write - 120 million illiterate people, or fifteen per cent of all illiterate people in the world. If each university student works 8 hours a week for only one semester as a literacy teacher, it will take only twenty-four per cent of all university students to eradicate illiteracy in four years. This is not too much to ask.

If we do not do this, in a few decades, when the history of the 2003 - 2006 campaign for literacy in Brazil is written, what will be said about university students is what we currently say about nineteenth-century university students: that we turned a blind eye to one of the most dramatic social problems of our time, just as they did to slavery.

Commitment to the future of the country

The world has reached a crossroads and Brazil lies at this crossroads. The future of our country is uncertain not only because of the lack of social investment and of the existence of an internal division but also because of the international scenario. The university plays a fundamental role in that it helps Brazil with the construction of its future in relation to the rest of the world. This happens through:

- The creation of the necessary scientific and technological bases to face the future;

- An understanding of international relations in a world where there is only one national power;
- An understanding of the reality of a globalized world where there is exclusion and separation;
- Help with the creation of ways to defend our sovereignty in a globalized world.

Future knowledge

In order to be a tool for the future, today's university has to define the kind of knowledge the world will need in the future. The university, together with the Coordination for the Improvement of Higher Education Personnel - CAPES, has the capability to define the types of future knowledge we should start investing so that Brazil will be ready to celebrate its second century of independence. This can be done in only a few months.

Based on this definition, the university needs to move forward in relation to the redefinition of careers. This includes knowing which careers to invest more in and which to invest less in. It also includes finding out which careers will be soon outdated due to the dynamic manner in which knowledge and demands for knowledge advance. More importantly, it includes defining which careers are permanent due to society's attachment to the fundamental values of humanism.

Globalization, regionalism and nationalization

When the last reform, which was conducted by the military, took place, Brazil had the intention of developing a national project which was independent from the rest of the world. Despite the traditional alignment with the USA, the support USAID gave to the reform and the North-American support to the ambitious graduate studies program, which was a positive change in the reality of Brazilian higher education, the development of a national project was still a dream. Today, the Brazilian university can not ignore the fact that it is part of a global project. University-level knowledge no longer fits within the borders of any country. The Brazilian university has to be a part of international knowledge. This includes its qualities and subject matters.

The university has to accomplish the goal to be global and national at the same time. It has to keep the commitments and characteristics of Brazil alive and understand the kinds of specific knowledge that the country needs.

In addition, each individual university must realize the importance of its immediate surroundings. It must become regional and, at the same time, global.

Outline of the Brazilian university system

Despite efforts on the part of the Council of Brazilian University Deans - CRUB and other organizations like the Brazilian Education Council, as well as the Law of Guidelines and Bases for National Education, our universities make up a set that lacks the clarity of an integrated system. The government will present a proposal for the creation of the Brazilian university system. The idea will be discussed with the academic community. This system will show the interrelations and the interdependence between its sectors and its interaction with the system for the development of science, technology and culture in general. It will also show the relationship between the university, the private sector and government institutions.

The Brazilian university system will make it possible to define the future of the construction of university-level knowledge in Brazil throughout the next decades of the twenty-first century.

Democratization and administrative efficiency

The government wants to propose the democratization of the relationship between the university system and society to the academic community. It also wants to propose rules for the democratization of each university. There will be rules to be followed in terms of management, social relations and funding sources, administrative efficiency and relationships involving each unit, its students, society and the Brazilian people in general.

The university must serve all. Serving all does not mean that everybody should be admitted to college. It means making sure that the university staff serves everyone.

The university has to be the elite of the professional work force at the service of the population. Because the university resists changes in its courses and structure, many of its members demagogically defend the illusion of universal admission when they should defend the universalization of the work of university professors.

A conclusion - seven pleas

The university is the gateway of hope in terms of understanding the crossroads we are facing in the middle of our civilization process. One road represents a united world and the other represents a socially divided world. We must form ideas for a better future that will improve mankind's situation with globalization that does not include social exclusion. I would like to conclude by making seven appeals.

An appeal to the universities in the richest countries

This is an appeal to universities in countries with the highest per capita income. These are the so-called rich countries. The appeal is to assume globalization in practice. Please do this not only by exporting products and ideas but also by importing concerns. Do more than just develop techniques. Develop ways of making ethics an essential part of a commitment to a better world. Become familiar with the reality of African universities and the universities of poorer indebted countries. Collaborate with these universities' survival and training and collaborate in creating a world consciousness that can interrupt the barbarous march we are making towards a divided, alienated society. This division will only end up placing human beings in two tragically different camps.

An appeal to universities in emerging countries

This is an appeal to universities in emerging countries that already have a large amount of thinkers and important centers of higher learning. Look at the poverty that surrounds you. Examine the risk you face by forming divided, alienated societies in your countries. Break the cycle of corporate claims and understand the university as part of a social network of human beings searching for a better future. Make a commitment to collaborating towards overcoming poverty. Understand that even despite the crisis, there are many universities that could use help and that are even poorer, especially in Africa.

An appeal to the universities in the poorest countries

This is an appeal to the universities in the poorest countries, especially in Africa and some Latin-American countries. Do not give up hope. In spite of the tremendous difficulties that you face, there is still the possibility of global integration in terms of knowledge and links between universities. This process could compensate for your individual difficulties by relying on mutual co-operation.

An appeal to the professors

This is an appeal to the professors. Realize that teaching methods must incorporate the enormous possibilities of new equipment that will allow the sheer number of students to increase dramatically, independent of the countries they live in. Please accept the risk of being professors at a point in time when knowledge changes every second, demanding dedication in order to keep track of what is going on. Accept the challenge boldly and move forward to create new ways of knowing, as ephemeral as they may be.

An appeal to the young people

This is an appeal to the young people of today. Please take on the role that has been with you throughout history. Be rebels. This is so important, especially today in a world where globally, independent of the countries you live in, you have become orphans of neo-liberalism. You are the first generation that faces a future that is less beneficial than the ones your parents looked forward to. You are the first generation where a university diploma does not mean an automatic passport to success. You are the first generation whose diploma will be obsolete long before you retire. You are the first generation where the new world has become the current world. You are the first generation that does not carry the bright flags of utopia. You are also the first generation where the young person seems to be more selfish and conservative than his or her parents are. In defending the interests of a generation, you have the right to be rebellious. Demand changes in the universities you study in, and practice the traditional generosity of young people. You have the obligation to be rebels in fighting the barbarity that is part of the socio-economic global division model. University reform will not occur without rebellious mobilization from you. You are the ones that can mobilize for revolution or reform. We are celebrating 35 years after 1968 and the taste in our mouths is of something unfinished. We are waiting for our youngest sons and daughters and grandchildren to believe that some dreams can come true.

An appeal to governments

This is an appeal to the governments of rich and poor countries alike. Understand the urgency in recuperating your public universities. In spite of all of the current financial limitations, you cannot sacrifice the future. The future of every country depends directly on the university. Please do not let the university turn into a factory. Do not let knowledge become a marketable product. This is the practice of the technocrats in some international organizations. If you do this you will betray the noblest part of the human project.

An appeal to UNESCO

This is an appeal to UNESCO. Stay strong in your fight for culture, science and education and transform this meeting into a Permanent Forum for the Defense of Higher Education. Please defend the university and cause it to change. Make it adapt to today's reality where

knowledge drifts and learning floats and there are worthless diplomas flying around and the university is far away. This appeal asks UNESCO to dedicate the year 2004 or 2005 as the Year of the University to think about how the twenty-first century university should be. In 2003, please sponsor a day when universities all over the world stop in order to reflect on their futures. Let this day be one to think about new directions or humanity. This day could allow discussion in universities on how to return to being on the cutting edge of knowledge and how to help UNESCO establish the Literacy Decade. Universities could think about ways of being tools for eradicating hunger and making basic education universally available. Universities could provide a day for discussions on constructing peace and returning to the guarantee of success for their students. They could think up ways of living with the new global and virtual teaching methods. They could imagine the university of hope, the university of the twenty-first century.

Special address

*H.H. Sheikha Mozah Bint Nasser Abdullah Al-Misnad
First Lady of Qatar, UNESCO Special Envoy
for Basic and Higher Education*

Your Excellencies, Director General, Delegates,

I am honoured to join you to open UNESCO's World Conference on Higher Education. Today, as we are examining our work from 1998 to date, we will assess how our policies have been translated into actions and programs. Such reflection is an essential element of education, for **only** by reflecting on practice can logical theory be generated. Theory and plans alone are irrelevant without concrete and soundly grounded procedures that put this theory into action.

The central theme driving our discussion today is the need for the global community to assume responsibility for reform and innovation in education in order to meet the challenges of globalization, democratization and knowledge based societies. Indeed, it is **this** responsibility and the dynamic relationship between democracy and education that I would like to reflect upon.

Today, in our troubled world, we place much faith in the power of education to produce responsible citizens committed to peace, global understanding, harmony and true democracy. Indeed, in the 1998 World Declaration we, at UNESCO, declared, "education is a fundamental pillar of human rights, democracy, sustainable development and peace." However, I would like to add that **not only** is education a pillar of democracy, **but** democracy is a pillar of education. Without well-educated citizens, willing to participate in the affairs of their countries, democracy cannot thrive. On the contrary, it will remain an empty theatre of elected seats. However, with well-educated citizens, critically charting the course of their future, this theatre is transformed into an interactive performance. Likewise, if there is no participatory democracy, the critical thinking skills and creativity essential for education are not fostered, and the very quality and integrity of education suffers. The educated citizen in a democratic society is a **participant**, not a **spectator**, and democracy itself is the process by which the performance of civil society is acted out.

Ladies and Gentlemen,

I believe higher education, **in particular**, plays a vital role in the promotion and sustenance of democratic societies. Indeed, they provide nourishment for critical and analytical thinking, freedom of expression, and debate.

I believe institutes of higher education **ought to be** havens of innovative thought that propel society toward change, diversity and adaptation. Institutes of higher education **ought to be** safe environments for all citizens who are capable, regardless of individual, gender or ethnic differences, to debate and express their thoughts in a collaborative and progressive environment. Indeed, institutes of higher education are **vehicles** for the promotion of a culture of quality that integrates the outcome of research into all facets of society. Institutes of higher education serve as the incubator for democratic values and practices essential for the sustenance of the very principles of democracy. Therefore, it is important that these institutions be promoted and entrusted with the required autonomy and support needed to fulfill their mission.

Ladies and Gentlemen,

In my country, Qatar, we have thought deeply about these issues as we are in the process of transforming both our educational institutions and our political structure. Today, I would like to share with you some of our experiences. Qatar, like other countries in this highly competitive world, is insisting on finding its own path toward sustainable development, democracy, and the preservation of its cultural integrity. In Qatar, we have begun a series of radical educational changes at all levels: from basic education, to primary and secondary schooling, to higher education structures.

We realized that in order to face the demands of a knowledge based global economy, the traditional ways of teaching and learning had to be changed. Our education system had to be more dynamic and creative. We realized the need to challenge and stimulate our citizen's intellects. We also realized that our citizens need to be equipped with the necessary tools that will enable them to interact and compete effectively in the domestic and global culture and economy.

The responsibility we have placed on educational institutions in Qatar is great, because we comprehend that education plays a critical role in engineering the future of our society. We focused on four major premises in designing our course: international alliances, diversity of options, innovative educational systems, and access based on quality standards.

First, we decided to forge strong alliances with established, international educational institutions and agencies, to bring their expertise into our country, initiating a process of brain gain rather than brain drain.

Second, we decided to move from a State-sponsored monopolistic mode to a comprehensive system with various options that encourage competition throughout all levels of the educational system.

Third, we focused on the needs of sustainable development and envisioned educational systems and consortia that can service these needs. We invited top quality universities in their fields to provide a venue for scholars to share relevant research that is driven by the specific needs of our developing society.

And finally, we considered the issue of equity and developed policies to provide scholarships to qualified students, and to encourage both men and women to cross the barriers of gender bound professions.

In order to achieve these goals we had to start from our basic education and extend these changes to our higher education system. That is why we started the ongoing reforms in our primary and secondary schools. A system based on the charter school model was introduced where schools compete with each other to encourage diversity of choice, parental participation, and accountability.

At the post-secondary level, the State-sponsored University is undergoing intense rejuvenation. Likewise, private investment has been encouraged to invite top quality universities to establish campuses in Qatar. Schools like Cornell Medical College, Virginia Commonwealth University and Texas A&M are establishing campuses in Qatar to promote research and education in the fields of medicine, design art and engineering. Also, institutes for technical education have been established. Other schools for business and computer sciences are being planned. Further, the Science and Technology Park will draw upon the resources of all these entities, and others yet to come, to build partnerships between academic institutions, business, and industry. In addition, the Rand Public Policy Institute-Qatar, in co-operation with our national reform team, will provide in-depth, analytical research into various facets of our development.

Qatar is determined and committed to reconsidering archaic methods of education in order to better meet the needs of our changing society. I imagine that the outcomes of these reforms will be phenomenal, not just in the academic and economic development of our country and region, but in the development of our most important resource - our human resource.

Ladies and Gentlemen,

As we redesign the education system in Qatar, we are **simultaneously** introducing democratic reform into our political structure. To **this** end, the Ministry of Information was dissolved. Censorship has been abolished. Freedom of speech and debate is being encouraged. A municipal council has been elected for its second term in which both men and women had the right to nominate and vote. A referendum has been conducted to consult citizens on the novel structural reform, which will be initiated under the new constitution. Further, the Supreme Council of Education has been established to serve as a comprehensive overseer of all educational institutions, private and governmental, across all levels of schooling. The goal of this Council is to set and enforce comprehensive policies and lessen the autocracy of government controlled education.

Honourable Audience,

We believe that democracy is not a foreign ideology or alien concept, but that it is innate within the tradition of our Islamic heritage. Democracy has always been an essential element of Islam which promotes the equality of humankind and decision-making through consultation. Islam requires critical thinking and constructive debate, and condemns misology. To revive the democratic values inherent in the fabric of our society, is **perfectly** in tune with the critical requirements put on Muslims, who were ordered by ALLAH to reflect independently on knowledge. Indeed in Surrah Al An'am people are assured and I quote:

Proofs have come to you from your Lord
So whosoever sees
Will do so
For the good of his own self
And
Whosoever blinds himself
Will do so
To his own harm
And I, Muhammad, am not a watcher over you.
Thus, we explain variously
The verses
So that...
We make clear for the people who have knowledge

Distinguished Audience,

Misoneism has no place in Islam. Islam encourages us to face innovation with creativity, not fear. Democracy is also compatible with the Islamic valuing of diversity, pluralism, and tolerance.

Ladies and Gentlemen,

Today's world places the responsibility of peace, and cross-cultural understanding squarely upon the shoulders of education and democracy. Upon examining the history of the relationship between democracy and education, John Dewey declared, "the democratic ideal

of education is a farcical, yet tragic delusion". Though the tragedies of our failures still haunt us, I strongly believe Dewey despaired too soon. We will never allow the democratic ideal of education to remain a delusion, but will continue working to make it a global reality.

Distinguished Audience,

To this end we need a strong, international forum to discuss the relationship between democracy and education. As a global community, we have organizations that monitor trade, the free market, human rights, etc. Why can we not have an organization to promote the dynamic growth of education through democracy and democracy through education? Such a forum would allow global interaction that can only increase the potential of societies to relate to each other on equal and dignified terms. Such a forum would facilitate the work of organizations such as UNESCO and be conducive to research and global policy-making which promote democracy and education.

For example, for some time the world's attention has been focused on Iraq. Had we had an international forum for education, we would have been able to diagnose Iraq's educational needs, and offer appropriate and timely assistance. In Qatar, we have watched the struggle of Iraqi people with sorrow and empathy, and, although we could not change the causes of this anguish, we can now offer a venue of relief to help re-establish the educational infrastructure of a great country. Iraq is a proud country with rich educational resources and throughout its history it has contributed much to the world, especially in terms of art, philosophy and poetry. I believe it is the duty of the international community to stand by Iraq in this troubled time and assist the country through this difficult transition, until it can once again stand as a world leader in education, research, and culture.

Ladies and Gentlemen,

It is in this context, of encouraging the practice of global responsibility for education, that I wish to announce today the establishment of the International Fund for Iraqi Higher Education. The objective of this fund is to provide immediate and long-term assistance for the reconstruction of Higher Education in Iraq. It is my intention to work closely with international donors to support Iraq as it engineers its own future by taking optimum advantage of the rich resources of its citizens. The first donor to this Fund will be the State of Qatar, which has always been a supporter and advocate of such causes.

Distinguished Audience,

Only by transforming the ignorance, hatred, and oppression in our world into trust, respect, and equality can we progress as a human society. Only by maintaining our cultural integrity as diverse nations with a common commitment to the intellectual, spiritual, physical, and emotional development of our citizens and nations, can we forge a world worthy of our children. The future of our nations, depends not only on knowledge-based education, but also on holistic and global education nurtured by the "milk of human kindness", tolerance, and creativity.

Ladies and Gentlemen,

Are we up to the challenge?

Thank you.

Mobilizing for sustainable development

Hans van Ginkel
Rector, United Nations University

Excellencies,
Ladies and Gentlemen,

Professor Seddoh has just given us UNESCO's synthesis of developments in higher education since the World Conference on Higher Education (WCHE) was held in 1998. From my perspective, however, probably the most important contribution the WCHE has made, was neither the resolution nor the framework for action, though both were excellent documents giving guidance to the further development of both the sector as a whole, as well as individual institutions all over the world. The most important contribution of the WCHE with its innovative programme of regional conferences and inclusion of all NGOs in the preparation and realization of the main conference itself was the mobilization of the sector as a whole, the institutions and the people constituting it.

