

WORLD CONFERENCE ON HIGHER EDUCATION

Higher Education in the Twenty-first Century

Vision and Action

UNESCO, Paris, 5 – 9 October 1998

VOLUME III – COMMISSIONS

Part II

Commission Reports and Papers

Note of the UNESCO Secretariat

The present volume is part of the Proceedings of the World Conference on Higher Education (Paris 5-9 October 1998) and comprise :

- Volume I: Final Report
- Volume II: Speeches and Lectures
- Volume III: Reports of the Commissions
- Volume IV: Reports of the Thematic Debates
- Volume V: Plenary Speeches
- Volume VI: Listing of Titles of Individual Documents.

Documents are archived in the original language of delivery or in one of the language versions provided by the author. Copies can be obtained on request from the Division of Higher Education, UNESCO. Some documents are available in printed form only.

Note du Secrétariat de l'UNESCO

Le présent volume fait partie des Actes de la Conférence mondiale sur l'enseignement supérieur (Paris, 5-9 octobre 1998) et comprend :

- Volume I : Rapport final
- Volume II : Discours et exposés spéciaux
- Volume III : Rapports des commissions
- Volume IV : Rapports des débats thématiques
- Volume V : Discours en séances plénières
- Volume VI : Liste des titres des documents individuels.

Les documents sont archivés dans la langue originale du discours ou de l'une des versions transmises par l'auteur. Les copies peuvent être obtenues sur demande adressée à la Division de l'enseignement supérieur, UNESCO. Certains documents ne sont disponibles que sur papier.

Nota de la Secretaría de la UNESCO

El presente volumen forma parte de las Actas de la Conferencia Mundial sobre la Educación Superior (París 5-9 de octubre de 1998) e incluye :

- Volumen I : Informe Final
- Volumen II : Discursos y Ponencias Especiales
- Volumen III : Informes de las Comisiones
- Volumen IV : Informes de los Debates Temáticos
- Volumen V : Discursos de la Plenaria
- Volumen VI : Lista de Títulos de los Documentos Individuales

Los documentos han sido archivados en el idioma original de la intervención o de una de las versiones entregadas por el autor. Para obtener copias de los mismos mande su solicitud a la División de la Enseñanza Superior, UNESCO. Algunos documentos sólo están disponibles en papel impreso.

Note

This volume contains all texts provided in electronic version by facilitators in the 4 WCHE commissions.

No text was provided to the UNESCO Secretariat by the following persons also invited as facilitators:

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 - Trends from the Regional Consultations on Higher Education
Donald Ekong (Commission II)
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Dumitru Chitoran (Commission IV)

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Note 1: To meet UNESCO publishing standards, some editing of papers has been required.

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Foreword

The four Commissions devoted their work to the main themes of the World Conference on Higher Education: Relevance, Quality, Management and Financing, and International Co-operation. Special documents were prepared on these themes and used in the preparation of the main working document, *Higher Education in the Twenty-first century: Vision and Action*. The main author of this document is Professor de Ketele of the Catholic University of Louvain-la-Neuve, Belgium and holder of the UNESCO Chair in Science Education in Dakar. The main inputs for the preparation came from the five preparatory regional conferences in Havana, Dakar, Tokyo, Palermo and Beirut. Inputs came from the results of other meetings and the work done by other organizations. The Commissions elected their Presidents, Vice-Presidents and Reporters. The Secretariat was assured by staff designated by UNESCO.

Debates were introduced, during the first day, by the President of each Commission who presented the way the work was structured and indicated the links with the other activities such as the thematic debates. These introductions were followed by interventions by the experts who had provided elements on each theme for the main working document (Hebe Vessury: Relevance; Malcom Skilbeck: Management and Financing; Dumitru Chitoran: International Co-operation; Donald Ekong (Quality) could not attend).

In order to facilitate the debates, a number of experts were invited to introduce briefly the topic of the Conference with short presentations for clarification of specific points. Most of them actively participated in the work of the regional preparatory conferences. According to a proposal of the Steering Committee of the Advisory Board on Higher Education, they were not considered as "speakers" or "panellists". Their function was to serve as "debate facilitators". Most of these interventions were collected by the Secretariat and are presented in this volume. The debates were as open as possible and participants were called upon to be actively involved.

In this volume, UNESCO presents the main results of the discussions as reflected in the reports approved by the participants. To facilitate the interpretation of the results of the discussions, the main working document as well as the written contributions of the debate facilitators are also presented in this volume.

The Secretariat

Commission I

Relevance for Higher Education

Final Report

Prof. Carlos Tünnermann Bernheim

Principios básicos que deben guiar el diseño de las políticas en la educación superior

Prof. Michael Gibbons

Higher Education Relevance in the 21st Century

Prof. Eduardo Aponte

Diversification and organizational development of higher education: a typology of trends in the North America region and the periphery