We are living in a time of profound change. We live in an increasingly interlinked world. The rapid development of improved systems of communication and transport have changed our world from a complex and sometimes chaotic blanket of territories and borders into a hierarchical system of nodes and channels. The frequency and volume of the exchange of goods and the mobility of people, money and ideas have created a situation in which no one can allow him or herself to live in isolation. Our world is becoming ever more globalized and knowledge-based. Our society is getting more complex and heterogeneous, consisting of individuals characterized by intriguing sets of multiple identities.

These changes are for both the better and the worse. All that can be positive can also be negative. When international terrorism can strike from a great distance, this also means that good can be done over great distance. Together, we can make this choice to contribute to *"a better life and a safer world for all ... also our grandchildren and their children."* That is what sustainable development is all about. That is where education comes in: to learn to know, to do, to understand, to be (Commission Delors: Learning: the Treasure Within); also to be aware of our individual responsibilities to contribute, to make responsible choices, to respect diversity.

Effects of globalization on the university

Quite some thought has been given over the last decade to the question of how to ensure that globalization will benefit all of humankind. What has become clear in this process it is that the line between the beneficiaries of globalization and those who are currently on the losing end is not easily drawn. Of course, "big" business - often headquartered in industrialized countries - that thrives on the globalization of trade and labour markets, is readily identified as occupying the driver's seat in the globalization process. At the other end, there are the farmers and labourers in developing countries who, due to a lack of access to education, information and technology and to the imbalances of international markets, are severely limited in their bargaining power for the prices of their labour and produce. But, is it all North versus South, industrialized versus developing countries? Certainly not. What about

the developing country-based NGO that, through the Internet, has become able to link up with like-minded groups around the world and, by broadening its basis of information and building on the experiences of others, is in a much better position to further its cause than before? On the other hand, there are people in industrialized countries, sometimes out of work as rationalization has made their specific skills obsolete, to whom the global circles of communication and collaboration are the most remote of realities.

Without attempting to downplay the differences that continue to exist between the opportunities of developing and industrialized countries to participate in the global economy and information networks, one point becomes clear when contemplating the complex realities of globalization in its current form (we all know that globalization is not a new phenomenon): that is whether or not one can benefit from globalization much depends on the skills one possesses - skills to obtain and analyze information, to make independent judgments, and to communicate across social and cultural boundaries - rather than just being a function of location. And this is, obviously, where education comes in.

Education, understood broadly as an ongoing process including both formal and informal modes of teaching and learning, plays a crucial role in preparing people for their future in a highly connected, interlinked globalized world. Higher education, in particular, occupies a central position in shaping the way in which future generations learn to cope with the complexities of globalization: higher education prepares an important portion of the population for their entry into the labour market, including in most cases, the teachers that are responsible for education at the primary and secondary levels. Here, universities are called upon to teach not only the skills required to advance successfully in a globalized world, but also to nourish in their students, faculty and staff a positive attitude towards cultural diversity, to help them understand how a richness of cultures can benefit the peoples, and can contribute to a better life in a safer world for all. Academic freedom and university autonomy, after all, do not only create opportunities and capabilities, but also a moral obligation. It is only through internationalization, and the "*internationalism*" that follows, that universities will be able to meet this challenge.

A Copernican revolution

Apart from the fact that increasingly global labour markets require universities to adjust the way in which they approach education, globalization affects universities in yet another way: the frames of reference for the quality and position of each university have broadened considerably; it is no longer just to their neighboring cities or countries that universities look for institutions with which to cooperate or to which to compare themselves. Rather, the global network the university belongs to will become increasingly important. It will contribute directly to the identity and awareness of the university and its international position. It is, indeed, possible that international networks may form the basis of the university of the future, or at least will help it function properly. In fact, it will not be long before the stronger universities will establish new branches abroad. We can already detect this in a number of cases, where, in particular, universities from the United States or the United Kingdom establish such branch universities in other countries. The university will become, under the influence of this process, bigger, stronger, more competitive. It will behave increasingly like an international business: with shrinking distances, larger institutions, competition, selection and hierarchization.

In spite of this, I believe, globalization will lead to greater unity in the long run. This unity will not, however, be the unity envisaged, for instance, by Napoleon two centuries ago, with the same laws and the same straight roads stretching right across Europe. It might be, and ought to be, a unity in diversity, based on the principle of subsidiarity. This applies, in particular, to universities. They have a tradition of diversity stretching back to their origins - in China, the Arab World, Europe. Universities will become increasingly interlinked and

bound to one another, while also identifying themselves as distinct from each other. Each within their own region and country, their own tradition, with their specific sets of disciplines, programmes and people. Here again, the key for the universities will be to have as the guiding principle in their processes of internationalization - the acceptance and appreciation of diversity.

A Copernican Revolution is taking place with regard to the position of universities in their own country and worldwide. In the interlinked, globalized world, the "*Network Society*" as defined by Manuel Castells, universities no longer can regard themselves only as a part of a national system, protected by national laws and regulations. In their strive to excellence, in a much more competitive world in which they must maintain constructive and supportive relations with all their stakeholders, universities must more and more take care of themselves individually. As a consequence, they must rethink their modes of governance, their financing, their internal structures and external relations. They must rely more and more on the considerable capabilities and creativity of their own people, not just to teach and do research, but also to run and develop the university as an organization; as an enterprise though, in general, not for profit; as a public good though managed in energetic, entrepreneurial ways. For this to happen, universities must mobilize talent from within.

It is for this reason that the UNU with UNESCO and the Polytechnic University of Catalunya have started the *Global University Network for Innovation (GUNI)*. We strongly believe that real innovation of universities must come from within. Such innovation will be created and supported by all people working and learning in the institutions for higher learning, rather than by top-down regulation, changes in the governance structure or financial regulations. We also believe that for universities to learn from each other by working together, it is important that the global network is based on regional networks, as the conditions under which universities must work are very different from country to country, from region to region. This afternoon, you will hear more from the secretariat about GUNI.

Mobilizing for sustainable development

Since the Earth Summit, sustainable development has been high on the political agenda. However, the role of education was not very well articulated. Neither was education defined as one of the stakeholder groups. There were nine stakeholder groups identified, under which trade unions, youth, science, business were included, but not education. In the WCHE, a thematic debate was organized on *Sustainable (human) development*, which brought fourteen different organizations together. During the World Summit on Sustainable Development (WSSD) in Johannesburg last year, the Global Higher Education for Sustainability Partnership (GHESP) was launched as a Type II Partnership (IAU, ULSF, Copernicus Campus, UNESCO). The Global Virtual University on Environment Issues was presented by the Norwegian Government, Norwegian universities, UNEP - GRID Arendal and UNU. The Japanese Government chose education for sustainable development as a spear point for its contributions. The UNU Institute for Advanced Studies (UNU/IAS) took the lead in bringing together the Ubuntu Declaration Group. This group brings together the best of science and research with the world of education and helps to ensure that state-of-the-art knowledge will have an impact on educational programmes. At the proposal of, among others, Japan, the United Nations has decided to designate 2005 as the Year and 2005-2014 as the Decade of Education for Sustainable Development. UNESCO has been appointed to be the lead agency.

This does mean what it says: it is not just environmental education nor even sustainable development education, but *education for sustainable development*. It is not a topic that can be taught in a few weeks just at a certain age, but should rather be given attention in all sectors and at all levels in relation to relevant, already existing subjects in an integrated manner. In this way *education for sustainable development* gives orientation and meaning to *education for all*. To develop the curricula and courseware needed - and

regularly update these - and to inform teacher training and re-training in effective ways the Ubuntu Declaration Group aims at an inclusive and flexible process, mobilizing all who have something to contribute in primary, secondary and tertiary (including higher) education. Specific attention will be given to online learning and contributions of the media. The Johannesburg Plan of Implementation will give guidance with regards to the issues to focus on in particular, such as: water, energy, health, agriculture and biodiversity.

The process of the year and decade must be inclusive and flexible, the framework challenging and enabling, not limiting and harnessing. The challenge that might mobilize many and serve to give focus to their contributions might be the following:

“ to create jointly a global learning space for sustainability,
based on regional centres/clusters of excellence...”

Regions are seen here - as in common language - as parts of countries like Bretagne, Tohoku or Catalunya. The regional centres/clusters should include institutions of primary, secondary and tertiary education, research institutions, (science) museums, non-formal education, zoos/parks, etc. As it is important to mobilize many initially, prizes could be awarded for innovative, joint projects of two or more institutions from different sectors. The regional centres of excellence might be identified in a comparable way as the monuments on the cultural heritage list. This would have the advantage that local/regional conditions can be fully taken into account. The decade would in this way have as a visible output a global network of such regional centres of excellence. In the process, it would be possible to mobilize many, learn from their creative ideas, build on diversity and promote international co-operation in education for sustainable development.

Thank you.

Constructing knowledge societies: new challenges for tertiary education

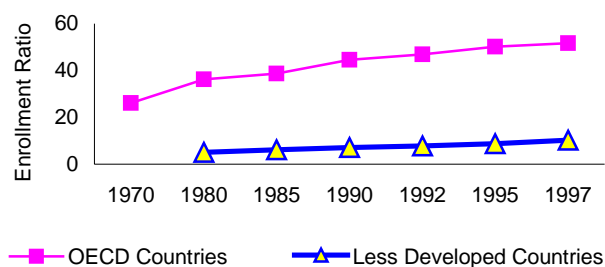
*Jamil Salmi**

*Coordinator of the Tertiary Education Thematic Group,
The World Bank*

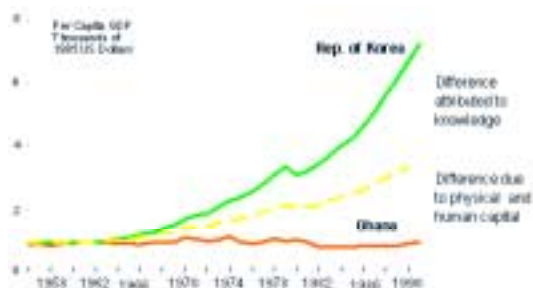
Tertiary education matters to a country's future, now more than ever before. In today's knowledge-driven, rapidly changing world, it can make the difference between a dynamic economy and a marginalized one. The new World Bank report *Constructing Knowledge Societies: New Challenges for Tertiary Education* urges a high place for tertiary education within a country's overall development agenda and calls for policymakers – throughout the developing world – to recognize the profound opportunities and risks arising out of the changing landscape of tertiary education.

What are the challenges faced by tertiary education systems?

Longstanding challenges...



...are being compounded by new ones



* This article is dedicated to the memory of Tom Eisemon, in appreciation of his intellectual leadership and innovative contributions to the World Bank's work in higher education. It was edited by Manorama Gatur.

Challenges comprise longstanding as well as new ones unique to the 21st century. Most developing and transition countries continue to wrestle with issues of access, equity, and quality: how to expand coverage in a sustainable manner, reduce inequalities of access and outcomes, and improve educational quality and relevance. A related challenge is to improve governance structures and management practices. Greatly compounding this already formidable agenda is today's changing landscape for tertiary education. The many dimensions of this evolution, noted below, present opportunities for leapfrogging along the development continuum but also imply a growing digital, knowledge, and – ultimately – income divide between countries that do and do not rise to the new challenges:

- Knowledge accumulation and application have become major factors in economic development and are increasingly at the core of a country's competitive advantage
- The role of tertiary education has become more powerful than ever, in the construction of knowledge economies and democratic societies
- The information, communications, and technological (ICT) revolution – increased computing power, falling hardware and software prices, improved technologies, and reduced telecommunications costs – is enabling countries to generate and use knowledge more rapidly
- Market forces in tertiary education are rising, with new providers of tertiary education appearing in a “borderless” education environment and transformed modes of delivery and organizational patterns as a result of the ICT revolution
- Global labour markets are emerging for advanced human capital, with the associated risk of increased brain drain

What role should governments play?

The Report urges governments to help tertiary education institutions become more innovative and responsive to the needs of a globally competitive knowledge economy. Three considerations justify continued public support. First, tertiary education investments generate major external benefits – including long-term returns from basic research and technology advances and from greater social cohesion – that are crucial for economic development. Second, meritorious students could well be deprived, where economic disadvantage limits their ability to borrow sufficiently for education. Finally, tertiary education plays a key role in supporting basic and secondary education.

A key factor affecting the state's role in tertiary education is the rise of market forces, as public funding begins to be channeled in new ways and becomes increasingly supplemented by non-public sources. New financing strategies seek to generate revenue from institutional assets, mobilize additional revenues from students and their families, and encourage donations from third-party contributors. Many governments have even encouraged the creation of private institutions to ease pressures on the public purse and satisfy pent up demand. Such institutions have in many countries opened up greater choice for students – albeit only those able to pay or eligible to borrow – while prompting public universities to innovate and modernize. Indeed, state institutions are striving for greater responsiveness to the evolving education and training needs of employers and students, while also pursuing objectives of greater institutional autonomy, better performance, and improved quality.

The public role in tertiary education is thus evolving, into one of guiding change through:

- *A coherent policy framework:* Proactive, meaningful reforms – rooted in a clear long-term vision for tertiary education – will be needed for countries to take advantage of the opportunities presented by the knowledge economy and the ICT revolution.
- *An enabling regulatory environment:* Key dimensions of regulation – aimed at fostering institutional innovation and stimulating the private sector to expand access – are the rules for establishment of new institutions (including virtual); quality assurance mechanisms; financial controls for public institutions; and intellectual property rights.
- *Appropriate financial incentives:* Mechanisms and incentives to steer institutions towards quality, efficiency, and equity goals include allocation formula linking resources to institutional performance; encouragement of resource mobilization by institutions; competitive funds for investments in quality improvement; and student financial aid.

The World Bank's role

The World Bank (Bank) aims to provide wide-ranging support to countries committed to tertiary education as an important building block for a dynamic, knowledge-driven economy. Strategic thrusts include facilitating policy dialogue and sharing of global information and experience; supporting reforms through program and project lending; and addressing challenges at the global level that are crucial for tertiary education development.

Facilitating policy dialogue and knowledge sharing. The Bank can play a catalytic role by supporting analytical work, sharing cross-country experience, and strengthening consultations and debate through its convening ability, as a basis for national dialogue toward a vision and related policy reforms for tertiary education.

Supporting reforms through lending. To ensure the effective use of financing, Bank operations are increasingly grounded in analysis; preceded by stakeholder consultations; and designed to reflect lessons learned – which in tertiary education point to the importance of comprehensive reforms, attention to their local political economy, and positive incentives. Experience also teaches that Bank support should be tailored to a country's circumstances; predicated on strategic planning at national and institutional levels; and focused on promoting autonomy and accountability and building institutional capacity – with project efforts aligned with the pace of capacity building. Particular considerations for transition, low-income, and small countries are presented in Table 1.

Addressing global challenges in tertiary education. Globalization and the growth of “borderless” education raise important issues that affect tertiary education in all countries but are often beyond the control of any one national government. The World Bank will work with partners in the international community to enable the provision of “global public goods” such as a proper international accreditation framework, legislation for foreign tertiary education providers, intellectual property regulations governing distance education programs, and unconstrained access to ICT.

Table 1. Strategic options for tertiary education		
Transition countries (Eastern Europe and Central Asia)	Low-income countries	Small countries
<ul style="list-style-type: none"> ❖ More flexible and less specialized curricula ❖ Shorter-term programs ❖ More adaptable regulatory framework ❖ Public funding systems that encourage institutions to respond to market demands for quality and diversity 	<ul style="list-style-type: none"> ❖ Capacity building for managing and improving basic and secondary education, including school teacher and principal training ❖ Increased production of qualified professionals and technicians through a cost-effective combination of public and private non-university institutions ❖ Targeted investments in advanced training and research in areas of comparative advantage 	<ul style="list-style-type: none"> ❖ Sub-regional partnerships with neighboring small states to establish a networked university ❖ Strategically focused tertiary education institutions that address critical human skill requirements ❖ Negotiated franchise partnerships between the national government and external providers of tertiary education ❖ State-negotiated provision of distance education by a recognized international provider

Strengthening capacity building in research in developing countries - the role of higher education

Berit Olsson

*Director, Department for Research Co-operation, SAREC
Swedish International Development Co-operation Agency, Sida*

Mr Chairman, dear Colleagues,

It is a great honour and pleasure for Sida to be represented here at this important and timely event. I have been invited to account for some of our strategies in support of universities, and will relate this to the UNESCO policy messages and work.

Many of the poor countries are very far from the science fiction projections just outlined by the previous speaker. Their immediate challenge is to build a basis for higher education and research. This basis must be strong enough for them to be able to capture and use external offers and opportunities. If not, they risk to be overtaken by external offers rather than benefit.

As the UN special agency for Education, Culture and Sciences, UNESCO signals carry great weight. The World Conference on Higher Education in 1998 was an important turning point. It was held in an era when many felt that higher education was under attack. The development community had pointed to the strategic importance of basic education. Indeed education for all was - and is - a crucial strategy for mobilising broad participation in development. This is incontestable.

An unintended consequence, however, may have been the relative neglect of higher education. We may debate at length if higher education was merely unattended, or indeed under active attack. "University bashing" was coined as a phrase during this period and we know of cases where cuts in higher education were put as conditions for external support for the education sector at large. In any case, it is fair to say that higher education was left to find its own ways of surviving and adjusting to different kinds of pressures with little or no strategic guidance.

The World Conference became a crucial manifestation. It attracted around 4,000 participants - that in itself a true manifestation. It reassessed the strategic importance of higher education and research for development. It reconfirmed as well UNESCO's leading role for normative guidance and advocacy.

It is fair to state that UNESCO always kept an opening for higher education. The *UNESCO Chairs programme* initiated several years before the World Conference signalled that:

- higher education is on the UNESCO agenda;
- university level education and research are inseparable,
- and should primarily be provided in countries, not merely from outside;
- universities in developing countries should be strengthened.

This largely supported the Swedish policy behind the creation of SAREC, the organisation which I represent. SAREC was established in 1975 in order to support developing

countries' access to relevant knowledge. Our mandate involves funding of research neglected by the international - predominantly Northern - research community, but of key importance for development.

We support for instance research towards the development of a malaria vaccine and the breeding of drought resistant crop varieties, things, which are global public goods, and of particular interest to the developing world. I should add that we support not only technical research but also social and policy related issues, like in our support for UNRISD, the UN Research Institute for Social Development, an important area where policy makers need to have access to evidence based analysis. Indeed, we regard knowledge as a central public good.

While research on and for development is an important part of our ambitions, we dedicate much of our work to the more difficult challenge of strengthening capacity for research in and by developing countries themselves. Regrettably, very little of the development research funding has addressed this need in a systematic way - most research allocations focus on projects designed to address current problems - few grants are primarily directed at the systematic build up of structures and institutions for research in developing countries.

Therefore, I will elaborate a little on why we regard capacity for research and its institutional basis as essential - also in poor developing countries. Understanding problems and their underlying factors requires research. E.g. increasing agricultural production is more likely to develop from new knowledge than from finding better land. Negotiating terms for exploitation of natural resources, for instance mining resources attractive to foreign investors, requires scientific data collection and analysis. Local problem formulation and analysis is also needed in order to choose strategies for growth, strategies for education, and strategies for international relations and - indeed - for analysing the possible implications of signing international treaties and conventions. If these reasons are not convincing to some, most will agree that qualified analytical capacity must be in place for countries to design their own poverty reduction strategy papers - documents, we all have agreed to use as a framework for development co-operation based on ownership.

However, being convinced of the need is not at all the same as knowing how to make it work. I will not tire you with an account of all the failures and mistakes we have experienced. I will only summarise some major strategies. Our initial strategy was to channel funds to national research councils, best suited to define relevant areas for research - we thought. It turned out that in some cases such systems actually did not exist even on paper, and that the weakest aspect was the extreme lack of qualified researchers, particularly in the least developed countries.

From the 80s and onwards, we focused on the training of researchers. We did not provide scholarships for study abroad but supported various twinning arrangements where candidates for research training all the time are active at their home institutions with shorter visits abroad. This has been less efficient in terms of time for degrees - it may take a few more years - but has been very effective in terms of lasting impact. The support includes laboratory equipment installed at the home institution and support for library and ICT facilities. Research groups have been formed and the graduate researcher continues to develop the academic environment. Late 80s and early 90s, it became apparent that these environments were under threat. More students demanded access to universities, which expanded without the proper basis in terms of qualified staff and resources. Research suffered. Universities in Africa were hard hit by the financial crisis of the 80s. On top of this, donors had switched their focus to basic education as earlier described.

Early 90s, Sida formulated a new policy for research funding. We started to direct our funding towards universities as the natural basis for research development, a strategy, which

also aimed to enhance the quality of higher education. We supported the development of institutional strategies and negotiated our support package to fit into these strategies. In addition to the continued direct support for research and research training, we have tried to support the capacity for research management. This involves policies and structures to promote research, policies for allocating time and financial resources for research, structures for peer review, policies for academic freedom, policies for addressing gender issues, structures for managing intellectual property rights etc. All of this can be put in function based on external support, but the true sustainability test is whether universities incorporate research as an integrated activity and have actual budget lines for research in their regular funding.

We can now claim some modest success in the countries where we have been active. In part due to the strategic focus, in part due to the long term nature of the institutionally based support. However, only a few universities have managed to negotiate budget lines for research. This is a very disappointing aspect, which indicates that we have to give more attention to the overall systems for higher education and research.

When we now turn our attention to the wider context in which universities operate, we find ourselves in a situation where there are many impressions and views concerning higher education and research, but in contrast, very little in terms of systematic analysis and knowledge. Apart from some advanced research institutions in the North very little exist in terms of research into the context in which higher education and research operates in developing countries. We follow some initiatives in Africa and Latin America but the overall impression is that knowledge on knowledge creation is surprisingly undeveloped.

This is why we are extremely interested in the UNESCO initiative to create a Forum for research on higher education, research and knowledge and are happy to financially contribute to this work. The Forum aims to gather, promote and disseminate research in and on higher education, as well as research on research and knowledge systems. Governments in many parts of the world are now increasingly concerned with the development of higher education and research. They realise that the challenge is not to identify ways of implementing a given strategy. No strategy exists which can simply be copied. The Northern systems have evolved over a series of years adapting to changing demands and circumstances.

Conditions in the South differ between continents and between countries within regions. There are no "best practice" to adopt from elsewhere. Situations and opportunities differ too much for that. What we all have in common is that we are subjected to rapidly changing external factors as well as having to cope with internal demands in many directions. Professor Seddoh and others have vividly touched upon these factors, and they are also well documented in the conference material.

What developing countries have in common, as well, is an urgent need to understand the context as a basis for developing strategies for managing and developing their systems. The strength of regional and international networks depends on the strength of the institutions in the different parts of the world. Sida supports regional co-operation but realise that little will be achieved in terms of institutional development unless those collaborating on a regional level are backed by their home institutions, have something to bring to the regional level and can bring something back. Each country needs to analyse the role of different actors in the system, capture the opportunities and master the threats. The choices are political as well as technical. But choices have to be made at the national and institutional level.

UNESCO's decision to create the Forum for research into these issues is therefore extremely timely. Having seen the reports of activities to date, I must confess that I am impressed both by the speed by which a structure has been created and by the high level of scientists and science policy representation engaged. The positive response in the various regions indicates the strongly felt need for analysis and debate on the context and options.

The issues chosen for further analysis in the first round mirror the need for very concrete understanding on how systems operate in individual countries, as well as the more fundamental analysis of driving forces of a knowledge society versus a knowledge economy.

Obvious candidates for analysis and debate are also current issues like the possible impact of GATS, and important policy papers like the one of the World Bank, which Jamil Salmi just presented. Another noteworthy achievement of the Forum is that it joins the UNESCO sectors of Education, Sciences and Social sciences and could as well be accounted for as part of the follow up of the World Conference on Sciences held in 1999. The fact that higher education and research go hand in hand is also reflected in the new line for research in the regular budget for higher education - an important UNESCO signal to Member States.

UNESCO is to be congratulated for these and other elements of the follow up of the World Conference on Higher Education. Congratulations are due in particular to Professor Seddoh and his very hard working staff in the Division for Higher Education. This event certainly manifests UNESCO's continued commitment to higher education and research and its crucial role for development.

Thank you.

L'université du 21^{ème} siècle - l'exemple de l'Université Polytechnique de Catalunya

Josep Ferrer Llop
Recteur de l'Université Polytechnique de Catalunya

Mesdames, Messieurs,

Tout d'abord je voudrais remercier l'UNESCO pour cette occasion unique de parler devant un public aussi large et distingué; un public qui partage mon intérêt et enthousiasme pour l'enseignement supérieur auquel je consacre ma vie.

Les changements que nous vivons actuellement dans la société sont tellement profonds qu'il s'est créé, en peu de temps, une société bien différente de celle née à la suite de la révolution industrielle.

La globalisation semble être un processus irréversible et en début de ce nouveau siècle la société des pays industrialisés se définit de plus en plus à travers la "société de la connaissance". Mais, et ceci contrairement à ce qu'affirme un grand nombre de personnes, les problèmes sociaux ne connaissent pas de solution unique. Soit nous allons vers un monde dans lequel les richesses se distribuent de manière juste, les critères de durabilité sont tenus en compte à l'heure d'établir des modèles de développement et les décisions sont prises en tenant compte des intérêts d'une majorité. Soit, au contraire, nous nous dirigeons vers un monde dans lequel tout s'oriente vers une concentration jamais vue du pouvoir économique et politique, avec un affaiblissement de la démocratie et des possibilités réelles que les citoyens jouent un rôle décisif dans la "gouvernance" de la société.

Dans un tel contexte, l'Université, comme institution qui crée et diffuse le savoir et qui a démontré depuis toujours une grande capacité de création, de critique et de prise d'initiative, détient la responsabilité d'aider à aller vers un monde plus sage, plus solidaire et plus durable. Plus concrètement, et si nous voulons jouer le rôle qui nous incombe, l'Université doit s'engager à apprendre et à enseigner à comprendre le monde actuel. Elle doit également structurer, décoder et assimiler le flux d'informations qui circulent dont l'abondance nous distraie et nous rend plus passifs.

Consciente de cette responsabilité, l'Université Polytechnique de Catalunya (UPC) a conclu en 1988 un accord avec l'UNESCO dont l'objectif était de contribuer à ce que l'Université puisse disposer d'une vision globale du futur environnement dans lequel elle se verra immergée et pour lequel elle fixera en même temps les meilleures structures.

Le nouveau Conseil de direction de l'UPC, qui a pris ses fonctions en 2002, a donné un nouvel élan à cet engagement et a décidé de travailler autour de quatre axes fondamentaux:

1. La primauté des objectifs académiques
2. La consolidation du compromis social
3. La bonne "gouvernance"
4. L'attention aux personnes

Le premier axe, la primauté des objectifs académiques, semble évident. Et pourtant, il faut insister sur le fait que l'objectif prioritaire de l'Université est l'excellence, tant dans

l'enseignement, pris dans son sens le plus large, que dans la recherche et le transfert à la société de ses résultats. Donner priorité à ces objectifs signifie que les aspects relatifs à la structure, à l'organisation et à l'économie doivent s'adapter aux objectifs universitaires si on ne veut pas tomber dans une technocratie qui nous éloigne du rôle de l'Université comme service public.

C'est justement cette volonté d'assurer un service public qui nous fait renforcer davantage le compromis social -et ceci est notre deuxième axe fondamental. En dotant l'Université des ressources nécessaires à son fonctionnement, la société attend, à juste titre, un retour. Ce compromis avec la société nous amène à une stratégie à deux directions:

- D'une part, en tant que créateurs et dépositaires d'un savoir spécifique, nous sommes obligés de le diffuser de manière très diverse: Allant de la formation de professionnels de qualité au transfert des résultats de la recherche aux entreprises, institutions et organisations sociales; de la diffusion de culture auprès de citoyens et associations à la contribution nécessaire au développement socio-économique et à l'équilibre territorial du pays dans une perspective de croissance durable.
- Mais d'autre part, restant ouverts, nous devons intégrer les connaissances de la société afin d'atteindre une formation plus complète des étudiants. La complexité du monde actuel exige qu'au-delà de l'enseignement, la formation des étudiants soit enrichie par la capacité de compréhension de tous les aspects du monde actuel et futur et par la capacité d'intervenir au bon endroit et au bon moment.

En définitive, c'est de la relation entre ces deux directions que naît la **socialisation du savoir**. En effet, nous devons parvenir à ce que la globalisation du savoir soit un élément de progrès et non pas un instrument donnant des avantages aux pays et aux sociétés les plus favorisés.

Afin d'établir des liens avec la société que nous venons de décrire et de caractériser, il faut que nous gagnions, jour après jour, sa confiance. Nous devons diffuser des informations précises et compréhensibles à tous ceux qui ne font pas partie de la communauté universitaire; des informations qui portent sur les objectifs universitaires que nous nous sommes fixés, sur l'origine et l'utilisation des ressources, avec des indicateurs et des degrés de mise en œuvre, et qui constituent ainsi un premier pas vers un modèle systématique de présentation des comptes.

Mais ce modèle de bonne gouvernance, et ceci m'amène au troisième des axes fondamentaux, doit absolument contenir un deuxième élément qui provient du fait que la richesse la plus importante de l'Université sont les personnes. L'Université prouve qu'il est possible qu'une institution d'une grande complexité fonctionne et atteigne ses objectifs à travers une organisation peu hiérarchisée et très participative encourageant ainsi une remarquable générosité d'efforts. Afin de maintenir et augmenter ce niveau de compromis avec l'institution, il faut que la direction travaille dans une grande transparence, en misant sur le dialogue et la recherche du consensus avant de prendre des décisions.

De même, la direction doit favoriser un niveau de participation maximal, encouragé par une bonne politique de communication interne et externe et un fonctionnement réellement démocratique des organes de direction.

De toute manière, l'attention aux personnes -notre quatrième axe- ne saurait rester limitée à sa relation avec les organes de direction. La communauté universitaire doit sentir qu'on lui fait confiance, qu'on écoute ses initiatives et qu'on lui donne notre soutien. De même, toute personne travaillant à l'université doit sentir qu'il y a une vraie préoccupation pour obtenir des ressources et pour créer des conditions de travail qui lui permettent de développer ses tâches avec un haut niveau de qualité, que chacun joue un rôle important et que sa participation non seulement au fonctionnement quotidien, mais également à la

création d'un avenir commun, est primordiale. Nous sommes convaincus que les efforts investis dans les personnes sont les plus rentables pour notre institution.

En se concentrant sur ces quatre axes, l'UPC est bien consciente qu'elle est une pièce importante dans son environnement socio-économique en pleine transformation mais que, pour répondre pleinement aux nouveaux défis, elle doit collaborer avec d'autres universités et avec la société qui l'entoure.

Dans ce contexte, l'UPC cherche à maximiser les relations étroites qu'elle maintient depuis plusieurs années avec l'UNESCO. Ainsi, en 1989, la première Chaire UNESCO est inaugurée et ceci au sein de l'UPC. A l'heure actuelle, on compte plus de 500 Chaires UNESCO dans le monde entier, dont cinq à l'UPC.

Consolidant davantage cette collaboration, l'UNESCO, l'Université des Nations Unies (l'ONU) et l'UPC ont créé en 1999 le *Global University Network for Innovation* (GUNI) dont le secrétariat est établi au sein de la Chaire UNESCO de gestion de l'enseignement supérieur de l'UPC.

GUNI est constitué de Chaires UNESCO et d'institutions de recherche sur l'enseignement supérieur ainsi que d'institutions qui œuvrent dans les domaines de l'innovation et du changement dans l'enseignement supérieur situées dans les cinq régions de l'UNESCO: l'Afrique; l'Amérique latine et les Caraïbes; l'Asie et le Pacifique; les Etats Arabes; l'Europe et l'Amérique du Nord.

GUNI a pour mission de contribuer au renforcement de l'enseignement supérieur dans le monde, spécialement par l'application de la Déclaration et du Cadre d'action prioritaire adoptés en 1998 par la Conférence mondiale sur l'enseignement supérieur.

Depuis sa création, GUNI a développé les activités suivantes:

- L'Assemblée générale, qui a eu lieu pour la dernière fois en 2001 à Barcelone et durant laquelle les représentants de chaque réseau régional, le Directeur de la Division de l'enseignement supérieur de l'UNESCO, le Recteur de l'ONU et le Président de GUNI ont approuvé les statuts de GUNI.
- La *Newsletter* qui est un rapport court et concis sur un thème d'enseignement supérieur et qui est envoyée tous les quinze jours en anglais et en espagnol à plus de 3000 universitaires dans le monde entier.

Une des activités les plus importantes prévues par GUNI est d'élaborer un Rapport mondial sur l'état de l'enseignement supérieur dans le monde entier ayant pour but de favoriser le débat, aidant ainsi les universités à accomplir leur objectif social.

Compte tenu de cette activité, qui devrait être réalisée à moyen terme, nous prévoyons, comme un premier pas, l'organisation, dans le cadre du Forum Barcelone 2004, de ce qui serait la 1^{re} Rencontre de Barcelone sur la science, la culture, la technique et l'enseignement supérieur.

Cette Rencontre porterait sur "L'engagement social de l'université au XXI^e siècle" et serait alimentée par quatre thèmes que nous sommes en train de préciser autour de la formation, du rôle des universités comme moteur du progrès social, de la gestion du savoir et de la coopération au développement.

Nous cherchons à ce que chacun de ces quatre thèmes puisse compter sur la présence et le leadership d'un rapporteur de niveau mondial et d'autorité évidente.

Les conclusions de cette 1^{re} Rencontre, ainsi que les contributions des experts provenant des cinq régions de l'UNESCO représentées au sein de GUNI, seraient la base

principale du futur rapport mondial sur l'état de l'enseignement supérieur. Compte tenu du besoin de son actualisation régulière, notre idée est de doter la Rencontre de Barcelone d'une certaine périodicité, pour qu'elle serve de référence à tous ceux qui s'engagent dans l'enseignement supérieur et devienne ainsi un endroit privilégié de rencontre, de réflexion et de débat.

Cependant, la mise en œuvre de ce projet dépend des ressources nécessaires. Conscients de cela, nous travaillons actuellement sur ce sujet et les perspectives sont très encourageantes.

De ce fait, j'espère pouvoir vous inviter d'ici peu à participer à la 1^{re} Rencontre de Barcelone qui vous permettra de continuer votre engagement direct et actif pour développer l'enseignement supérieur dans le monde entier.

Je vous remercie.

Reforming higher education in a changing society - the experience of South Africa

Nasima Badsha
Deputy Director-General of the Department of Education
South Africa

Chairpersons,
Fellow Delegates,
Ladies and Gentlemen,

South Africa is on the eve of celebrating ten years of freedom, following our first democratic elections in April 1994. It is therefore a time to take stock, to assess the gains we have made, to learn from our mistakes and to map out the multiple challenges that still confront us. This introspection is underway in all spheres of public life. It is therefore fortuitous that you have invited me to talk about our experiences in higher education.