Prof. Jerzy Woznicki

Diversification of Higher Education

Commission I - Relevance for Higher Education

Final Report

1. Opening of the Commission:
The Commission was opened by Professor Peter MEDGYES, (Hungary), representative of the Director-General, on Tuesday, 6 October 1998 at 10:00 a.m.
2. Election of the Bureau:
The Commission agreed to the composition of the Bureau as proposed by Member States, according to Article 4.A.v) of Rules of Procedure, as follows:
Chairperson: Dr. Om Nagpal, India
Vice-Chairpersons: H.E. Mr Andrew Petter, Minister of Advanced Education, Province of British Columbia, Canada; Mr Daniel Altiné, Vice-Chancellor, University of Quisqueya, Haiti; Mr Iyad Aflak, Counsellor, Permanent Delegation of Iraq to UNESCO, H.E. Mr Jusenf Vrioni, Ambassador, Permanent Delegate of Albania to UNESCO;
Rapporteur: Professor Geoffrey Mmari, Vice-Chancellor, Open University of Tanzania.
3. The commission was assigned by the Steering Committee of the World Conference on Higher Education the following topics, other topics related to relevance being dealt with in the Thematic Debates:
Session 1: Basic Principles Governing Policy Making in Higher Education; Tuesday 6 October, 10:25 a.m. - 1:00 p.m.
Session 2: Access to Higher Education: The Impact of Massification. Basic principles for access based on the Universal Declaration of Human Rights; Wednesday, 7 October, 10:00 a.m. - 11:30 a.m.
Session 3: Diversification of Higher Education; Wednesday, 7 October, 11:30 a.m. - 1:00 p.m.
Session 4: Higher Education and Capacity Building for Citizenship: Thursday, 8 October, 10:00 a.m. - 11:30 a.m.
The final session was held on Thursday, 8 October, 11:30 a.m. - 1:00 p.m.
All sessions of the commission were held in Room II.
4. Ms Hebe Vessuri (Venezuela) made a general presentation of the subject by summarizing her paper on which the Chapter on Relevance of the Working Document ED-98/CONF.202/5 was based.
5. The first session, chaired by Dr Om NAGPAL (India), was introduced by the following three facilitators: Professor Carlos Tünnermann (Nicaragua), Member of the Advisory Group on Higher Education, Mr William Saint (World Bank) who presented a paper written by Professor Michael Gibbons, and Professor Ahmadou Lamine N'Diaye (Senegal). All highlighted the complexity and multi-faceted aspects of relevance.
6. The topic of the second session, chaired by Vice-President Andrew PETTER, Minister of Advanced Education, Province of British Columbia, Canada, was introduced by Professor Suzy HALIMI (France), followed by three other facilitators, Professor Ronald Barnett (United Kingdom), Professor Carmen Garcia Guadilla (Venezuela), and Professor Jairam Reddy (South Africa). All highlighted the phenomenon of massification of higher education, still the existence of inequalities in access both nationally and internationally, and called for the transformation of higher education systems to accommodate the ever increasing flow of students of various backgrounds.
7. The topic of the third session, chaired by Vice-President Iyad AFLAK, Counsellor, Permanent Delegation of Iraq to UNESCO was introduced by Professor Jean-Claude Garric (FISE) followed by Professor Eduardo Aponte (Puerto Rico) and Professor Jerzy Woznicki (Poland). All facilitators emphasized the necessity of diversification of higher education institutions and programmes as a response to the challenges of rapid social change, to the ever-increasing demand for higher education, and to students' needs and aspirations.

8. The topic of the fourth session, chaired by Mr Daniel Altiné, Vice-Chancellor, University of Quisqueya, Haiti, was introduced by Mr Arild Tjeldvoll (Norway). He stressed that the relationship between states and the universities are subject to continuous change and give way to dominance by market forces and competition for resources.
9. During the debates that followed the presentations of facilitators, 84 delegates representing all UNESCO regions and reflecting a wide range of higher education community took the floor.
10. The debates put emphasis on the following key issues perceived as important by delegates.

(a) Meaning of the concept of relevance:

It was emphasized that relevance was a dynamic concept which could be constraining if misused and that it should be enshrined into each particular context. Several speakers underlined the importance of cultural relevance of higher education. The examples of education for aboriginal people and other minority groups were used to this effect. It was also recognized that discrimination against certain groups in society has been enacted through imposed curricula. It was expressed that the individual should not be forced into finite outcomes.

It was also expressed that relevance should encompass such concerns as environment issues, sustainable development, etc.

The question as to who should decide on relevance was raised several times. Transparency and accountability were stressed. Likewise, appropriate university-society interaction can only be achieved by fostering a productive dialogue. A suggestion was made as to the establishment of national committees to guarantee a democratically reached decision.

(b) Responsiveness to national needs:

- The necessity of adaptation of higher education to the changes that occur at previous educational levels as well as the contribution of higher education to these levels were highlighted.
- There was a general view to consider higher education as public service, calling for continuous and adequate financial commitment and support from governments; however, private institutions of higher education were seen as having a role to play and this is to complement public institutions, provided that relevance and quality are ensured.
- Teachers should be more responsive to local realities and at the same time open to international trends, particularly as regards developments in information technology.

(c) Increasing demand for higher education:

There was a general consensus to the effect that demand for higher education is exponentially increasing, triggered off by the increasing number of secondary school graduates, by enhanced mobility and the presence of other age groups looking for second opportunities. In agreement with Article 26 of the Universal Declaration on Human Rights, and considering that higher education is a key factor for development, Member States were called upon to take all necessary measures to meet these needs.

(d) Issues directly related to students:

Seven issues concerning students were raised by several speakers:

- Widening access to higher education to all groups of society with particular attention to the access of minority groups, of women, etc.
- The potential opposition between the wishes of students and the needs of society should lead to well-informed career decisions from the part of the students. Institutions and their personnels have a crucial responsibility in this regard.
- Students made a strong plea for participating actively in decision-making processes, and it was largely supported.

- Obstacles to mobility of students should be considered and removed.
- Higher education should aim at the development of the person in its wholeness. Particular emphasis was put on the development of critical thinking, creativity, problem-solving, and the capacity to contribute to the development of society.
- The phenomenon of massification necessitates the creation of new structures to support students during their studies, such as guidance services, remedial courses and preventive measures against early drop-out.
- Many speakers drew the attention to the need to duly match access to higher education, learning environment and the world of work to prevent graduate unemployment.

(e) Diversification of higher education:

Several approaches to the concept of diversification were spelled out. One of the issues was to achieve a balance between massification and diversification. Another one focused on individualization in the sense of adjusting curricula and programmes to personal talents and to encouraging imagination. Others envisaged diversification in terms of enlarging the students' choices between short and other longer programmes implying different durations for getting academic degrees, and creating appropriate institutions in regions so as to have a positive impact on the development of the region of their location. Stressing the need for complementarity between higher education institutions was viewed as a further step to diversification.

(f) Financial resources:

Developing countries, supported by numerous developed countries, stressed that limited financial resources, as well as pressures stemming from structural adjustment measures, are major constraints to expanding access to higher education and to the diversification of institutions and the programmes in view of the need for important investments in facilities, equipment, teaching/learning materials, and human resources.

A strong plea was voiced for a renewed social contract between all stakeholders at national level, as well as for a pact of solidarity at international level, including contributing to the training of the needed higher education teaching personnel and measures to stop brain drain from developing countries to developed ones.

(g) Transforming higher education:

There was general consensus that massification implies the transformation of higher education institutions, particularly with respect to:

- larger participation of students in decision-making;
- expanding opportunities for lifelong higher education;
- flexibility and interdisciplinarity of programmes;
- renewal of teaching methodologies;
- continuous up-grading and expanding the use of information technologies.

(h) Higher education and capacity building for citizenship:

- Higher education institutions can and should, through curricula and appropriate modes of governance, include the teaching and research on basic freedoms, conflict resolution, human rights and citizenship in order to sustain democracy.
- Teaching personnel was recognized to have special roles and duties to perform with respect to capacity building for citizenship both in terms of knowledge transfer and of providing patent role models of mature citizens to students.

- Democracy inside universities and the respect of institutional autonomy and academic freedom build the seed for promoting democracy and active citizenship in society. Many speakers emphasized the strain under which certain higher education institutions are operating because of situations of external conflict, political uncertainty, and civic strife.
- There was general consensus that institutions of higher education have a crucial role to play in ensuring equality of access to all minority groups and to foster positive attitudes and respect towards different ethnic and cultural backgrounds.

(i) Other issues:

Finally, the following issues pertaining to quality and financing of higher education were raised: shortage of instructional materials, teaching overload, national security funding to the detriment of higher education budget allocations.

11. The commission approved a proposal for amendment of the “Framework for priority action for change and development of higher education” to the effect that the principle of equal access to higher education stipulated in the Draft Declaration, Art. 3 (d), be reflected in the framework for priority action, requesting Member States to take appropriate measures to ensure equitable representation of minority groups in higher education.
12. UNESCO was called upon many times to ensure in its programmes the implementation of the conclusions reached by Commission I. Particularly, the inter-governmental research programme MOST (Management of Social Transformations) was mentioned as a good instrument to assist in the implementation of the conclusions of the commission as regards higher education and capacity building for citizenship.
13. As a follow-up to the work of the commission, the Bureau proposed that it should continue to operate to study, discuss and prepare proposals for the relevance of higher education in the various areas of the world.
14. In the final session, chaired by Dr Om Nagpal (India), the commission approved this report by acclamation after its presentation by the rapporteur.
15. The commission was closed by the chairperson, Dr Nagpal, who thanked UNESCO for calling this World Conference on higher education which brought together representatives of the various stakeholders in higher education. He urged all concerned to have a comprehensive view of the links between higher education and society transcending market forces and the by-products of the information age, in order for higher education to participate in the transformation of society and to contribute to building a better and happier world, materially and spiritually.

Principios básicos que deben guiar el diseño de las políticas en la educación superior

Prof. Carlos Tünnermann Bernheim

Miembro del Comité Asesor en Educación Superior del Director General de la UNESCO

Muchas gracias, señor Presidente.

En mi calidad de facilitador de esta sesión consagrada a examinar los principios básicos que deberían guiar el diseño de las políticas referidas a la educación superior, quisiera someter a la consideración de la Comisión, los principios siguientes, algunos de los cuales fueron identificados en una de las reuniones de trabajo del Steering Committee de esta Conferencia:

El conocimiento y la formación superior representan un bien social generado, transmitido y recreado, en beneficio de la sociedad, en las instituciones de educación superior. De conformidad con este principio, toda política en este nivel educativo, debería partir del reconocimiento de que cualquiera que sea su fuente de financiamiento, la educación superior es un servicio público. Por lo tanto, las instituciones de educación superior, así sean públicas o privadas, deben asumir un compromiso público, es decir, un compromiso con los intereses generales de la sociedad en la que están insertas. Si la educación superior es un bien social, aún cuando convenga diversificar sus fuentes de financiamiento en señal del apoyo que le brinda la sociedad, el Estado no puede declinar la responsabilidad de financiarla. Estas consideraciones, quizás la Comisión las quiera examinar a la luz del hecho real de la declinación o restricción del gasto público en educación superior en varias regiones del mundo.

Un principio básico en el diseño de las políticas de educación superior, en lo que concierne al acceso a la misma, es partir de lo que establece la Declaración Universal de los Derechos Humanos (1948), que garantiza el acceso a este nivel "igual para todos, en función de los méritos respectivos". Mas, no basta con garantizar el acceso. La igualdad de oportunidades debe hacerse extensiva a las posibilidades de permanencia y éxito en la educación superior. La Comisión podría debatir sobre cómo lograr que la equidad inspire las políticas de acceso a la educación superior y de permanencia en ella, a fin de propiciar realmente "el tránsito de la élite al mérito".

Otro principio señala que las políticas en educación superior deberían partir del reconocimiento de que en la sociedad contemporánea ésta asume funciones cada vez más complejas, susceptibles de dar nuevas dimensiones a su cometido esencial de búsqueda de la verdad. No sólo en lo que concierne al adelanto, transmisión y difusión del saber, sino también como centro de pensamiento crítico, como "una especie de poder intelectual que la sociedad necesita para que la ayude a reflexionar, comprender y actuar", al decir del Informe Delors. Esta función crítica o cívica debe ser ejercida, por cierto, con rigor científico, responsabilidad intelectual, imparcialidad y apego a principios éticos. La Comisión podría reflexionar sobre la tensión que puede generar la doble función de servir a la sociedad y, a la vez, ser sede del pensamiento crítico. ¿Deben las instituciones de educación superior impartir una formación para adaptarse a las necesidades de la sociedad o para propiciar su transformación y mejoramiento? ¿Cómo lograr el adecuado equilibrio entre ambas funciones?

La dimensión ética de la educación superior es otro principio que la Comisión quizás quiera examinar, ya que ella, en palabras del Director General de la UNESCO, Profesor Federico Mayor, "cobra especial relieve ahora, en los albores de un nuevo siglo, en esta época de rápidas transformaciones que afectan casi todos los órdenes de la vida individual y colectiva, y que amenazan con borrar los puntos de referencia, con deshacer los asideros morales que permitirían a las nuevas generaciones construir el porvenir".