The following is a quote from one of Bertold Brecht's poems.

*When the difficulty
Of the mountains is once behind
That's when you'll see
The difficulty of the plains will start*

These words resonate so clearly with our experiences. The task of building a new order out of the fractured legacy of the past has, not unexpectedly, proven to be a daunting one.

In higher education, much of the early years post April 1994 were consumed with developing the policy and legislative frameworks that were to inform subsequent reforms and with the establishment of the structures and capacity within and outside of the Government to manage the change. The policy development processes were characterised by intensive consultation, consensus building and research, resulting in the adoption of legislation only by the end of 1997. While this inclusive process was critically important, it created a policy vacuum in this period which resulted in the continued *laissez faire* development of the higher education terrain, including the unregulated growth of local and international private providers and intensified competition between public institutions, further exacerbating inequalities within the system.

The South African higher education system has clear strengths, albeit unevenly distributed. The calibre of research and teaching in some institutions compares favourably to international best practice and standards. By the mid 1990s it was clear that the system was also responding to the changed social order as reflected, for example, in the changing demographic profile of student enrolments. In 1990, black students comprised 44% of the total enrolments in higher education. By 2001, this had increased to 73%. Women students now comprise just over 50% of students in higher education.

Why then the need for renewal and transformation? Overall, the levels of effectiveness and efficiency of the system reflect a range of systemic problems. These include the overall quantity and quality of graduate and research outputs; management,

leadership and governance failures; lack of representative staff profiles; and institutional cultures that have not transcended the racial divides of the past.

Our point of departure for the transformation of higher education, and in particular public higher education (which is funded at levels comparable with the OECD countries) is that it should play a central role in the social, cultural and economic reconstruction and development of society. In particular, it has to respond to the dual challenges of equity and development, that is, to overcome the fragmentation and inequality of the past and to meet current and future development challenges, especially in the context of an increasingly globalising environment. In order to achieve success in terms of both challenges, there is consensus that higher education has to be planned, governed and funded as a single national system.

The translation of policy into implementable plans and programmes, with the necessary levels of resourcing and within defined timeframes has been realised through the adoption of an ambitious National Plan for Higher Education (NPHE) (February 2001). The NPHE identifies five objectives:

1. To provide increased access to higher education to all irrespective of race, gender, age, creed, class or disability and to produce graduates with the skills and competencies necessary to meet the human resource needs of the country.
2. To promote equity of access and to redress past inequalities through ensuring that the staff and student profiles in higher education progressively reflect the demographic realities of South African society.
3. To ensure diversity in the organisational form and institutional landscape through mission and programme differentiation, thus enabling the addressing of regional and national needs in social and economic development.
4. To build high-level research capacity to address the research and knowledge needs of South Africa.
5. To build new institutional and organisational forms and new institutional identities through regional collaboration between institutions.

Strategies are spelt out to realise each of the above objectives. Time limitations do not allow me to chart the progress in any detail. However, I will address some of the key elements in order to highlight the complexity and scale of the undertaking.

Arguably our single most important intervention, which addresses the need for equitable and increased student participation, has been the establishment of the National Student Financial Aid Scheme (NSFAS). The NSFAS is an income contingent loan scheme that annually supports close on 89,000 financially needy but talented students to study in higher education. Since 1996, through a combination of sizeable annual allocations from the fiscus, limited donor funding and recycled loan monies, Rands 4,25 billion (US\$ 0,54 billion) has been invested in the Scheme. Legislation was passed in 1999 to set up the administrative and governance arrangements for the NSFAS and to make provision for graduates to repay loans through the revenue system. To date, the repayment of loans has been well on par with similar schemes elsewhere, although we are concerned about the impact of HIV/AIDS on the future sustainability of the Scheme. Notwithstanding the success of the Scheme, it is currently under review as questions are raised as to whether the available resources (which are yet to meet the full extent of the need) should be allocated in ways that potentially sharpen the impact on human resource development for the country, through, for example, the targeting of funding to priority fields of study.

An area where progress has been far slower is that of changing the race and gender profile of staff in higher education. A recent alarming study has shown that ageing white males continue to produce the bulk of research outputs in the country. This has foregrounded concerns that much more systematic effort is needed if we are to produce the next generation of black and women academics researchers and intellectuals. Much of our efforts have concentrated on enhancing postgraduate education, through amongst others, the provision of scholarships, programmes to “grow our own timber” and the development of institutional staff equity plans. However, the retention of staff in higher education, and in particular young black scholars, will require attention to remuneration levels that have not kept pace with those in the private sector or the senior echelons of the public service. This is not a uniquely South African problem but also one experienced by developed countries, which could, through attracting our staff (as is already the case with our doctors, nurses and teachers), exacerbate our problem.

An important element of our strategy to improve quality in the system and in particular with respect to graduate outputs has been the development of a quality assurance system for the sector, spearheaded by an independent agency, which includes provision for academic programme accreditation and institutional audits, both within a developmental framework. This is augmented with the establishment of benchmarks for graduation rates. The allocation of public resources to institutions is increasingly being informed by graduation rates.

The promotion of greater diversity in the system is being driven through institutional and national planning processes. Each institution is required to articulate its mission and areas of focus in the context of a national system. We have just completed a process whereby there is agreement between each public higher education institution as to the scope and range of its academic programme offerings. The Government considers this to be an important basis for future resourcing and development of the system. Not unexpectedly for a system that was in ‘free fall’, these steps towards the more efficient and effective use of limited resources have been viewed by some as being over-regulatory.

The planning process has also played an important part in identifying areas for academic programme rationalisation, thought to be necessary to reduce unnecessary and costly duplication. A successful example is the establishment of a single national faculty of veterinary science from two existing faculties in close geographical proximity. Similar approaches are being used to ensure that areas such as music and indigenous and foreign languages, which do not attract large numbers of students, are preserved and indeed nurtured.

Perhaps the most contentious aspect of our transformation agenda is related to the reshaping of the institutional landscape, which, as stated by the Minister of Education “was largely dictated by the geo-political imagination of apartheid planners”. Decisions have been taken to reduce the number of higher education institutions from 36 to 22 (by 2005), though with no loss of overall institutional capacity and student places. The reasons for this are many and complex. However, in essence we believe that, within our human and other resource constraints, we cannot sustain 36 quality institutions. The reconfiguration process is also central to enable institutions to break with the divisions of the past.

A brief description of the first merger, which was in fact voluntary, will give you some idea of what we are trying to achieve. Two technikons (career focused higher education institutions), the ML Sultan Technikon and the Natal Technikon stood next to each other in Durban. The one was historically black and the other historically white. Following the demise of apartheid, both competed for the same students and staff, both offered essentially the same range of academic programmes and both sought to build their very limited research capacities. The merger of these two technikons in 2002 resulted in the Durban Institute of Technology, with a student body of almost 20,000. It has the prospect of being the cradle of

career-focussed higher education in the Kwa-Zulu Natal Province and the potential to build research and postgraduate capacity in targeted fields.

The merger and incorporation processes are intended to give rise to new, stronger and more sustainable institutions that will be truly reflective of the society in which they are located. We are not naive about the complexity of the undertaking and do not see mergers as the panacea of all the ills in the system. Notwithstanding this, we believe that the institutional restructuring will lead to a more rational landscape for the investment of resources to pursue excellence and equity and make much more realisable the policy goals that we have set for ourselves.

As all of you who are familiar with the challenges of large scale educational change will appreciate, various threats and constraints have the potential to de-rail even the most well conceptualised plans and strategies. While we can endeavour to manage those pressures internal to the processes, we have less scope to anticipate external influences.

I refer in particular to our need to strike an appropriate balance between the global and local. Unless the engagement of our higher education system with the global order is guided by national objectives, we run the risk of entrenching the unequal power relations between the developed and developing worlds. I want to illustrate this by reference to the proliferation of foreign higher education institutions establishing operational bases in South Africa either independently or in some cases, in partnership with local public and private institutions. As I mentioned earlier, we had a policy vacuum in South Africa especially from 1994 to 1997, when the Higher Education Act was promulgated. This gap was exploited by overseas institutions, especially from countries threatened by declining student numbers and revenue, which set up shop in South Africa. Regrettably, many of these institutions (some of highly dubious quality) appear to be driven by concerns that bear little relation to the human resource development priorities or equity imperatives that are driving change in the country. On the contrary, if left unregulated, these developments have the potential of undermining the emerging national system. The 1997 Higher Education Act and its subsequent amendments, made provision for the rigorous regulation of private higher education. I must add that the private higher education sector in South Africa is largely commercial in nature, with very few 'not-for-profit' institutions.

This experience has shaped South Africa's unfolding response to GATS. The Minister of Education has argued that "the designation of education as a service is in itself a problem. Education is surely not a commodity to be bought and sold. A reductionist view of education as merely an instrument for the transfer of skills should have no place in our world-view. Education must embrace the intellectual, cultural, political and social development of individuals, institutions and the nation more broadly. We cannot sacrifice this 'public good' agenda to the vagaries of the market".

The Minister has been at pains to locate South Africa's response to GATS within a commitment to genuine international collaborations and partnerships in education. It is certainly not informed by parochialism or narrow chauvinism.

Our public institutions have a rich history of partnerships with sister institutions across the globe. These relationships include staff and student exchanges, support for capacity building, research linkages etc. They are partnerships between peers, shaped for mutual benefit and not for commercial purposes. In particular, we are deeply committed to our responsibilities in the Southern African region and our Continent more broadly. In this regard, all students from the SADC region (as well as all international postgraduate students) are treated as home students with respect to government subsidy.

Trade liberalisation is undoubtedly impacting on these efforts to internationalise higher education. Of particular concern is whether limited financial resources might

increasingly be used for trade driven activities rather than those that emphasise intellectual and social gains.

We are of the view that obstacles to the internationalisation of higher education are better-addressed using conventions and agreements outside of a trade policy regime. I dare say this matter will be hotly debated in the coming days.

Our higher education transformation agenda is grappling simultaneously with apartheid legacy of inequity and distorted development, contemporary South African and African economic and social challenges and the demands of globalisation. We have looked at international best practice to find insights, but not answers, on how best to deal with our specific challenges. It has been a pleasure to be able to do this as part now of a community of nations. We hope that our experiences can help to inform change in other countries, and especially developing countries. We look forward to this prospect.

I thank you.

Key policy documents, implementation plans and legislation can be accessed on the web site of the Department of Education:
<http://education.pwv.gov.za>

Le processus de Bologne

Eric Froment

Président de l'Association Européenne de l'Université

Résumé de l'intervention

La construction européenne suppose un équilibre entre les composantes économiques qui sont à son origine et les composantes sociales et culturelles, trop souvent délaissées. Le processus de Bologne est un aspect de ce rééquilibrage.

Lancé par les gouvernements (34 signataires) en 1998-1999, il fixe un objectif ambitieux d'achever en 2010 la construction d'un espace européen d'enseignement supérieur harmonisé. Original et exemplaire par le fait que sont associées systématiquement aux discussions gouvernementales, les associations représentatives des universités et des étudiants.

Pour réaliser cet espace neuf domaines d'action ont été définis lors des conférences de Bologne (1999) et de Prague (2001):

- Etablir un système lisible et comparable de diplômes
Basé sur 2 niveaux : « bachelor » et « master »
Avec un système européen de crédits et un document intitulé « supplément au diplôme »
- Promouvoir la mobilité
- Promouvoir une coopération européenne en matière d'évaluation et d'assurance qualité
- Développer des diplômes conjoints au plan européen
- Développer la formation tout au long de la vie
- Impliquer les étudiants et les institutions d'enseignement supérieur dans la vie de cet espace
- Faire de l'espace européen une zone attractive

Les principaux sujets de discussion sont :

- la mise en place effective dans tous les pays de la nouvelle structure : « bachelor » - « master »
- l'organisation au plan européen d'un système coordonné d'assurance qualité et d'évaluation
- enfin le développement de diplômes conjoints entre les universités de différents pays européens

En conclusion

Dans presque tous les pays européens apparaissent des réformes obéissant au processus de Bologne. Si les conditions réglementaires se mettent en place, la pénétration des évolutions à opérer au sein des institutions d'enseignement supérieur demeure plus lente et difficile, comme le montre le rapport « Trends III » préparé par l'EUA pour les ministres à l'occasion de la prochaine conférence de Berlin (septembre 2003). Ces institutions auront donc un rôle capital à jouer dans les prochaines années pour réaliser la construction d'un espace européen d'enseignement supérieur qui, de plus, doit être mieux articulé avec celui de la recherche.

Distance education and open learning in Asia and the Pacific A priority area for action. A possible solution to the expansion of higher education

Sheldon Shaeffer

Director, UNESCO Asia and Pacific Regional Bureau for Education

A major dilemma and challenge facing developing countries in higher education is the need to give an absolute top priority to basic education, while at the same time facing increasing pressure to massify higher education. In the Asia-Pacific region, higher education is facing several challenges.

First, population issues continue to be of major concern. While the region has some of the world's largest cities, a high proportion of the people still live in rural areas. About 1.5 billion are children and young people under 15 years of age, many of whom will want access to higher education.

Second, the Asia-Pacific region is currently going through a period of rapid and far-reaching economic and social changes, driven particularly by the impact of accelerating globalisation, increased international economic competition and the transition from traditional to knowledge-based economies and often market-oriented systems.

Third, rapid change and new challenges are putting higher education under considerable strain: student enrolment demands cannot be met, public financial support is not expanding or is in decline, and infrastructure is often inadequate. There are many cases of increasing gaps in provision and quality, especially between developing and developed countries and between cities and rural areas.

Lastly, challenges are particularly difficult for smaller developing nations whose higher education systems are still in an early stage of development, or for countries experiencing major budgetary problems, resulting in substantial reductions in public support for higher education.

Distance education and open learning: a solution in the Asia-Pacific region?

To overcome these challenges, Distance education and Open Learning (DOL) have been established as a priority area for action within the region, with the support of UNESCO.

First, the potential of private higher education was examined. A regional workshop organized in 2000 focused on the sharing of experiences and good practices in the expansion and control of private higher education, through ten national case studies.

Second, UNESCO supported Distance education and Open Learning initiatives in Lao PDR, and at the Open University of Indonesia. UNESCO also collaborated with the Asian Association of Open Universities (AAOU) for its annual conferences in New Delhi (2001) and Seoul (2002). Another ongoing project is to build a DOL knowledge base and use it for the training of policy-makers (2002-2003). The Shanghai Summit of Mega-Universities, from 6 to 8 November 2003, co-organized by UNESCO will focus on distance learning issues. More information on this event can be found at: <http://03summit.shtvu.edu.cn>.

The Greater Mekong Sub-Region Pilot Project (GMS)

As part of DOL activities, UNESCO has been supporting the Greater Mekong Sub-Region Virtual University Pilot Project (GMS). This project focuses on three areas, Greater Mekong Sub-Region Tourism, ICT, and Mekong Studies and is aimed at leading to the establishment of a Greater Mekong Sub-region Virtual University. The initiative started from a policy makers' workshop held in August 2001 at Sukhothai Thammathirat Open University, in Thailand, and was developed further by four expert/technical meetings.

The first expert meeting, held in January 2002 in Kunming, China, focused on formulating a DOL pilot project for training in the area of GMS Tourism. The main outcome of the meeting was the creation of a one-year certificate training programme with six credits, both on-line and at a distance. The target group for this training will include key players in the GMS tourism industry: policy makers, managers and supervisors at various levels and sub-sectors working in the tourism industry in the sub-region, including young guides who wish to upgrade their qualifications and leadership skills for promotion. The Thai Sukhothai Thammathirat Open University (STOU) was elected as the focal point of the programme.

The second meeting was held in May 2002 in Nonthaburi, Thailand, and aimed at planning the one-year tourism training programme at a distance and on-line for the Greater Mekong Sub-region. During this task force workshop, the requirements for the six credit course were clarified, and mutual recognition of the credits among participating universities was accepted in principle. The preparation of course materials was divided among the universities involved in the project, and a university focal point was nominated to create a website. Preliminary discussions about policies on fees were undertaken, and a partnership was built with professional tourism associations such as the Pacific Asia Travel Association, and the Agency for Coordinating Mekong Tourism Activities in Thailand.

The third expert meeting, held in Hanoi, Vietnam, in June 2002, focused on the creation and design of the pilot project on the IT component. The first phase of the pilot project, fundamentals of IT, will offer for one year a number of subjects, while the second phase will be one of specialization in IT, with IT applied to different areas such as education, agriculture, industry, tourism, and the environment, leading to a diploma or a bachelor degree. It was decided that the necessary courseware for the first phase of this pilot will be produced by the participating universities and/or the partner institutions such as the Asian Institute of Technology (AIT), and Universiti Tun Abdul Razak (UNITAR). As in the GMS Tourism project, the universities agreed on a mutual recognition of credits as well as a reasonable amount of tuition fee. The Sukhothai Thammathirat Open University (STOU) was elected as the focal point of the programme.

The last task force workshop on the IT component planning was held in Nonthaburi, Thailand, in October 2002. It was decided that the pilot project would have a four-stage structure: (i) a pre-pilot stage planning; (ii) a pre-pilot stage aimed at developing a certificate programme on e-learning and teaching, targeting university teachers and faculty members; (iii) a pre-pilot evaluation; (iv) a pilot stage, that is the launch of a three-year joint project between European and GMS universities. In that respect, partnerships were built with several European universities.