Otra función que convendría también analizar es la función prospectiva y anticipatoria. Se dice que las universidades deben dirigir también su análisis crítico a los escenarios futuros y a la formulación de propuestas alternativas de desarrollo. En otras palabras, que deben contribuir a crear el futuro; no sólo a preverlo, sino a configurarlo, anticipándose a los acontecimientos para orientarlos, darles sentido y no simplemente dejarse conducir por ellos. ¿Deben las instituciones de educación superior diseñar sus programas para atender las demandas presentes, o deben, como se ha dicho, tener la “osadía” de preparar el mundo del mañana?

Volcadas al futuro, pero sin olvidar el pasado ni el legado de las generaciones precedentes, hay otro punto que merecería ser debatido. Se refiere a la misión cultural que las instituciones de educación superior tienen también que cumplir. Esta misión adquiere hoy día singular importancia ante el fenómeno de la globalización, que amenaza con imponernos una empobrecedora homogeneidad cultural si los pueblos no fortalecen su propia identidad y valores. El cultivo y difusión de estos valores culturales es también parte esencial de las tareas de la educación superior, que debe vincularse estrechamente con su comunidad local, regional y nacional para, desde ese enraizamiento, abrirse al mundo y, con una visión universal, forjar “ciudadanos del mundo”, capaces de comprometerse con la problemática global, de apreciar y valorar la diversidad cultural como fuente de enriquecimiento del patrimonio de la humanidad. La Comisión quizás quiera examinar este punto y debatir sobre las maneras de conciliar lo universal con lo local en el quehacer de las instituciones de educación superior.

No puede estar ausente en las políticas de educación superior el tema de la creciente importancia de su dimensión internacional. Como todos sabemos, las universidades, desde sus orígenes medievales, muestran una vocación internacional que hoy día se ve reforzada por la universalidad del conocimiento contemporáneo y, en cierta forma, también del mundo laboral. Esto nos lleva a reconocer el rol que juega la cooperación internacional en el mundo académico, como pieza clave en las políticas de educación superior. La Comisión podría examinar, como un principio orientador de las políticas, la necesidad de promover un nuevo estilo de cooperación que, sobre la base de la solidaridad y el mutuo respeto, supere las asimetrías existentes, propicie el fortalecimiento de las comunidades académicas y científicas de los países menos avanzados y revierta la tendencia a la fuga de competencias.

Nuestra Comisión está consagrada al estudio de la pertinencia. Quizás convenga tener presente en el debate, que la sociedad contemporánea espera cada vez más de la educación superior, cuya función social consiste en que a ella acude la sociedad en busca de inspiración, conocimiento, información, propuestas y soluciones. De ahí que cuando se examina la pertinencia de la educación superior es preciso referirla al amplio concepto de “pertinencia social”. A veces existe la tendencia a reducir el concepto de pertinencia a la respuesta que ésta debe dar a las demandas de la economía o del sector laboral. Sin duda, la educación superior tiene la obligación de atender adecuadamente estas demandas, pero su pertinencia las trasciende y debe analizarse desde una perspectiva más amplia, que tenga en cuenta los desafíos, los retos y demandas que al sistema de educación superior impone la sociedad en su conjunto, y particularmente, los sectores más desfavorecidos.

Vinculado a lo anterior, también corresponde examinar el punto referente a la relación con el mundo del trabajo, que hoy se haya signada por la naturaleza cambiante de los empleos y su dimensión internacional, que demandan conocimientos, dominio de idiomas extranjeros y destrezas en constante renovación y evolución. La educación superior deberá afinar los instrumentos que permitan analizar la evolución del mundo del trabajo, a fin de tomarla en cuenta en la revisión de sus programas, adelantándose en la determinación de las nuevas competencias y calificaciones que los cambios en los perfiles laborales demandarán. Este es otro principio básico, orientador de las políticas referidas al nivel terciario, que la Comisión podría debatir.

El Steering Committee de esta Conferencia estimó que hoy día una de las misiones principales de las instituciones de educación superior es la educación, la formación de ciudadanos conscientes y responsables, de ciudadanos para el siglo XXI, críticos, participativos y solidarios. La formación de ciudadanos, hombres y mujeres, en un marco de igualdad de géneros. Esta es la primera gran tarea, sobre la cual debe edificarse la preparación de técnicos, profesionales, investigadores y académicos competentes, forjados interdisciplinariamente, con una sólida formación general y especializada, teórica y práctica,

capaces de seguirse formando por sí mismos, de trabajar en equipos multidisciplinarios, y de adaptarse a los constantes cambios del mercado laboral y a las demandas de la economía y la sociedad. Para lograr todo esto, deberá promoverse el principio del adecuado equilibrio entre las funciones básicas de la educación superior, de suerte que docencia, investigación y extensión se enriquezcan mutuamente, como elementos integrantes del proceso educativo.

Otro principio, que no puede estar ausente a la hora de diseñar las políticas, se refiere a la necesidad de promover el desplazamiento del énfasis de los procesos de enseñanza a los de aprendizaje, centrándolos en el estudiante, cuyas necesidades y aspiraciones deben ser el *leit motiv* de las instituciones de educación superior. Los profesores deberían ser co-aprendices con sus alumnos y diseñadores de ambientes de aprendizajes. Deberían esforzarse por inculcar en ellos la afición al estudio y los hábitos mentales que incentiven el autoaprendizaje (“aprender a aprender”), el espíritu crítico, creativo e indagador, de suerte de propiciar el aprendizaje de por vida, la educación permanente. Pero, además, deberá estimularse en ellos el espíritu emprendedor, que les lleve a actuar proactivamente en la generación de nuevas oportunidades de empleo (“aprender a emprender”). En última instancia, las instituciones de educación superior deberían constituirse en centros de educación permanente para todos durante toda la vida, en función del mérito respectivo. La Comisión podría debatir sobre las transformaciones que será necesario introducir en las estructuras académicas y métodos de trabajo de las instituciones de educación superior si asumen la perspectiva de la educación permanente.

Además, será preciso evolucionar hacia la integración de los sistemas nacionales de educación postsecundaria, como estrategia clave en las políticas de educación superior. Sólo así se podrá estar en capacidad de atender los múltiples requerimientos de la educación permanente, que se desprenden de la evolución constante del conocimiento y de la estructura cambiante de las profesiones, así como de la necesidad de ofrecer una amplísima gama de aprendizajes, más allá de los que han constituido la tarea tradicional de la educación superior. Para que sea realmente un sistema se requiere que sea un todo coherente, que articule racionalmente sus diferentes modalidades. Deberían así preverse las necesarias articulaciones horizontales y verticales entre las distintas modalidades para facilitar las transferencias, las posibles salidas al mundo del trabajo y las reincorporaciones al sistema educativo. Ningún estudiante debería tener la impresión de que el camino que ha escogido es irremediable y que, por lo tanto, le podría conducir a un callejón sin salida.

Un punto clave en el debate de los principios, se refiere a la libertad que deben disfrutar las instituciones de educación superior para el cabal cumplimiento de sus altos cometidos. Desde sus orígenes, las universidades han demandado autonomía frente a los poderes políticos, civiles o eclesiásticos. La autonomía debe darse no sólo frente al Estado, sino también frente a otras fuerzas sociales, políticas o ideológicas que pretendan avasallarlas. La autonomía institucional y la libertad académica constituyen la atmósfera natural de las instituciones de educación superior. La autonomía se refiere a las relaciones con el Estado y la sociedad; la libertad de cátedra a la vida interna de la institución, y es la manifestación, en su seno, del derecho humano a la libertad de pensamiento y expresión. La mejor garantía de la libertad de cátedra y de investigación en una amplia autonomía institucional. Pero la autonomía implica serias responsabilidades para la universidad. Dueña de su destino, debe responder por lo que haga en el uso y disfrute de su libertad y en el cumplimiento de su misión propia. De ahí que en el actual debate, y lo vemos así plasmado en las Declaraciones de principios aprobadas en las consultas regionales preparatorias de esta Conferencia, la autonomía se concibe como una autonomía responsable, que no excluye ni dificulta la rendición de cuentas a la sociedad (“accountability”), concepto que va más allá de la simple rendición contable de cuentas y se refiere a la rendición social de cuentas, es decir, al resultado global del quehacer institucional. Es importante que esa rendición social de cuentas sea lo más transparente posible y demuestre el esmero en el uso sano y razonable de los recursos puestos a disposición de la educación superior por la sociedad y el Estado.

Otro principio orientador se refiere a las responsabilidades de la educación superior con la educación en general y, particularmente, con los niveles precedentes del sistema educativo, del cual debe ser cabeza y no simple corona. Tal responsabilidad tiene que ver no sólo con la formación del personal docente de los niveles precedentes, sino también con la incorporación en su agenda de la investigación socio educativa, el análisis de los problemas más agudos que aquejan a los sistemas educativos y las

propuestas para mejorar su calidad y métodos de enseñanza, incluyendo el estudio de las posibilidades que ofrecen las nuevas tecnologías de la información y la comunicación, cuyo acceso no debería generar una nueva forma de desigualdad o exclusión. Las instituciones de educación superior deberían asumir el liderazgo para propiciar que la “cultura de calidad y evaluación” impregne todo el sistema educativo.

Finalmente, la Comisión podría discutir la propuesta de la UNESCO acerca de la necesidad de diseñar, de cara al próximo siglo, una educación superior “pro-activa y dinámica”, que demanda para su éxito una política de Estado, una estrategia consensuada con todos los actores sociales, de largo aliento, que trascienda el ámbito temporal de los gobiernos, un nuevo “pacto social”, o “contrato moral”, como lo llama el Informe Delors, donde cada sector interesado comprometa recursos y esfuerzos para hacer realidad las transformaciones. Quizás debemos retar la imaginación y replantearnos los objetivos, la misión y las funciones de las instituciones de educación superior para que estén a la altura de las circunstancias actuales y del nuevo milenio, que ya alborea. Una educación superior impregnada de valores, los valores asociados a la promoción de la libertad, la tolerancia, la justicia, el respeto a los derechos humanos, la preservación del medio ambiente, la solidaridad y la Cultura de Paz, como la única cultura asociada a la vida y dignidad del ser humano. La educación superior contemporánea debe asimilar, de manera creativa e interdisciplinaria, los fundamentos de la Cultura de Paz, del “aprender a vivir juntos”, imprescindibles para el futuro de la humanidad y el desarrollo sostenible de los pueblos.

Muchas gracias.

Higher Education Relevance in the 21st Century

Prof. Michael Gibbons

Secretary General of the Association of Commonwealth Universities

Text presented by William Saint

I find myself today in the awkward position of presenting a paper which is not mine, while the author sits in the audience and listens, hopefully with some amusement. Yet I am pleased to do so, because this paper is an extraordinary tour de force. If you only read one of the papers from this conference, it should be this one. The author is Prof. Michael Gibbons, Secretary General of the Association of Commonwealth Universities.

Tertiary level education is unique in that it not only transmits knowledge through teaching, but it also produces new knowledge through research. Until the mid-20th century, tertiary institutions enjoyed a near monopoly on research and knowledge production. But as we approach the 21st century, substantial changes are occurring in the ways that knowledge is produced in the world. These changes are eroding the traditional monopoly of higher education institutions in the realm of knowledge production, as many competing institutional and organizational forms emerge. What are these changes? What implications will they have for universities, as we now know them, in the 21st century?