Key factors for success

A continuous intersectoral collaboration within UNESCO will be the roadmap to successful Distance education and Open Learning (DOL) initiatives in general, and to a successful Greater Mekong Sub-Region Pilot Project in particular. Another key factor for success will be strengthening the ongoing partnership building with European universities, the Asian Institute of Technology, and other concerned regional agencies. Lastly, systematic, coherent, and

sustained programme planning and implementation have to be undertaken, as “the meeting is the beginning of a process, not the end”.

Distance education and Open Learning initiatives in Asia and the Pacific may be a way to meet the complex challenges faced by higher education in the region and give the opportunity to the increasing number of young people, especially the often excluded from higher education, such as women, ethnic minorities and populations located in remote and rural areas, to access the tertiary level of education and be provided with relevant and updated knowledge and skills to fulfill both personal and intellectual needs and to be competitive on the labour market.

UNESCO is requested to continue its effort in enhancing the potential of distance education, open learning and e-courses; in collecting and sharing best practices in these domains; and in assisting countries in the region to develop such programmes, bearing in mind parameters of quality, equality and mutual recognition of qualifications.

Avicenna Virtual Campus Project

Mohamed Tahar Miloudi

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UNESCO (SC/AP) and the European Commission (initiated in 2002 on 3 years) a large project called AVICENNA VIRTUAL CAMPUS within the framework of EUMEDIS programme. The Avicenna project intends to create a Euro-Mediterranean network of universities for e-learning. The aim of the *Avicenna* project is to accelerate the adoption and use of ICT-assisted Open Distance Learning (ODL) in 15 Mediterranean universities.

The following institutions will host an Avicenna Knowledge Centre :

Algeria (Université de la Formation Continue)
Cyprus (University of Cyprus)
Egypt (Faculty of Computer and Information)
France (Université de la Méditerranée)
Italy (Network per l'Università Ovunque NETTUNO)
Jordan (Philadelphia University in Amman)
Lebanon (Lebanese University)
Malta (Malta Council for Science and Technology)
Morocco (Ecole Nationale Supérieure d'Informatique et d'Analyse des Systèmes)
Palestinian Authority (Al Quds Open University)
Spain (Universidad Nacional de Educacion a Distancia UNED)
Syria (University of Damascus)
Tunisia (Institut Supérieur de l'Education et de la Formation Continue in Tunis)
Turkey (Middle East Technical University), and
United Kingdom (Open University).

Demand for e-learning in the target Universities and societies is clearly identified, as ODL may bring wider access to University-based initial and continuing education. The network organization will be stimulated and comforted by the engagement of some of the European Union's leading open universities, under the aegis of UNESCO. The campus is named after Ibn Sina (981-1037 A.D.), the most famous physician, philosopher, encyclopedist, mathematician and astronomer of his time. Known in the West by the name of Avicenna, Ibn Sina is perhaps best remembered for his famous work in medical science, *Al-Qanun fi al-Tibb*, known as the Canon in the West. In choosing the great Muslim intellectual, participating institutions mean to underline the project's humanist perspective and the contribution of the Mediterranean region to the promotion of intercultural exchanges over the ages.

The Avicenna campus aims to construct a network capable of transferring knowledge between entry points in each participating country known as Avicenna Knowledge Centres. This implies that all the Centres respect a common norm with regard to technology.

Students stand to benefit from the Avicenna network in some original ways. For example, Avicenna will include an educational virtual library. 'Cross-fertilization' of the different contents made available by participating universities will be encouraged. Students are also sure to appreciate the possibility of having credits gained from one Centre acknowledged by other participating universities.

Nor has Avicenna overlooked the staff-training component. Officers in charge of the knowledge centres will receive instruction in administration and in the pedagogy of e-learning; knowledge officers will be trained to interact with the media engineers and professors, while tutors will be shown how to interact with students for a given course.

For more information, please consult the Avicenna Web: <http://avicenna.unesco.org>

SC/AP Avicenna Virtual Campus

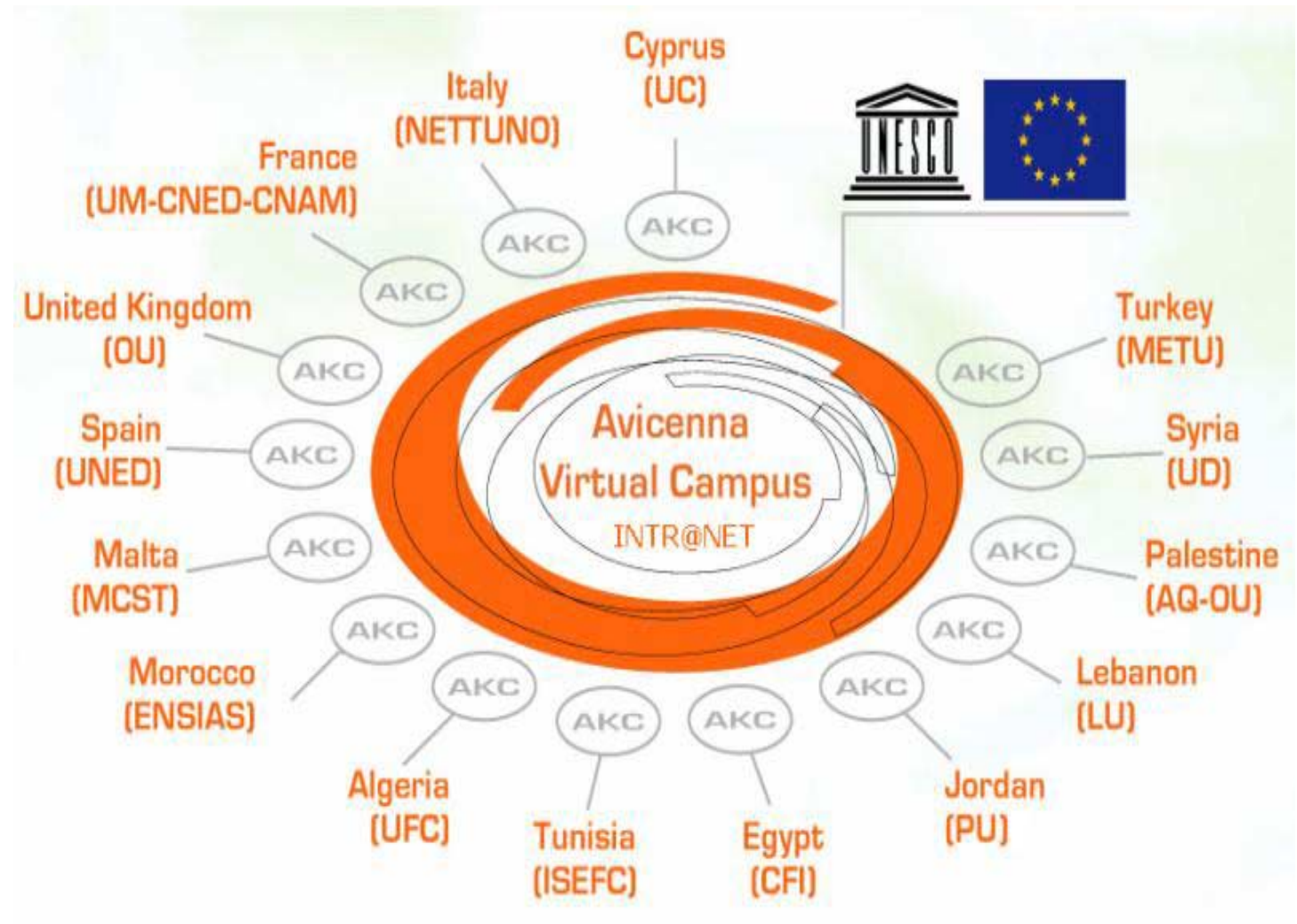
The Avicenna Virtual Campus

Involves 15 countries of Western Europe and North Africa.

UNESCO is the principal coordinator of the programme, to which the European Commission contributes € 3.7 million through its EUMEDIS programme.

Activities:

- Development Strategy and Policy
- Organisation and equipment of the network
- Training of the producers and tutors
- Multimedia Courses Production
- Setting up of Avicenna Virtual Library
- Evaluation



Higher education in countries in transition

Gvozden Flego
Minister of Science and Technology,
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I will approach the general subject from a particular point of view - that of a country in transition. From this perspective, I need to insist upon the importance of higher education for the entire process of transition. Doing this, I intend to present three theses and one proposal, almost a request.

The reason for my insistence on the importance of higher education may be quite simple: the success of transition depends on well educated people who are at its forefront.

In spite of the self-evident importance of tertiary education, as well as of the scale and depth of the process of transition, education, in particular higher education, is hardly in focus of the subjects that deal with transition.

Aside from the central role of educated people in transition, higher education is crucial also because it raises the level of knowledge, of skills and of insights, of culture in general, by which one steers one's own life and cooperates with the others. This is also the reason why I would very much like to second the proposal expressed this morning, to introduce the world day of higher education. In other words, well educated and highly skilled people are locomotives of personal as well as economic, cultural and social development. The connection of knowledge and skills, insights and decision making, theory and practice enlarges human abilities.

And this is precisely the point where our problems start.

A 'socialist university' was a mere disseminator of knowledge and not its producer, a mere educational institution and not a center of research. Scientific research was the property of national academies of science. That means that the university in a "really existing socialism" was based on a schism, of two separated and co-existing entities.

But this implies that transition at the university level would consist, first of all, of the process of bringing the two together, i.e. of establishing research institutions - or at least the research entities - at the universities.

There from follows my first thesis:

(1) Since the majority of transitional countries suffer from the same illness, of different intensities and of different contents, *co-operation among transitional countries*, bi- or multilateral, would essentially contribute to healing the disease, to enabling the transitional countries to establish contemporary university and with that to bring them closer to their proper goal, to the (lets hope) an ever larger European Union.

The most helpful in the university transition might be different - and differentiated - programmes of policy making and of university governance, either bi- and multilateral or regional and international. This implies that

- (a) policy making and university governance programmes and institutions are to be strengthened and enlarged, and that

- (b) internationally funded regional programmes assisting transition have to pay attention to education, especially at the tertiary level, and to participate in its promotion and development.

From the first thesis, a need to cooperate in policy making and in university governance, I would like to develop my second thesis:

(2) Mostly small as they are, and of mostly modest economic potentials, *transitional countries need to cooperate in study programmes, especially at the postgraduate level.*

A basic and elementary reason for that is a discrepancy between the huge number of vocational profiles in the developed world and the modest quantity of them that transitional countries are able to educate and to train. Needed co-operation may be organized in such a way that universities in the region develop specialized programmes and start to serve as regional centers of excellence, both in research and in education. If some specialized co-operation does not start in the near future, and if local universities do not develop their proper networks, the gap between transitional and western universities will deepen and deepen, until it becomes unsurpassable.

From the very fact that former socialist universities have to restructure themselves so that they start with research and so that they found higher education on the results of research, I would formulate my third thesis:

(3) *There is a need for bi- or multilateral co-operation among transitional universities in research* as well. New research project proposals, intensive communication among scientists, much larger mobility of all kinds of experts is something that still has to be achieved.

But in order to make research possible, one needs to establish, or to strengthen and renew the research infrastructure. By infrastructure, I mean first of all the human potential, but research equipment as well.

Some new initiatives going in this direction, such as ROSTE, are desperately needed and more than welcome.

On top of these expectations, the new momentum of research opens a chance to start and in many cases, to resume R&D, and through that to

- contribute to the welfare of individuals and communities,
- (re)connect university and society,
- improve the social reputation of the university.

Most of the above mentioned, which of course need further discussion and detailed elaboration, may, or even should happen under the umbrella of UNESCO and be (co)financed by the international community, private foundations, particular contributions, etc.

More even development among transitional universities themselves but especially between western universities and those in the world in transition should be a common interest. Not only because of some abstract principle of justice but also because of security reasons: underdevelopment, poverty and misery are evident enemies to peace.

UNESCO might - or should - take the lead in these processes or at least offer a framework in which the transition process would gain another dimension, an additional quality.

Besides these mentioned 'weaknesses' of universities in the majority of transitional countries, there are smaller or larger centers of excellence, research teams and individuals with great international reputation and acknowledgement.

And since science is either global or it is not science, those who are internationally acknowledged already are part of the developed world, the European Union included.

So - finally - my proposal:

For the others, the middle-range researchers and university teachers the very best way to transcend the difficulties and to overcome the problems would be through their inclusion into international co-operation.

Those who are in science relatively up to date, who are familiar with actual research and equipment, who speak foreign languages, all those would develop much quicker in normal co-operation with the international scientific community than alone, in isolation.

This is why one should encourage exchange and mobility of all sorts and at any price. It would be in the interest of all of us.

Reforming the reforms. Transformations and crisis in Latin American and Caribbean universities*

Atilio A. Boron
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Universities have played a key role throughout the entire history of Latin America and the Caribbean (LAC), from early colonial times up to the present. A few of them were created immediately after the conquest, in the first half of the sixteenth century, well before the creation of some of the most renowned European and North American universities. This means that our universities are an integral part of our history. It would be very unlikely to find a major event in our countries without noticing the trace of the university. In charge of training the priests, lawyers, accountants, doctors and engineers needed to administer the vast Spanish and Portuguese empires in this part of the Earth, the university professors played a critical role during the colonial wars and the Independence at the beginning of the nineteenth century and in the ensuing national governments. Early in the twentieth century, the rebellion against the old oligarchical order launched with the University Reform in Córdoba, Argentina, in 1918, inflamed the minds and consciousness of the rising middle classes and popular sectors throughout the continent provoking major social, economic and political changes in almost every country of the region.

Today, Latin American and the Caribbean universities face a severe crisis. In the last two decades major changes have shaken them to their foundations. These changes relate both to major transformations taking place in their external environment as well as in their internal structure, organization and patterns of functioning. In the external front the universities have been challenged by the wave of the so-called "market-friendly reforms" that reshaped in socially regressive terms the very structure of our societies. Internally, LAC universities had to respond to the rapid and radical changes unleashed by these policies and by the major transformations occurring in science and technology during the third industrial revolution started in the second half of the twentieth century. To what extent have our universities been "reformed?" Why not to think that they have been merely altered instead? Have they been able to internally reform in order to improve their capacities to respond to the renewed challenges of our time? I am afraid that much of the so-called "reforms" carried out under the unchallenged inspiration of neoliberalism, only served to make things worse, jeopardizing even more the ability of our universities to answer positively to a whole array of new problems.

* During the preparation of this short speech I largely relied on the contributions made to the study of LAC universities by such fine scholars as Pablo Gentili, Pablo González Casanova, Francisco López Segre, Marcella Mollis, Domingo Rivarola, Carlos Alberto Torres, Helgio Trindade, Carlos Tunnerman Bernheim and Hebe Vessuri. I want to thank them all for the insights they were able to transmit through their writings and the possibility they gave me to benefit from their friendship and wisdom. Of course, they bear no responsibility whatsoever for the contents of this presentation.

Of course, this is a very general statement given that we are talking about an entire continent with over 800 universities and any generalization risks to be unfair to some concrete unit. Yet, in its broad terms this general picture is still valid and concerning. Much more needs to be done in order to meet the formidable challenges of our time, but not precisely in the direction of the "reforms" introduced in recent years. In an age in which the critical input is science and knowledge and the key raw material of any commodity is intelligence, the role of the education in general and of the universities in particular could hardly be exaggerated. Promotion of education at all levels, of scientific research and technological developments should be at the top of the governmental agendas of our countries. Nevertheless, nice words and eloquent statements pronounced by high ranking officials in the region have not always been followed by corresponding actions and policies. After twenty years of democratic recovery, the social and educational debt of the governments of LAC is as impressive as unforgivable. Time is running out and immediate actions have to be taken right away. If our countries fail to make a major effort to upgrade the quality of our universities and to dramatically expand the access to higher education our future will be bleak: a huge continent unable to compete in the international economy and barely kept afloat by the beauty of its beaches, the exotic ways and mores of its culture, gastronomy and popular music and dances, and the wonderful biodiversity of its rain forests, rivers and mountains. But all that will hardly be enough to survive in the turbulent waters of the international economy of the twenty-first century. In an epoch in which the most dynamic sectors of the economy are the "brain intensive industries," the importance of higher education could hardly be exaggerated.

Let us then quickly review some of the more important trends in higher education in LAC and to outline some of the major problems besieging our universities at the beginning of this century.

Major trends

There is a widespread consensus among scholars that the situation of universities in LAC can be characterized, in rough terms, as follows:

a) Massification. In accordance with world-wide trends LAC experienced a rapid expansion of the university enrolment. The number of university students rose from some 270,000 in 1950 to almost 9 million at the beginning of the twenty-first century. Impressive as they are, these figures are far from being a major achievement of our countries. They only reflect a universal trend that is even stronger in the advanced capitalist nations and in South East Asia, countries where the quantitative expansion of the university enrolment increased at even a faster pace than in LAC. Correspondingly, the number of university professors rose from some 25,000 in 1950 to about one million at the end of the century, 72 per cent of which belong to public universities.

b) Privatization. In line with the major recommendations of the Washington Consensus, the educational system was redefined as an "educational market" in which private providers were welcomed, and rules and regulations aimed at granting the quality of the university education offered to the student body were kept at very low levels. If until mid-twentieth century public universities prevailed without counterweight in the region, in the last twenty five years the situation has been radically modified. Today enrolment in private universities accounts for some 40 per cent of the total student body, but as far as the institutions are concerned almost 60 per cent of all the universities in LAC are private. A closer look at national cases show that in countries like Brazil, Chile, Colombia, Dominican Republic and El Salvador the majority of the students are enrolled in private universities, while in Argentina, Guatemala, Mexico, Paraguay, Perú and Venezuela the opposite is true.

c) Quality. The quality of university education has declined world-wide, including developed countries and underdeveloped ones as well. Many factors explain this regrettable performance, visible even in the elite institutions of North America and Europe. But the fact is that, again, as a general trend, in LAC the situation has acquired extremely concerning features. Despite efforts being made, only 7 per cent of the faculty of our universities hold doctoral degrees, and another 20 per cent hold some years of graduate studies. The overwhelming majority of our university professors, therefore, barely holds a BA degree. In addition, full time dedication is far from widespread, except in some elite programmes at graduate level.