Prof. Gibbons answers these questions, and he does so brilliantly. He places the process of knowledge generation and transmission, which has mainly been the function of universities, within the larger context of an emerging global techno-economy. He argues convincingly that the imperatives of international competition have increased the importance of knowledge and of information in the innovation process, thereby prompting efforts to create more competitive approaches. With considerable insight, Prof. Gibbons analyzes the growing prevalence of knowledge production, its social and economic dynamics, and the new organizational relationships that are emerging to support the knowledge production process. The role and mission of universities--indeed the very practice of teaching and research--are being transformed. Old notions of university autonomy and academic freedom are being replaced by concerns with social accountability and market responsiveness. Teaching and research become increasingly de-linked even as they become increasingly integrated. The idea of "pure science" is becoming an antiquated abstraction as a strong problem-solving orientation defines research agendas, erases disciplinary boundaries, and re-shapes the criteria for educational quality and relevance.

If the rules for the production of knowledge--which is the very definition of science--are changing, then the criteria for relevance will shift accordingly. Three main criteria are appearing:

- *Public and social accountability* -- the contribution of higher education to national economic performance and to an enhanced quality of life.
- *Market sensitivity and demand-induced activities* -- a premium on innovation and on problem-solving.
- *Connectivity* -- the capacity to network, to forge linkages, and to establish partnerships.

Finally, the fundamental occupation of universities is being transformed. Future outputs will emphasize not only knowledge production, but also knowledge processing and configuration. As this happens, individually acclaimed disciplinary scholars will give way to innovative, participatory, communicative teams of "knowledge workers."

Prof. Gibbons' intentions in this paper are clearly stated. So are his assumptions. I believe he succeeds magnificently in arguing that traditional universities, which have weathered social storms and political tempests for five centuries, are now becoming obsolete. With equal clarity, he identifies and explains key elements of the "knowledge production system" that is replacing them.

Prof. Gibbons' thought-provoking paper contains immediate implications for all of us who labor to enhance the quality and relevance of tertiary education. Let me suggest some of them in the form of the following questions:

1. Are we right in our higher education development efforts to place so much emphasis on increasing enrolments in science and technology? Or should we instead be emphasizing curriculum reform to develop the skills needed for effective knowledge production under the new paradigm: team-building, creativity, information management, problem-definition, networking, communication skills, and social sensitivity?

2. Should we not be giving much more attention to building capacities for problem-solving research, and particularly for research management, and less attention to improving the inputs for university teaching?

3. Should we not recognize the fundamental role now played by communications technology in the process of knowledge production? Consequently, should we not be more aggressive in promoting investment in electronic communication systems, which enable university communities in developing countries to link up with sister institutions and to access global reservoirs of knowledge and information?

4. Should we not be giving less attention to the development of national policy frameworks for tertiary education, and much more attention to the development of national innovation policies?

5. Finally, all of us here are products of the traditional university paradigm, and we work on a daily basis with the vested interests concerned with university preservation. How, then, can we possibly play the role of change agents in the field of higher education?

Diversification and organizational development of higher education: a typology of trends in the North America region and the periphery

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Abstract

This paper analyzes the impact of economic restructuring and development plans in higher education institutions in terms of diversification and differentiation in the North America region and the periphery. A typology of trends was developed to determine the nature and scope of institutional change and organizational development.

1.0 Introduction

The emerging knowledge society requires a response to differentiated needs and to growing diverse demands for quality and relevance, and also entails differentiation between institutions and diversification within institutions. In this new context, competence and performance are increasingly based on knowledge and sophisticated skills regardless of where and how they have been acquired. Anticipating and responding to new education needs under financial constraints is determining and defining both quality and relevance of higher education institutions. It is estimated that two thirds of the new created jobs in the dynamic sectors (production and services) of the economy of the developed countries will require post-secondary training and higher education in order to meet the demand for the next decade and beyond (Twig & Oblinger, 1996). Diversification and access to higher education will be crucial for the distribution of economic and political power in developed and developing countries.

2.0 The new context

After the Second World War, the expansion of the North American economy promoted the massification of the higher education system. Two phases of growth and diversification related to economic restructuring, growth, and international hegemony during the Cold War period, can be delineated: (1) from 1950s to 1970s expansion and institutional diversification, (2) from 1970s to the 1980s massification and vertical/horizontal diversification of higher and post-secondary institutions; and (3) in the 1990s, a third process of selective diversification and differentiation in a new contradictory context of expansion with contraction of the post-secondary and higher education institutions (growth of some institutions while other are down-sizing programmes). These expansion processes: 'the massification-diversification phase' was determined by different factors: industrialization, urbanization, new economic and social demands; state development strategies, access funding policies and, more recently, the 'selective diversification and differentiation' is being determined by neo-liberal economic policy, post-industrial restructuring, regional integration, the impact of the technological revolution and global competitiveness.

Higher education administrators, state officials, and governing boards have accepted the proposition that higher education institutions are entering a new stage of organizational development that will be determined by state new priorities (neo-liberal economic policy) and limited financial resources (recurrent structural fiscal crisis). Paradoxically, higher education systems are entering a prolonged financial crisis at a time when industry, business leaders, and government officials are increasingly demanding that the higher education institutions expand and diversify their roles in new workforce skills, the commercialization of research, (economic value of different types of knowledge, i.e. useful knowledge) applied social policy, (market value of social and cultural knowledge) the internationalization of the curriculum and other activities related to the economic restructuring towards post industrialism, regional integration, and global competition.

The concern with new workforce skills, technological innovation, and the relevance of education has moved higher to the forefront of national debates about economic policy and societal development. In

responding to this dilemma, strategic institutional development plans are being directed (selectiveness) to new priorities: 1) the education of a new workforce with increasingly sophisticated skills (conceptual symbolic skills such as quantitative-qualitative research, and problem solving skills; oral-written interpretative-communication interpersonal skills.); 2) to provide research, development, useful knowledge, and technical assistance to government and industry; 3) collaborate in public-private partnerships with industry, business, and government agencies. Policy measures such as performance budgeting, and evaluations "down-sizing" and accountability accreditation, among others, are some of the policy instruments that are restructuring the higher education institutions.

While concerns with technological change, innovations, quality, and the new relevance of higher education have preoccupied stakeholders for many years, it is the recurrent fiscal crisis that has provided the wedge for injecting these concerns into the higher education community. The institutional orientation to market demand and the entrepreneurial organization development trends have rekindled the old debate between proprietor and non-profit institutions around the purpose of investment in education as private business or industry in relation to societal development and the public interest. Policy makers and administrators are adopting reform strategies designed to slow expenditure growth and reallocating resources into programmes and research areas that will increase business and government support for higher education by redefining it as a 'social investment'. Hence, the contradictory imperative that institutions 'do more with less' is catalyzing a wave of strategic planning, resource reallocation, performance budgeting, accountability evaluations, and restructuring that is moving higher education to a new paradigm of organizational development (H. Simsek & K. Seashore, 1994, E. Aponte, 1996) i.e. the new selective diversification-differentiation trend.

3.0 Diversification trends

Within this context, institutions will sharpen their education focus on specialized areas of institutional strength or on areas of high student demand. Many higher education institutions will depend on specialization and differentiation in their mission and will emphasize specialized differences, as opposed to their previous comprehensiveness, by developing well core-business that appeals to a well-defined niche market or 'new societal demands'. Institutions are focusing development on programmes that enhance their quality and competitiveness eliminating or reducing programmes that do not support the new mission of the institution while at the same time are funding innovative partnerships (interinstitutional collaborative efforts) to develop new programmes. This institutional development approach has also been called the "**market oriented university**" in Canada (J. Newson & H. Buchbinder, 1993) and in USA the '**corporate or consumer-centric model university**' (Barrow, 1997) (Twigg & Oblinger, 1996)); while the organizational redesign to transform the institutions has been called the 'entrepreneurial university' (Clark, 1995; Simsek & Seashore, 1994).

As a result of neo-liberal policies and economic restructuring, concerns with the new workforce requirements, relevant quality and global competitiveness, various studies and policy documents evidence seven interrelated structural organizational reforms in higher education institutions in the North America region and the developing periphery (WICHE, 1992; Barrow, 1997; Didriksson, 1997; Aponte, 1996; Clark, 1995) that entails (Simsek & Seashore, 1994) an 'organizational paradigm shift':

- 1) multidisciplinary and interdisciplinary studies (problem centered and policy action research),
- 2) an accelerated movement toward shifting research away from departments into centers and institutes,
- 3) a shift from basic research to applied research and development (specialized useful knowledge),
- 4) incorporation of learning technologies and virtual academic programmes,
- 5) a shift from teaching to the learning paradigm, (student centered-continuous learning organizations),
- 6) a shift from vertically structure bureaucratic-normative institutions to horizontally, flexible-adaptable innovative organizations,
- 7) consortium-collaborative efforts and inter-institutional, regional, and international academic programmes.

4.0 Typology of diversification trends

Recent policy efforts to transform higher education in the new context of societal development (at the center and the periphery) like national development strategies; science and technology policies are changing the institutions. The transformation can be demonstrated using a typology of trends using five change criteria to describe the 1990s selective diversification-differentiation trends as shown in figure 1.

Figure 1

TYPOLOGY OF CHANGES BEHIND THE SELECTIVE DIVERSIFICATION-DIFFERENTIATION TRENDS

From	To
1. <u>Governance and mission</u>	
-decentralized multicampus institutions	-differentiated missions-student demand, and market oriented institutions
-decentralized co-ordinated unit comprehensive institution	-centralized differentiated planned system with market-science/technology priorities>dynamic sectors demand
-urban city campus	-metropolitan universities focused on economic sectors and population groups>diversity
-community colleges	-colleges focused on specialized knowledge, economic sectors, population groups, and professional needs
-post-secondary institutions	-technology-oriented institutions focused on professional needs, industry and business demands; regional and local population groups
-traditional research/teaching in institutions	-entrepreneurial (new organizational culture) research /learning institutions (paradigm shift)
-polytechnic institutions	-specialized technological institutes-business-industry partnership higher education programmes -innovative and virtual programs/universities
2. <u>Funding</u>	
-public, private philanthropy and alumni	-public, private sector (industry, business, and philanthropy), international funding, and capital investments selective funding sources
-proportionate allocations and priority funding	-to performance and strategic budgeting
3. <u>Knowledge</u>	
-general basic scientific/social research	applied scientific, technological, and applied social research
-general and specialized knowledge	-useful and multi-specialized knowledge production and diffusion
-specialized international studies	-internationalization of the curriculum and regional/integration projects

From

To

4. Organization development

- | | |
|---|---|
| -academic departments and professional units | -entrepreneurial and consumer centric (organizational culture) learning, flexible-adaptable innovative organizations (paradigm shift) |
| -departments by knowledge disciplines (degrees) | -interdisciplinary “clusters” or centers and flexible curriculum |
| -teaching and learning in classrooms | -research/learning and doing in other settings, at a distance, internships, communities and work outside the institution |
| -exchange and internship programmes | -academic degree consortium between institutions and abroad |
| -non-degree continuous education | -degree oriented continuous education |
| -tenured institutions | -nontenured autonomous institutions |

5. Evaluation policy

- | | |
|---|---|
| - self-study accreditation and voluntary accreditation evaluation | -accountability performance continuous self evaluation and external audit systems on based process-added value-outcomes |
| -national regional accreditation | -cross-country regional accreditation policy agreements |

5.0 Concluding remarks

Several factors will determine the outcomes of the selective diversification-differentiation trends. Among them: national/state development strategies, economic policy, access policy funding, science and technology policies; institutional innovation projects, student and faculty resistance and higher education employee unions; international aid programmes, economic regional integration projects and quality assurance institutional accountability measures and state evaluation policies, to name a few. Market oriented and entrepreneurial institutions as well as private colleges, the new virtual universities, specialized knowledge higher education and post-secondary institutions will continue to transform and restructure in this new context. Institutions with more resources, funding, and innovative approaches will steer the transformation process more effectively making the new change forces an opportunity for institutional renewal and development.

The emerging knowledge society, global competition, regional integration, and the funding crisis will continue to determine and define the selective diversification-differentiation process for the next years in North America and the periphery. An institutional comparative research agenda of higher education change trends at the international level must be undertaken in order to anticipate future developments of higher education systems on a worldwide scale.