In a word, the quantitative expansion of the system and the increasing massification of the student body did not guarantee the improvement in the quality of the university education. The expectations placed on the contribution to the improvement of quality that may have been expected from the vigorous surge of the private universities proved unrealistic. While there are in our region a small number of very good private universities, the overwhelming majority of them have been just commercial enterprises profiting from the continuing expansion of the educational demand and taking advantage of the decreased state capacities to establish and enforce astringent standards of academic quality. Contrary to what happened with the handful of very good private institutions, the rest specialized in the creation of "chalk and blackboard" careers, or in short courses which, supposedly, ensure an easy insertion in the labour market (tourism, public relations, marketing, social communication, etc.). From an entrepreneurial point of view the commercial advantage of these careers is that they require very little investment in infrastructure, libraries and laboratories, and that the professorial staff can be easily recruited and poorly paid. Their contribution to the educational and scientific development of the country is zero. The natural and biological sciences as well as the engineering sciences are almost exclusively taught in public universities. But as a business opportunity these private institutions were, in many cases, extraordinarily successful, and this is the reason why they have flourished so strongly in this part of the world.

d) Innovations. Major challenges as the ones today besieging LAC universities have prompted a variety of innovations, not all of them felicitous. Let us begin by saying that the unspoken assumptions presiding over if not all at least most of the changes introduced in university life reflect the ideological ascendancy of neoliberalism in our region. That means that, for instance, the educational system has come to be increasingly regarded as a market place and education itself - and principally higher education - has been downgraded from a citizen right into a service that, as any other in the market, must be purchased at a given price by those who can afford it. In addition, the hitherto bizarre idea that universities should be regarded as profitable, money-making institutions able to live on their own incomes, has become a sort of conventional wisdom of the times. Little wonder then if some of the innovations put into effect by the "reformed" universities have little relation with academic standards while having a strong relation with the mercantile logic that has pervaded all walks of public life in our countries in the last decades.

Among the most important innovations adopted in recent years count the diversification of courses and careers, most of them requiring shorter terms, in order to make room for a growing mass of students requiring post-secondary training; the decentralization taking place in large universities, both along regional lines and within the university itself, granting increased levels of autonomy to internal schools, faculties and institutes; the establishment of university fees and the gradual abolition of the gratuity of the education at all levels; the development of graduate courses (more than 8,000 in the region, almost exclusively offered by public universities, and highly concentrated in Brazil and Mexico, while Argentina, Chile, Colombia, Cuba, Peru and Venezuela rank in an intermediate position); the growth of distance education and the role of the new information technologies to foster the enlarged impact of tertiary education throughout society; the modification of study plans and academic curricula, in order to better respond to the needs of our time; the introduction of

accreditation and evaluation agencies, very often motivated by budgetary urgencies more than by purely academic standards; the increasing presence of foreign universities, especially United States universities, that have opened branches in our countries thanks to the loops and gaps in our legislation that, while reinforcing the mechanisms of control and surveillance of the public universities, has left the door wide open for the establishment of private ones with very little control; finally, it should be mentioned as well the positive role played by regional association of universities, like UDUAL, CSUCA, OUI, UNICA and the universities belonging to the Grupo de Montevideo.

A triple crisis of the university in Latin America and the Caribbean

Despite all these innovations, or perhaps due to the very nature of these reforms and innovations, universities in LAC are thus facing major problems. Let us summarize the most important ones.

a) Financial crisis. This matter is absolutely critical because without adequate financial support universities can neither function properly nor reform themselves. Nothing could be more mistaken than the naïve belief that reforms can be carried out when universities are in the throes of rampant financial crisis. As in any other policy area, the reformer requires additional resources of all sorts to carry out his or her plans. This is the reason why the chronic financial weakness is the Achilles' heel of LAC universities. This situation radically worsened in the last two decades after the debt crisis of 1982 and the ensuing programmes of economic stabilization and structural adjustment implemented to deal with the crisis. LAC is the region of the world with the smallest amount of money invested for each student in the tertiary level per year: some 650 dollars, against a figure almost four times bigger in Asian countries, while in the United States and Canada the annual investment per university student is around 9,500 dollars, or 14 times bigger than in LAC. It is not by chance that LAC is also the region of the world with the most unequal distribution of income and wealth. The seriousness of the problem is only highlighted when one reminds that in LAC governmental investment in higher education is by far the single most important contribution to the education bill.

Punctual comparisons of university budgets would render scandalous results. For instance, the University of California, a state institution, has in all its campuses a student body amounting to 250,000, while the UNAM, the largest university in Latin America has some 280,000 students. Relatively equal in terms of size of the enrolment, the disparity in the budgets is quite considerable. While the UC has a total budget of 7,000 millions dollars, UNAM has to make ends meet with 1,400 millions of dollars, that is, one-fifth of the former. And bear in mind that UNAM has the largest university budget of the region. Breath-taking examples of the financial crisis facing our universities could be provided for hours. Let us simply remember that student and faculty protests and strikes caused by financial troubles in LAC universities have become a common feature of our countries in recent times.

The causes of the financial crisis affecting higher education in our countries are crystal clear: the gradual but steady desertion of the governments from some of their essential responsibilities in the area. The cause of this deplorable mistake is crystal clear: the adoption of the neoliberal fundamentalism sponsored by the governments of the G-7 led by the United States, and the increasing role that organizations like the World Bank, the International Monetary Fund (IMF), the Inter-American Development Bank (IADB) and other similar institutions play in the region. It is a serious matter of concern the fact that the World Bank has become in our countries the most authoritative spokesman of the "official line" of what must be done in educational matters (and in health, environment, science, culture, etc.), pushing to substitute UNESCO in that critical role. Needless to say that a bank, no matter how it names itself, is a bank, and the natural tendency of any bank employee is to consider all things of Earth as simple items in a cost/benefit calculation grill. It goes without

saying that this mercantile ethos creates an insurmountable barrier for an adequate consideration of all educational matters. The commercial logic of the World Bank implies that education should no longer be regarded as the supreme task of the polis. Plato's vision of education as the cultivation of the spirit leading to the formation of an enlightened citizenry is replaced by the Dow Jones index of the New York Stock Exchange or by the Country Risk Scoreboard published daily by the financial sorcerers and gamblers that run the international financial system to their advantage. Under this light, education is a commodity not different from soy beans, car transmissions or tuna fish, and deserves no special treatment. Little wonder that hand in hand with the WB ideological and political ascendancy in LAC came the pressures in favour of educational privatization, deregulation, governmental retreat and so on. Pressures that, it should be underlined, are very difficult to withstand given that the governments of the peripheral areas preside over economies devastated by economic recession, orthodox policies and the external debt, making these countries extremely vulnerable to the pressures and "conditionalities" imposed on them by foreign banks under the general supervision of the IMF and the World Bank. In brief, peripheral nations have little chances to oppose the recipes of the Washington Consensus, whose conditionalities extend well beyond the realm of economics and penetrated into all aspects of social life, and education is not exempted from such a pernicious influence. The last chapter of this depressing story is the outrageous decision, that we must oppose resolutely, of the World Trade Organization to enlist higher education as one of the "services" to be included within the area of competence of the WTO. If this initiative is carried into practice all the "barriers" to the free flow of "educational services" will be removed by the signatories of the agreement, and LAC universities will have to fairly "compete" in the provision of higher education with some of the richest and strongest universities of the North.

Obsessed with fiscal superavits and subjected to a permanent blackmail by the lords of the world, the governments of the regions have slashed "unproductive" expenses, cut all sort of social programs and decentralized functions (such as education and health services, for instance) without providing adequate financial resources to the sub-national units now in charge of delivering the public goods. All these initiatives were blessed by the established powers and their ideological agents as a beneficial "devolution" of prerogatives to the inferior levels of the governmental structure, supposedly more in touch with the real people, and as a noble "empowerment" of civil society. Needless to say that both arguments are unable to pass the empirical test: the motive force behind this story is the need to produce the budgetary surplus destined to repay the external debt. Hard times like these require major financial adjustments, and education (as health, social security, etc.) has to be sacrificed to the financial markets.

b) Quality crisis. As mentioned above, there is a widespread crisis in the quality of the higher education, and not only in LAC. By and large universities seem to have been unable to adequately respond to the formidable challenges posed by the combination of rapid social changes, accelerated scientific and technological innovations, paradigmatic revolutions, massiveness, skyrocketing costs and financial restrictions. Complaints and laments are heard world-wide and while a small number of universities seem to have been able to respond more or less adequately to the new challenges of the time, for the overwhelming majority of higher education institutions the situation is exactly the opposite.

As usual, the factors at work are many. On the one hand, the educational crisis affects the system at all its levels. If the primary education is besieged by severe problems and the secondary level is regarded, even in highly advanced countries, as a sort of "disaster zone", it would be a miracle if the university system could stay apart in aloofness in front of such a situation. As a matter of fact it doesn't. Save for few exceptions, the student who enters the university brings with him/her all the problems accumulated in his/her previous passage by the primary and secondary levels. Those problems, compounded as the time passes by, explode in the university.

Massification only added to the former problem. And in this regard the worst is still to come because even today the proportion of the university-age population enrolled in higher education institutions is, in LAC, much lower than in the advanced capitalist countries and in South East Asia. That means that, other things being equal and despite the economic crisis, the numbers of young people that will be knocking at the doors of our universities is likely to double in less than twenty years. Are our institutions prepared to receive such a huge wave of new entrants? Do they have the material, personnel, organizational skills and strategic plans to cope with this formidable challenge? As of today the answer is in the negative side. But, if our universities continue to be "reformed" along the neoliberal lines their chances will be even lesser, and a major educational disaster will be waiting for us at the end of the day. A sensible reform is needed, but its blueprint is not likely to be found in the headquarters of the international agencies that so far have provided the rationale for the innovations carried out in the last twenty years. We need something different.

Quality has also been affected by major scientific and technological revolutions caused by the spectacular advances in science and engineering. At the same time, this progress brought about a new cycle of scientific advancements that prompted the crisis of the old theoretical paradigms. All these changes that hitherto had taken place along several centuries now occur in the life span of a single generation. It is only natural that these transformations had blurred the boundaries of traditional scientific disciplines making them lose their time-honoured identity. This situation is not only valid for the so-called "hard sciences" but is prevalent in the social sciences and the humanities as well, where the traditional separation between sociology, economics, political science, history and anthropology has become completely untenable these days.

Of course, a situation like the one mentioned above is fraught with unheard of challenges and circumstances having a direct impact on the organization of the university life. If the Napoleonic-Humboldtian model of university organized along the lines of the "grandes écoles" or faculties lasted a century and a half, only to collapse by mid-twentieth century, the extreme fragmentation of the American university organized along narrow departmental lines proved to have survived even less. What is the new organizational format likely to adequately respond to the unprecedented challenges posed to the university in our epoch? Nobody seems to have the answer. The only thing we know is that the financial restrictions affecting university life today cannot but compound the problem.

There are many other issues involved in the discussion of the quality crisis of higher education institutions. The growing heterogeneity of the university system, eased by the policies of deregulation and liberalization, have had as a result a system in which some outstanding institutions have to survive along with others that are mere commercial undertakings completely indifferent in front of issues of intellectual excellence and academic quality. Another factor is the low level of training of an important part of the faculty, explained by causes as diverse as the protracted military rule that devastated LAC universities, the lack of adequate policies to upgrade the qualifications of university professors, and the absence of material and intellectual stimuli to undertake a process of academic improvement by the professors.

Finally, a last reflection on the issue of quality. How are we supposed to evaluate the quality of university research and teaching? Are the methodologies currently used sound enough for such purpose? I have very serious doubts. The mercantile criteria presiding over most of the evaluation processes taking place today in LAC do not seem adequate to me to really assess the quality of the education offered to the students.

c) Purpose and autonomy of the university. The question of the purpose of the university is a critical problem totally neglected these days. In the 1960s the discussion on the "mission of the university" inflamed the Latin American public debate. The university was supposed to be the "critical consciousness of the society." In order to fulfil this mission the

university had to guarantee a rather unique combination of scientific excellence and outstanding humanistic formation; refined analytical skills joined to a vision of the good society. This thesis, rooted in the seminal theories of two great Brazilian educators, Paulo Freire and Darcy Ribeiro, provided the theoretical and doctrinal foundations for the progressive reforms experienced by LAC universities in the sixties. However, with the advent of the dictatorships, in the 1970s, the discussion was suddenly wiped out from the public scene and the idea of the university as a critical consciousness of its epoch was banned and persecuted. Unfortunately, the democratic reconstruction that started in the region at the beginnings of the 1980s failed to reintroduce once again the theme, and the question of the role of the university remained largely unsolved.

With the changes that took place in the 1990s the urgency of the question reappeared once again: what should be now, in the era of globalized capital, the purpose of the university? According to the neoliberal theoreticians and practitioners in the field, the mission of the university is to supply the kind of professional skills needed by the market. The university has to satisfy markets needs. This is the only "realistic" approach to the matter. The market is supposed to be the vital element of our society providing the material incentives for the development of different professional careers. In return, the market would assure that a wide variety of jobs are opened to accommodate the university graduates. Therefore, both the teaching programmes and the research agenda should be framed in response to the dynamics of market forces. There has been a lot of demagoguery during the inception of the neoliberal reforms in higher education in LAC. Their advocates tirelessly announced that with the proposed changes graduates would succeed in their job hunting activities. Once again, reality did not match these rosy promises. Impervious to this outcome, the neoliberal reformers and their disciples in the region insist that the markets decide what to teach and what to investigate, leaving aside extravagant courses, disciplines and research agendas. After all, who cares for a philosopher? What is his/her use? Do we really need astronomers? Should we waste our scarce resources training the youth in ancient history, or political theory? Do Latin American societies need people to study nuclear physics?

Obviously, this response is completely unacceptable for any person with a humanist formation. First, because the real history of science and knowledge in general reveals that the role played by the market was always marginal, and that the growth in the humanities and sciences was alien to commercial imperatives. Plato, Aristotle, Servetus, Linneus, Copernicus, Newton, Einstein and many others made substantial additions to the human knowledge without any kind of mercantile consideration. Despite the fact that in some countries big firms have developed important research departments, there are no compelling reasons to expect that things may be very different today. Secondly, the intrusion of market imperatives is also unacceptable because the progress of human knowledge must not be impaired, guided, or controlled by profit-making calculations. Surrendering to the despotism of the market forces may well end up in a new type of technological barbarism, likely father of all sorts of misfortunes for the mankind. The discovery and universal distribution of a vaccine against AIDS cannot be impaired by commercial considerations.

Of course, there are other responses given to the question about the mission of the university. If the first one argues for market adaptability, the traditional response favoured the production and reproduction of knowledge. This is good but still insufficient. The emphasis is often biased in the reproductive aspects of the university more than in the production of new knowledge and theories. In that case, our universities become simple reproducers, more or less sophisticated according to the circumstances, of the knowledge, theories and methodological approaches developed elsewhere and not necessarily relevant to our problems. Examples of this distortion have been typical in LAC universities. For instance, the marginal role played in our schools of medicine by the study of the Chagas disease as compared with the inordinate attention paid to physical illnesses proper of affluent societies; or the training in the use of highly sophisticated electronic instruments disregarding the basic tools of clinics needed to serve the overwhelming majority of the population. Similar

examples of academic distortion can be drawn from the exact sciences and, last but not least, the social sciences as well. In the later the propensity to fit within the limits of the dominant paradigm and the apparently irresistible tendency to imitate the intellectual fashions of the North has led to a regrettable situation in which the outstanding contributions made by LAC social scientists in the second half of the past century are nowadays almost completely ignored by the younger generations. Incidentally, it has to be noted that this professional disease: the uncritical imitation of anything produced in the North, especially if it is written in English, has become particularly acute among the economists with the consequences that our countries know too well.

Of course, the critical financial situation of our universities helps to explain this disjunction between university and society. Given that in LAC the salaries of professors and researchers have been kept at low levels, or straightforwardly frozen for years, the role of the foreign influences has become more and more crucial at the time of determining the research agenda of our universities. Thus, in order to improve their payment, our professors have to find ways to publish their work in some journals of the North, or to see how to publish their books there. If they succeed in that endeavour their salaries will be raised because the evaluating agencies in charge of assessing the "productivity" of our professors, and rewarding them accordingly, have a strong albeit unconscious racist or colonialist bias. It is important to underline the existence of this colonialist bias because, as a social scientist, I can testify that while some North American or European social science journals are excellent others are terrible; and that in LAC there are some journals as good as the best in the North, while others are definitively of poor quality. But this kind of reasoning is not very popular among the evaluating agencies and, as a result, they place a very high premium for any publication made in the North, while giving almost not credit at all for a book, not to mention an article, published in a country of the periphery of the capitalist system. The unfortunate result of this operation is that the research agenda and the curricula of our universities are increasingly dependent upon the theoretical and practical priorities established by our colleagues in the editorial boards of the journals in the North, who decide that is and what is not publishable, and in the hands of the editors of the commercial or university presses of the United States or Europe. Their priorities, needless to stress it, do not always coincide with ours, neither are they the most convenient for our societies.

Secondly, this dependence on foreign sources can also work in an indirect manner. Given that university budgets have little money to finance scientific research, in the social sciences it has become a common practice in LAC to compete for grants destined to applied social research demanded by governmental agencies. But as our states are also bankrupt, the money needed for this policy-oriented research comes from outside sources, basically from the international financial institutions and, in particular, from the World Bank. Thus, at the end of the day, our social scientists are forced to give up any pretension of developing a research agenda of their own, or of conducting long-range research as done in the 1950s and 1960s in LAC, or of working with a particular theoretical and methodological framework that may be not agreeable to the donors. In addition, this policy-oriented research is "prêt-à-porter" and has little relationship with veritable social science. Professors are expected to produce consulting reports not social science research reports. The theoretical and methodological framework is carefully specified in the contract and cannot be modified, and the findings are largely built-in in the basic premises of the theory and methods. Result: bad social science, no matter the million of dollars spent in this peculiar kind of "social research." And, even worse, no valuable knowledge produced to alleviate some of the more critical problems faced by our peoples.

As a result, university autonomy is greatly affected by its financial vulnerability. In addition, most universities in the region have also to bear the distorting influence of extra-university actors that retain the upper hand at the time of appointing rectors, presidents and deans. Of course, this influence is later disseminated throughout the entire university life, including research and teaching. This does not only happen in LAC. The influence of

governmental authorities is also felt, although in lesser degree when compared to some countries in LAC, in Europe and in the state universities of America. Moreover, in the United States, private universities are also subjected to the influence of big individual donors, rich alumni and the big enterprises that sit on their boards. Thus, the problem of academic autonomy is a major one and not only confined to LAC. However, in our countries quite often the impact is exceedingly large. Too often the voice of the government is crucial in the appointment of the rectors of many LAC universities, even against the opinion of the overwhelming majority of the faculty and students. In countries where the impact of the University Reform of 1918 has been very strong, the authorities are elected by the university community (professors, graduates and students) without any exogenous interference. Yet, this practice has been subjected to a fierce attack in recent years by the advocates of the neoliberal consensus and their allies in the university. Unfortunately, and in spite of its crucial importance, this is an issue that still has not made its way to the public agenda.

To conclude, I hope that this Forum may help to propose more realistic diagnoses of the situation of our universities, fostering the realization of comparative -across the regions- research and sponsoring a systematic debate on its findings and on the policy alternatives that are required to enable our higher education institutions to adequately respond to the challenges of our time.

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**Requisite variety, liberal democracy, fair trade:
higher education in a new century
Remarks to the closing session**

John Daniel
Assistant Director-General for Education, UNESCO

Your Excellencies and Colleagues,

You have listened to a great flow of words for three days and the rapporteurs have done a great job of holding a mirror up to your discussions and showing you what you said. A good rapporteur should follow the instruction given by a veteran civil servant to a young colleague going to take minutes at her first meeting in the job.

The advice was: 'do not write down what they said, nor what they thought, but what they would have said if they had thought'. I'd better not pursue that analogy too far but let me just say that I found the reports extremely well done.

I am more in the situation of another young civil servant, who later became a famous politician - so this is a true story. He was asked to do the minutes for the meeting of the scientific committee of the Cabinet.

'Fine', he replied, 'when is the meeting?'

'It was yesterday afternoon'.

'Well how can I take the minutes?'

'Don't worry', replied his senior, 'being at the meeting would only have confused you'.

I have not been at all the sessions. Indeed, no one could have attended everything. What I shall do, in this short commentary, is to pull together a few threads from the rich fabric of our communications and discussions. I always like to have a title, so I have called this *Requisite variety, liberal democracy, fair trade: higher education in a new century*.

Requisite variety

Let me take you back to the opening sessions. In his tour de force at the opening ceremony Minister Cristovam Buarque asked us to think about making some radical changes to universities, such as diplomas with sell-by dates, teachers on short contracts and so on. He urged students to be more rebellious, noting that it was a strange world in which the young were more conservative than the old. (In parentheses I note that this probably guarantees the situation will be reversed in the next generation.)

I juxtapose Mr Buarque's desire for a counter culture in higher education with Jamil Salmi's invitation for us to imagine other radical innovations. He suggested a long list of apparently far-fetched innovations and then gave us the punch line: all these seemingly outrageous changes to the traditions of higher education are, in fact, already reality somewhere or other around the world.

I conclude that higher education in 2003 is marked by much more diversity and much more variety than we may think. This is most encouraging. We usually talk in a warm and

rather vague way about the need for diversity. My first point is that variety is a necessity from a scientific standpoint as well.

Thirty years ago, when I was studying for a master's degree in education technology, I was introduced to the cybernetic principle of requisite variety. This principle says simply that for a system to survive in a complex and changing environment it must have a variety of responses that at least matches the variety of changes to which it will be subject.

Speaker after speaker has talked about the rapid pace of change in today's world. Against that background, assuming that we want higher education to survive and prosper, we should rejoice that higher education is showing an increasing variety of responses to its environments. Some of us may find some of those responses scary or downright dangerous, but we should be pleased that they are being made. They are part of the variety that is requisite if higher education systems are to survive and prosper.

What we must not do is to argue for a higher education monoculture, even if it happens to be a monoculture that corresponds to our own prejudices about what higher education should be. Any monoculture is a fragile ecosystem. Think of the Irish potato famine. Higher education cannot afford to be fragile in the 21st century. Robust ecosystems need biodiversity; robust higher education systems need requisite variety. That is my first point.

Liberal democracy

The eloquent statement by the Sheikha of Qatar moved us all. I do not refer only to her generous commitment to help rebuild higher education in Iraq, but to her description of the way that Qatar is reforming higher education alongside the introduction of democracy. She made a passionate plea for using education to drive forward democracy and she emphasised that there is no contradiction between democracy and Islam.

I hope that the Sheikha shamed us into recognising that in much of the rest of the world the reasoning that nourishes government policies on higher education has become a monoculture. In too many countries that reasoning is purely economic. Higher education will increase the gross domestic product.

It may do so, but the Sheikha reminded us that the human spirit does not live by the gross domestic product alone. She made me think of the references to education in the preamble to the UNESCO Constitution. Its first reference to education calls for the 'education of humanity for justice and liberty and peace', which, it says, is indispensable to the dignity of man. Justice and liberty and peace are the foundations in which democracy can grow.

There can be an interesting debate about which should come first, liberty or democracy. Historically, the older democracies developed the ideas and practices of liberty and justice before they became democracies in the current sense of the term. On the other hand, many of the newer democracies introduced electoral democracy with only a flimsy basis of individual liberty and social justice. We see daily that electoral democracy does not guarantee these other qualities of society.

What is certain, however, is that education at all levels nourishes the development of societies that are both democratic and free and communities that live in peace and practice justice. Higher education is especially important, not just for training those who maintain and promote the infrastructures of democracy and justice, but also, by developing the capacity for abstract thinking in a wide swathe of the population, to create the conditions where liberty, justice and democracy can prosper. This is not wishful thinking. I saw it happen in the countries of the former Soviet Union during the 1990s.

I found it very exciting that the Sheikha's proposal for an international forum on the relations between education and democracy came from the Arab world. I hope her aspirations are an incentive for us all to break out of a governmental discourse about higher education that is too narrowly instrumental in economic terms. That is my second point.

Fair trade

I was quoting from UNESCO's constitution. It goes on to say that:

'The States Parties to this Constitution, believing in full and equal opportunities for education for all, in the unrestricted pursuit of objective truth, and in the free exchange of ideas and knowledge, are agreed and determined to develop and increase the means of communication between their peoples and to employ these means for the purposes of mutual understanding and a truer and more perfect knowledge of each other's lives'.

I make two comments on that uplifting statement. First, you may be surprised to learn that nearly all the world's states have signed up to those words. It may not always seem that way in daily life of the nations and some of them need to be reminded of it. However, we should expect that the world's universities are fully committed to those aspirations and try to live them out in their daily academic life.

My second and more controversial point is that this statement is also a pretty good charter for intellectual and academic internationalisation and globalisation, even if the statement was agreed fifty years ago, long before the word globalisation had come into our vocabulary.

This brings me to my final comments, which are about higher education and globalisation. I'm afraid I will disappoint those of you who hoped for some red-blooded reflections on trade in higher education, either to applaud or to barrack. All I want to do, in a spirit of fair trade, is to make a plea for dialogue at several levels.

As you know, UNESCO itself has, by popular request, set up one mechanism for such dialogue, the Global Forum for Quality Assurance, Accreditation and the Recognition of Qualifications in Higher Education. That forum seems to be gathering momentum and continues to reflect UNESCO's universality in the sense that it has not been hi-jacked by particular perspectives on these issues. It is vital that the traditions of academia and the dynamics of trade continue to be the subject of dialogue at the global level.

As you know, one of the recommendations from that Forum is the revision and updating of the Regional Conventions on the Recognition of Degrees. Some consider that the world has already got beyond regions so we should aim for a global convention.

I take the view that the two are not mutually exclusive. Intensive work at the regional level will inevitably lead to more communication between regions and may require some global agreements. However, I would be sceptical of the chances of success of a process that began by tackling the issue at a world level.

So much for the global and regional level, but I want to make a plea here for more dialogue at the national level, most especially within governments, about the issue of educational trade. In too many governments there is a disconnect between the ministries that deal with education and those that deal with trade, to the extent that they sometimes say different things.

Two countries, Japan and Norway, have shown the example of good practice in this regard. In both those countries the ministry of education takes part in trade negotiations, ensuring what some call 'joined-up government'. I note that in the cases of both countries

far-sighted individuals played a key role in bringing things together. For Norway it was Kristin Clemet, Minister of Education, for Japan it was Ambassador Sato, now ambassador to UNESCO, who made this connection within Japan before he took up his appointment here.

Please encourage your own governments to get their acts together in a similar way - not least so that you can influence their discussions as they develop national policy for the General Agreement on Trade in Services. This in turn should encourage debate within institutions. Trade in higher education is not going to wash away hundreds of years of academic tradition but academics should understand its implications.

Dialogue is the key to fair trade. That is my third point.

Thank you.

J'arrive au mot de la fin et aux remerciements. Tout d'abord, je remercie les ONG, les OIG et les États membres pour leur contribution à la réussite de cette conférence mondiale + 5 et le bon déroulement du suivi sur le terrain. Dès mon arrivée à l'UNESCO il y a deux ans j'ai été très impressionné par le sérieux et l'intensité des opérations de suivi de la conférence de 1998. Nous en avons vu les fruits ces derniers jours. A cet égard je remercie mon co-président, M. André Sonko, qui préside le Comité de suivi depuis 1998.

Je félicite tous les délégués pour la bonne organisation de la réunion et je suis gré à tous mes collègues de l'UNESCO, tant au siège qu'aux bureaux hors siège et dans nos instituts et nos centres, pour le travail accompli.

Je note, tout particulièrement, la qualité des documents de travail. Grâce à tous ces rapports et documents de synthèse nous disposons d'un état des lieux sur les grandes tendances de l'évolution de l'enseignement supérieur depuis cinq ans. Ces documents constitueront de précieux outils de travail pour les États membres et les autres partenaires.

Je vous félicite aussi pour l'excellent niveau de la participation et de la qualité des communications présentées par les intervenants au niveau des commissions. Je remercie aussi les étudiants qui ont participé bénévolement à l'organisation de cet événement.

I say a special thank you to the session chairs, moderators and rapporteurs, all of whom had to deal with the challenge that God only gave us 24 hours in the day whereas UNESCO meetings need at least 25. This is particularly the case for our General Rapporteur, Jacques Proulx, and we appreciate his dedication.

I want to say a special word of thanks to my colleague Komlavi Francisco Seddoh. Ever since 1998 he has devoted himself heart and soul to the follow-up to the World Conference, making it the organising principle for all our work in higher education. He has done this with the wisdom, collegiality and good humour that we all admire so much. We are all in his debt.

Let me assure you that UNESCO will give close attention to the implementation of recommendations that you have made once the Follow-Up Committee has passed on the recommendations to the Director General. I think you can be satisfied that this mid-term assessment of the recommendations of the World Conference shows that we are on track. The task now is to press forward with the work and to integrate into our actions the new elements from this meeting.

Donc, merci à tous et bon retour chez vous.

Appendix 2: Agenda of the meeting

23 June 2003

a.m.:

- 8:00 - 10:00 Registration
- 10:00 - 11:30 Opening session
- 10:00 - 10:20 Opening address: Mr Koïchiro Matsuura, Director-General of UNESCO
- 10:20 - 10:50 Keynote address: Professor Cristovam Buarque, Minister of Education of Brazil
- 10:50 - 11:10 Special address by H.H. Sheikha Mozah Bint Nasser Abdullah Al-Misnad, First Lady of Qatar, UNESCO Special Envoy for Basic and Higher Education
- 11:10 - 11:30 Break
- 11:30 - 01:00 First plenary session
- Co-chairs: Mr John Daniel, Assistant Director-General for Education, UNESCO
Mr André Sonko, President of the International WCHE Follow-up Committee

Presentations by UNESCO and selected partners:

- 11:30 - 11:45 *UNESCO synthesis of developments in higher education (1998-2003)* (Mr Komlavi Seddoh, Director, Division of Higher Education, UNESCO)
- 11:45 - 12:00 *Mobilizing for sustainable development* (Professor Hans van Ginkel, United Nations University)
- 12:00 - 12:15 *Constructing knowledge societies: new challenges for tertiary education - A view from the World Bank* (Dr. Jamil Salmi)
- 12:15 - 12:30 *Strengthening capacity-building in research in developing countries - the role of higher education* (Dr. Berit Olsson, Sida/SAREC)
- 12:30 - 1:00 Discussion
- 1:00 - 2:30 Lunch break

Second plenary session

- Co-chairs: Mr John Daniel, Assistant Director-General for Education, UNESCO
Mr André Sonko, President of the International WCHE Follow-up Committee

Reform and innovation in higher education – Recent initiatives

- 2:30 - 2:45 *Academics as catalysts for change from within* (Professor Josep Ferrer Llop, Universitat Politècnica de Catalunya, Spain, and the Global University Network for Innovation)
- 2:45 - 3:00 *Reforming higher education in a changing society - the experience of South Africa* (Dr. Nasima Badsha, Department of Education, South Africa)
- 3:00 - 3:15 *The Bologna Process* (Professor Eric Froment, European University Association)
- 3:15 - 3:45 Discussion
- 3:45 - 4:15 Break
- 4:15 - 4:30 *Distance education and open learning - a priority area for action and a possible solution to the expansion of higher education in developing countries in Asia and the Pacific* (Mr Sheldon Shaeffer, UNESCO Bangkok)
- 4:30 - 4:45 *ICT-assisted open distance learning - The Avicenna project* (Mr Mohamed Tahar Miloudi, Division of Science Analysis and Policies, UNESCO)
- 4:45 - 5:00 *Higher education in countries in transition based on the Regional University Network on Governance and Management of Higher Education in South East Europe* (Professor Gvozden Flego, Minister of Science and Technology of Croatia)

5:00 - 5:15 *Reform and innovation in higher education: recent initiatives in Latin America and the Caribbean* (Dr. Atilio Boron, Latin American Council of Social Sciences)

5:15 - 6:00 Discussion

24 June 2003: Commissions

a.m.:

9:30 - 11:00 Commissions - First meeting

11:00 - 11:30 Break

11:30 - 1:00 Commissions - Second meeting

p.m.:

2:30 - 4:00 Commissions - Third meeting

4:00 - 4:30 Break

4:30 - 5:30 Commissions - Fourth meeting

5:30 - 6:30 Commissions - Fifth meeting: Proposals for the up-dating of the Framework for Priority Action for Change and Development in Higher Education

25 June 2003

Third plenary session

Co-chairs: Mr John Daniel, Assistant Director-General for Education, UNESCO
Mr André Sonko, President of the International WCHE Follow-up Committee

10:00 - 11:00 Presentation and adoption of Commissions reports and recommendations

11:00 - 11:30 Break

11:30 - 12:00 Presentation and adoption of General Report
General Rapporteur: Dr. Jacques Proulx, Member of the International WCHE Follow-up Committee

12:00 - 12:30 Closing remarks:
Mr John Daniel, Assistant Director-General for Education
Mr André Sonko, President of the International WCHE Follow-up Committee

Commission 1: New developments in higher education

Chair:

Mr Arun Nigavekar, President, Asia/Pacific Regional WCHE Follow-up Committee

Rapporteurs:

Ms Svava Bjarnasson, Association of Commonwealth Universities

Ms Stamenka Uvalic-Trumbic, Division of Higher Education

Mr Wang Yibing, UNESCO Bangkok

Session 1: Higher education as a public good

Moderator:

Mr Georges Malamoud, Agence universitaire de la francophonie

Speakers:

Dr. Mala Singh, Council of Higher Education, South Africa: *Higher education and research as a public good: contributions to the creation and sharing of knowledge*

Professor Robert Giroux, Association of Universities and Colleges of Canada: *Higher education as a public good - views from selected university associations*

Mr Stefan Bienefeld, National Unions of Students in Europe: *Students' perspective on higher education as a public good*

Mr Albert Motivans, UNESCO Institute for Statistics: *Financing education - investments and returns. Some relevant world education indicators based on the UIS/OECD report 2002*

Professor Héglio Trindade, Federal University of Rio Grande do Sul, Brazil: *Critical thinking and research in the context of privatization and market-driven higher education providers in Latin America*

Issues for discussion:

- Responsibility of governments to assure that higher education performs the function of public good and ways of sharing this responsibility by private and public sources
- Equity issues arising from the dichotomy of declining funding by the state budgets to higher education sectors and emergence of private for-profit and non-profit providers and trade in educational services
- Critical thinking and training with research in the context of privatization and market-driven higher education providers
- Defining policy frameworks and regulations for responsible partnerships between higher education, business and society

Session 2: ICTs, borderless higher education and new providers: new challenges, new opportunities

Moderator:

Professor Peter Okebukola, National University Commission, Nigeria

Speakers:

Prof. Dr. Mohamed-Nabil Sabry, Mansoura University, Egypt: *Open educational resources: an opportunity both developed and developing countries should not miss*

Ms Robin Middlehurst, University of Surrey, United Kingdom: *The role of transborder, private and for-profit provision in meeting demand for higher education*

Professor Bernard Loing, International Council for Open and Distance Education: *Scenarios and strategies for ICT use in higher education institutions*

Professor Uno Kimio, Keio University, Japan: *Internet broadcasting as a tool for education*

Dr. Munther Salah, Arab Open University: *Widening access through virtual and open universities - the experience of the Arab Open University*

Issues for discussion:

- Role of ICTs in widening access and in diversifying traditional higher education
- Global virtual universities and open courseware initiatives and their contribution to development
- Different effects of the ICT revolution in an increasingly technology driven context: systems level, institutional level, course level
- Challenges to assuring quality and fair recognition of qualifications in transborder provision of higher education
- Legal, regulatory and financial issues related to transborder provision of higher education

Session 3: Education agreements and trade agreements in the context of global higher education - the importance of assuring quality

Moderator:

Professor Ingrid Moses, University of New England, Australia, and International Association of University Presidents

Speakers:

Mr Kimura Tsutomu, Japan: *Quality assurance in higher education as a response to trade in education*

Mr Sjur Bergan, Council of Europe: *The relevance of the recognition conventions in the context of the trade agreements*

Mr Arun Nigavekar, President, Asia/Pacific Regional WCHE Follow-up Committee: *GATS and higher education: what is at stake for India?*

Ms Carolyn Campbell, Quality Assurance Agency for Higher Education, United Kingdom: *International quality assurance initiatives: an overview*

Issues for discussion:

- Relevance of regional conventions on the recognition of qualifications (UNESCO) in providing regulatory frameworks for quality assurance and recognition in the context of the General Agreement on Trade in Services (WTO)
- Promoting research to sustain policy developments: defining areas of priority
- Developing policy frameworks on transborder higher education: defining guiding principles
- Capacity-building in quality assurance and accreditation to assure sustainable development of higher education in developing countries
- Empowering stakeholders, especially students, in the context of transborder provision of higher education and trade in educational services

Expected outcomes of all of the above sessions:

Inputs to the revision of the Framework for Priority Action for Change and Development in Higher Education that will take into account the following:

- Proposals on how to capitalize on UNESCO regional conventions on the recognition of qualifications and other normative instruments as an alternative educational framework that will reinforce quality assurance and recognition as regulatory frameworks in the context of trade agreements
- Contribution of ICTs and transborder provision of higher education to widening access to quality higher education based on merit
- Developing guidelines for responsible partnerships between higher education, business and society
- Activities aimed at capacity-building at regional and national level in quality assurance and accreditation as mechanisms to empower academics in developing countries
- Developing information tools to empower higher education stakeholders in an increasingly diversified world of higher education provision

Commission 2: The contribution of higher education to development

Chair:

Professor Zakia Bouaziz, Member of the International WCHE Follow-up Committee

Rapporteurs:

Mr Herman Brinkoff, World Confederation of Teachers

Mr Richard Halperin, Division of Higher Education

Mr Juma Shabani, UNESCO Harare Office

Mr Claudio Rama, IESALC

Session 1: Contribution of higher education to the educational and learning systems as a whole

Moderator:

Professor Suzy Halimi, French National Commission for UNESCO

Speakers:

Mr Mamadou Ndoye, Association for the Development of Education in Africa: *What EFA needs the higher education can provide*

Professor Jean-Marie De Ketele, UNESCO Chair in Educational Science, Université catholique de Louvain, Belgium, and Université Cheikh Anta Diop at Dakar, Senegal: *Good practices for strengthening the secondary/post-secondary articulation*

Professor Shirley Walters, University of Western Cape, South Africa: *Key types of commitments for strengthening higher education/lifelong learning partnerships*

Issues for discussion:

- Education for All (EFA): Universities at the service of capacity-building in EFA, including research in all EFA disciplines, curriculum innovation, training of educational personnel, findings regarding different learning environments, planning in system-wide reforms to promote quality education

- Importance of secondary/post-secondary articulation for higher education efficiency: fractures at the secondary/post-secondary articulation point, role of higher education in articulating back to the secondary level, financial implications of higher education dropouts or of students requiring significant remediation to remain in higher education
- Lifelong learning: implementing the “Capetown Statement on Characteristic Elements of a Lifelong Learning Higher Education Institution”, harnessing partnerships between universities and other lifelong learning providers, especially non-governmental organizations; putting “age” back into the Framework for Action
- Higher education and citizenship

Session 2 : The contribution of higher education to sustainable development

Moderator:

Ms Monique Foulhoux, Education International

Speakers:

Ms Mary Joy Pigozzi, Division for the Promotion of Quality Education, UNESCO: *Higher education as a key contributor to the Decade of Education for Sustainable Development Implementation Scheme*

Mr Richard Clugston, University Leaders for a Sustainable Future (ULSF) and Global Higher Education for Sustainability Partnership (GHESP): *Higher education partnerships needed to make sustainable development work: some good practices*

Ms Alice Sena Lamptey, Association of African Universities: *HIV/AIDS: research, partnerships, awareness building*

Ms Griselda Kenyon, International Federation of University Women: *Gender equity and sustainable development: three key issues*

Ms Magda Zanoni, UNESCO Chair for Sustainable Development, Federal University of Parana, Brazil: *Universities at the service of poverty alleviation: partnerships and networks in business, agriculture, science*

Ms Christina von Furstenberg, Division of Social Sciences Research and Policy, UNESCO: *Participation and governance*

Issues for discussion:

- Higher education at the service of the United Nations Decade of Education for Sustainable Development: raising staff and student awareness of issues to re-orient research with local partners and problem-based scientific research in higher education (cf. Ubuntu Declaration); aiming evidenced-based findings at decision-makers; undertaking voluntary partnerships; the recasting of Agenda 21 in the light of the Decade; incorporating in higher education workplans activities to support the Decade’s Implementation scheme
- HIV-AIDS prevention: Higher education evidence-based findings and partnerships at the service of HIV-AIDS prevention
- Gender equity: Higher education evidence-based findings on the impact of gender equity or inequity on sustainable development; improved access for women to higher education, as students and as educators and education leaders, and its effect on sustainable development
- Poverty alleviation: Higher education evidence-based findings and partnerships at the service of poverty alleviation

Session 3: Contribution to the world of work in the knowledge-based society

Moderator:

Dr. Bikas C. Sanyal, India

Speakers:

Mr Duncan Campbell, International Labour Office: *The impact of globalisation on the world of work and its consequences for higher education*

Mr Dominique Foray, Organisation for Economic Co-operation and Development: *Impact of technological development and rapid obsolescence of knowledge and their consequences for higher education in the knowledge-based society of the industrialised world*

Professor S. Lwakabamba, Kigali Institute of Science, Technology and Management, Rwanda: *Impact of technological development and rapid obsolescence of knowledge and their consequences for higher education in the knowledge-based society of the developing world*

Mr Christian Vulliez, Chambre de Commerce, Paris: *Employers' perception and experience of the new world of work, their expectations for higher education and the role of partnership*

Mr Evrim Sen, AIESEC: *The changing profile of higher education graduates and the problem of their insertion into the world of work*

Issues for discussion:

- The impact on the world of work of globalization and the internationalization of the means of production, and the consequences of this for higher education
- More challenges for higher education: accelerating technological development and automation, rapid obsolescence of marketable skills and the emergence of a knowledge-based society
- The changing profile of higher education graduates and the problem of insertion into the employment market
- The increasing complexity of the world of work and the need for partnership between the institutions of higher education and the employers in areas of teaching, research and public service

Expected outcomes of all of the above sessions:

Proposals to be made to the Plenary: commitments to new alliances, e.g., between higher education and NGOs - in both the developed and the developing countries - to contribute to the achievement of EFA goals, multi-level (basic, secondary, technical-vocational, higher, adult and continuing), local community, government-decision-makers, new strategies for higher education to match with the world of work, UN Decade for Sustainable Development, Literacy Decade; new or strengthened networks for exchange of good practice, rosters of experts, centres of excellence per issue, etc.; changes in financing strategies, new priorities for research, new uses of evidence-based findings; models for solving thorny problems; exploiting UNESCO/UNITWIN Chairs in all of the above.

Also, proposals for the updating of the Framework for Priority Action for Change and Development in Higher Education.

Commission 3: Evolution of higher education structures and systems

Chair:

Dr. Elvira Martín Sabina, Member of the International WCHE Follow-up Committee

Rapporteurs:

Prof. Dr. Hassan Said, Malaysia

Mr N.V. Varghese, International Institute for Educational Planning

Mr Ramzi Salame, UNESCO Office in Beirut

Session 1: Transformation of higher education systems and structures

Moderator:

Mr Anibal Jozami, Chairperson of IESALC Governing Board and Rector, Universidad Nacional de Tres de Febrero, Argentina

Speakers:

Professor Andrei Marga, Member of the International WCHE Follow-up Committee: *Transforming universities: current trends at system level*

Mr Michael Baer, American Council on Education: *ICT revolution: what implications for the transformation of higher education?*

Professor Nouria Remaoun-Bengahbrit, Algeria: *Governance and management: reforming higher education systems in developing countries*

Issues for discussion:

- Based on the analysis of regional reports and addressing such topics as: types of institutions (public, private, not-for-profit, for-profit, other); types of education (length, content, curriculum development); diversification of programmes and institutions inspired by political change and ICT revolution (classical universities, non-university sector, distance education, open universities, virtual universities, technical universities, professional schools, teacher education colleges)
- Trends and reforms, including legislative (at programme level - e.g. accreditation of programmes according to their relevance to the labour market), at institutional level, at national level, at sub-regional (regional level) (e.g. for Europe - Bologna Process, re-structuring of studies (undergraduate and graduate)
- Issues of governance: institutional policy issues related to decision-making, management, and organizational culture (at institutional level - greater freedom for universities) and at system level (role and function of ministries)

Session 2: Academic freedom: Impact of its observance and non-observance on higher education quality and development

Moderator:

Mr John Akker, Network for Educational and Academic Rights

Speakers:

Mr Adebayo Olukoshi, Council for the Development of Social Science Research in Africa: *The effect of non-observance of academic freedom on higher education development*

Dr. Anne-Lise Hostmark Tarrou, Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel: *Academic freedom as an issue of new market forces*

Mr Abdelhamid Ahmady, Morocco: *Academic freedom: a regional perspective*

Dr. Andris Barblan, European University Association: *Academic freedom in the new European Higher Education Area*

Issues for discussion:

- Effect of non-observance of academic freedom within universities and teacher-training institutions on research base, production of knowledge, brain-drain, gender equity or inequity, national development and capacity-building
- Rights and responsibilities of higher-education personnel: Recent trends such as funding structures for research, cross-boarder higher-education providers, access to the Internet, etc.

Session 3: Transversality in higher education

Moderator:

Dr. Alfredo Pena Vega, EHESS/CNRS

Speakers:

Professor Edgar Morin, CNRS, France: *Scientia nova, science canonique*

Professor Jacques Ardoine, Observatoire des Réformes Universitaires, France: *Transversality - the dialogue between disciplines*

Mr Pierre Calame, Fondation Charles Leopold Mayer pour le progrès de l'Homme

Dr. Rigoberto Lanz, Centre de recherches post-doctorales de l'Université Centrale du Venezuela : *Ce que veut dire Réforme*

Professor Carlos Roberto Antunes, Ministry of Education, Brazil: *University and social exclusion*

Professor Georges Thill, *PRELUDE: Transdisciplinarity: the need to confront the complexities of reality*
Issues for discussion:

Disciplinary knowledge and scientific research do not progress solely within the limits of institutionalised compartments but also in the wider context of mutual action and reflection. The evolution of structures requires the examination of values that are more or less explicitly, implicitly, or illicitly present, and must also look for alternatives to purely administrative reforms. Among the strategies to be presented, which are also keys to the development of the Observatory for the Reform of Universities, are:

- The promotion and dissemination of often isolated and marginalized reforms
- International exchange and co-operation through virtual encounters while maintaining physically interactive ones, and
- The preservation of dialogue between citizens of a pluralistic and democratic society

Expected outcomes of all of the above sessions:

Recommendations to the plenary on: paradigms to be taken into account when diversifying and transforming programs of study and institutional structures, including management and governance capacity; better pragmatic use of normative instruments, including the 1997 Recommendation concerning Higher-Education Teaching Personnel, exchange of best practice, tapping of studies relating academic freedom to countries achieving their commitments to poverty-reduction, literacy, EFA, sustainable development, scientific development, etc.; on the rehabilitation of transversality - a major university culture - considering the fields and above all, the examples, theories and various elements originating from the different schools of thought and action, theory and practice, the scientific representation and the resulting research concepts together with the accepted practices, ideologies and policies, ethical behaviours, etc.

Also, proposals for the updating of the Framework for Priority action for Change and Development in Higher Education.

Commission 4: Internationalisation

Chair:

Professor Klaus Hüfner, President of the European WCHE Follow-up Committee

Rapporteurs:

Professor Goolam Mohamedbhai, Mauritius

Ms Katri Pohjolainen Yap, Division of Higher Education

Mr Lazar Vlasceanu, UNESCO-CEPES

Ms Michaela Martin, International Institute for Educational Planning

Session 1: Internationalisation and International Co-operation

Moderator:

Mr Mohamed H.A. Hassan, The Third World Academy of Sciences

Speakers:

Ms Eva Egron-Polak, International Association of Universities: *Internationalization of higher education: institutional perspectives viewed globally*

Professor Muhammad K. Tadjudin, University of Indonesia, Jakarta, Indonesia: *Regional networking in higher education and research: international co-operation in Asia and the Pacific*

Professor Marco Antonio R. Dias, former Director of the Division of Higher Education, UNESCO: *Networking in higher education - the experience of the UNITWIN/UNESCO Chairs Programme*

Ms Jannette Cheong, Higher Education Funding Council for England: *Innovation, networking and international collaboration: the challenge of resource and information sharing*

Mr Mohamed H.A. Hassan, The Third World Academy of Sciences: *South-South co-operation in higher education: networking centers of excellence*

Issues for discussion:

- Promotion of international co-operation based on bridging the gap between developed and developing countries, academic co-operation, and exchange of experience, considering pooled teaching, regional courses, student and staff exchange, and centres of excellence
- Academic staff and student mobility, addressing brain drain and learners' access to institutions
- Issues of funding in the context of international co-operation: state funding, private funding, donor requirements, fees, systems of diversification of funding, scholarships
- Issues of governance and institutional transformation in the context of international co-operation: government and institutional policy issues related to decision-making, management, and organisational culture

Session 2: The process of homogenisation and national concerns

Moderator:

Dr. Akilagpa Sawyerr, Association of African Universities

Speakers:

Dr. Hebe Vessuri, Institute for Scientific Investigation, Venezuela: *Science, higher education and the state, with reference to the processes of internationalisation*

Professor Akira Arimoto, Research Institute for Higher Education, Hiroshima University, Japan: *The relationship between reforms in higher education and processes of globalization*

Mr Mamadou Moustapha Sall, Conseil africain et malgache pour l'enseignement supérieur (CAMES): *Harmonising systems of higher education: constraints, achievements and goals in Francophone Africa*

Issues for discussion:

- Homogenisation and the development of national knowledge systems: types of institutions (public, private, other); types of education (length, content, curriculum development)
- Homogenisation and national concerns: identity, language, context specific values, academic values
- The role of the state and the government, addressing issues of decision-making on national, regional and global levels

Session 3: Internationalisation and the role of research in higher education

Moderator:

Professor Thomas Rosswall, International Council for Science

Speakers:

Dr. Thandika Mkandawire, United Nations Research Institute for Social Development: *Setting the research agenda: the impact of technological and economic change on the production of knowledge*

Professor Helena Sebkova, Centre for Higher Education Studies, Czech Republic: *Several aspects of higher education governance innovations in four countries of Central Europe*

Professor Guy Neave, Centre for Higher Education Policy Studies, Twente University, The Netherlands: *Higher education and research systems: training, retaining and sustaining*

Issues for discussion:

- The production of knowledge: definition of research agenda; research ownership, dissemination and publication; national research priorities and research policy; commissioned research; scientific enquiry and research relevance
- The organisation of knowledge: research training; research management; research funding; disciplinary structures; and curriculum content, organisation and delivery
- The differentiated national knowledge system: the impact of higher education massification and diversification with regard to research capacity, quality and relevance

- The sharing of knowledge: institutional, bilateral and multilateral research co-operation through regional research programs, research seminars, joint publication schemes, and joint research capacity building

Expected outcomes of all of the above sessions:

- Initiatives in international co-operation with regard to higher education policy and research, including academic exchange, training, networking and information sharing
- Sharing of best practice with regard to higher education and research funding policies and experience
- Identification of possible case studies with regard to the development of comprehensive national knowledge systems
- Proposals for the updating of the Framework of Priority Action for Change and Development in Higher Education

Appendix 3: List of participants

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Minister of Education of Brazil

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