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Diversification of Higher Education

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General introduction

When confronted with hot topics in higher education, we have to carefully select the priorities for discussion. I shall try to answer the question why the diversification of higher education is worth being discussed.

The diversification of the forms and substance of higher education is a fact that has been observed for centuries. Starting from philosophy in the ancient Greece, through *trivium* and *quadrivium* in the Middle Ages, we have arrived at the number of higher education specialities that require a considerable volume to be listed. But this is not the only dimension of diversification that we have faced recently, and probably even not the most important one. The other ones are as follows:

- the strong tendency towards specialization has been balanced by a counter-tendency towards reintegration of traditionally separated domains;
- the rapid increase of the number of students in all civilized societies has provoked the demand for greater diversification of the levels and forms of higher education, reflecting the diversification of educational goals and talents of larger populations of students;
- the revolutionary development of information technologies inspired various techniques of distance and virtual teaching;
- the accelerated development of science and technology has provoked a demand for continuous and life-long learning.

Many other dimensions of the diversification could be mentioned and discussed here: the geographical and cultural diversification, organization-related and the results-related diversification - in particular. Our discussion will probably contribute to their enumeration and systematization. The fundamental question is, however, what are the positive and negative implications of the diversification of higher education. The profound analysis of the process of higher education diversification requires also many more detailed questions to be answered, e.g.:

- what are the objective and subjective moving forces of higher education diversification?
- what are the reasonable limits of further diversification of higher education?
- how to deal with diversification of higher education at the institutional level?

In my short introduction to the debate, I would like to comment only on this last question. I think that diversification of higher education is a natural and positive response to diversification of the needs of contemporary societies, and - consequently - we should not oppose it but rather look for appropriate forms and structures to be able to control it in such a way as to diminish its negative effects and profit on its advantages. One of the possible ways to do so is to make our systems of study more flexible without losing adherence to some internationally recognized standards of higher education, and - at the same time - meeting some efficiency requirements.

Flexibility of a system of study

Flexibility of a system of study means, in general, that each student has a lot of freedom in designing his/her education path. To be flexible, the system must offer the student a variety of opportunities. To be feasible it must be supported by a computer-based organizational infrastructure. Essential features of a diverse and flexible system of study include:

- ***Wide offer of programmes***

The programmes of study and continuing education are designed to meet as effectively as possible the needs of intended students, i.e. the students are allowed to design education paths of different duration,

leading to different diplomas or certificates. There are programs suitable for full-time students and part-time students with different educational background (high school graduates, 2-year college graduates, B.S. holders, and M.Sc. holders).

- **Possibility to decide on the length of education path in the course of study:**

The students can decide on the length of their education paths in the course of study, taking into account their capabilities, financial status, and other relevant factors, without being required to make difficult and restrictive choices at the time when they apply for admission or at the very beginning of the period of study.

- **Possibility to choose one (or two - in special cases) of many available specializations:**

The students admitted to the institution are offered a wide range of specializations to choose from. However, they are not required to commit to any specific area at the very beginning of their programme; instead, they are provided with an opportunity to select the field of study and, subsequently, the area of concentration, as they become more acquainted with the discipline.

- **Possibility to pursue an interdisciplinary programme:**

The students admitted to the institution are allowed to pursue interdisciplinary programmes by taking for full credit courses offered by other departments within the same institution or even courses offered by other institutions. Clearly, to offer interdisciplinary studies, a credit transfer system must be adopted by the institution.

- **Large, diversified and well-structured course offer:**

The students are provided with a large and diversified offer of courses. Some courses intended for a large number of students are offered in two or more versions that differ slightly with regard to the range of topics covered and also, possibly, with regard to the student load (number of credit points). The course offer is well-structured, i.e. courses are classified into some number of subject areas; this makes it easier for the students and their advisors to review the course offer when designing individual programs of study.

- **Freedom in design of an individual programme of study (course selection):**

The curriculum requirements are formulated so that, regardless of the selected area of concentration, a certain number of restricted elective courses or free elective courses could be included in the individual programme of study. This would allow the student to design a programme of study that well matches his/her individual interests, preferences, and professional career objectives.

- **Possibility to adjust the pace of studying to individual capabilities and preferences:**

A full-time student is allowed, within certain limits, to decide on his/her workload (the number of courses taken) each term. This makes it possible for better students to complete their programmes ahead of schedule. On the other hand, weaker students and those who take part-time employment are more likely to complete their programs, instead of being dismissed for inadequate progress or inferior performance in the courses taken. A *fast track* is accessible for extremely talented and/or extremely motivated students enabling them to obtain the Ph.D. degree after 6-7 years from the date of entering the university. On the other hand, the part-time option of the programme is available for the students whose individual capabilities or life conditions make them prefer less intensive studies.

Practical example

As an exemplification of the flexibility, I would like to outline a modern two-level system of study offering the students the following options:

- the five-year programme leading to the Master's degree;
- the sequence of two programmes: 3.5-4-year undergraduate programme leading to the Bachelor's degree and 1.5-2-year graduate programme leading to the Master's degree.

This system may be considered as a "linear combination" of two traditional systems of study, controlled by a parameter being the ratio of the numbers of students following each of the options. The values of this parameter may be set differently at various organizational units (faculties, departments) of a university. Consequently, it may be used as a convenient tool for implementing academic policies at the unit management, enabling - in particular - some organizational units to implement only one option of the system.

The general structure of this system, supplemented with the third-level studies leading to the Doctor's degree, is shown in Fig. 1. A student admitted to the undergraduate (first-level) studies, after 2 years of learning mathematics, science, basic electronics and computer engineering, selects his/her area of concentration. The third year is intended as an introduction to this area of concentration. During the last, fourth year of the first-level studies, specialization-oriented courses are taken, followed by a comprehensive final design project. The graduate (second-level) studies are also specialisation-oriented, but include in addition advanced applied mathematics and science courses, as well as individual reading and research courses. The last semester is devoted solely to the preparation of the Master's thesis.

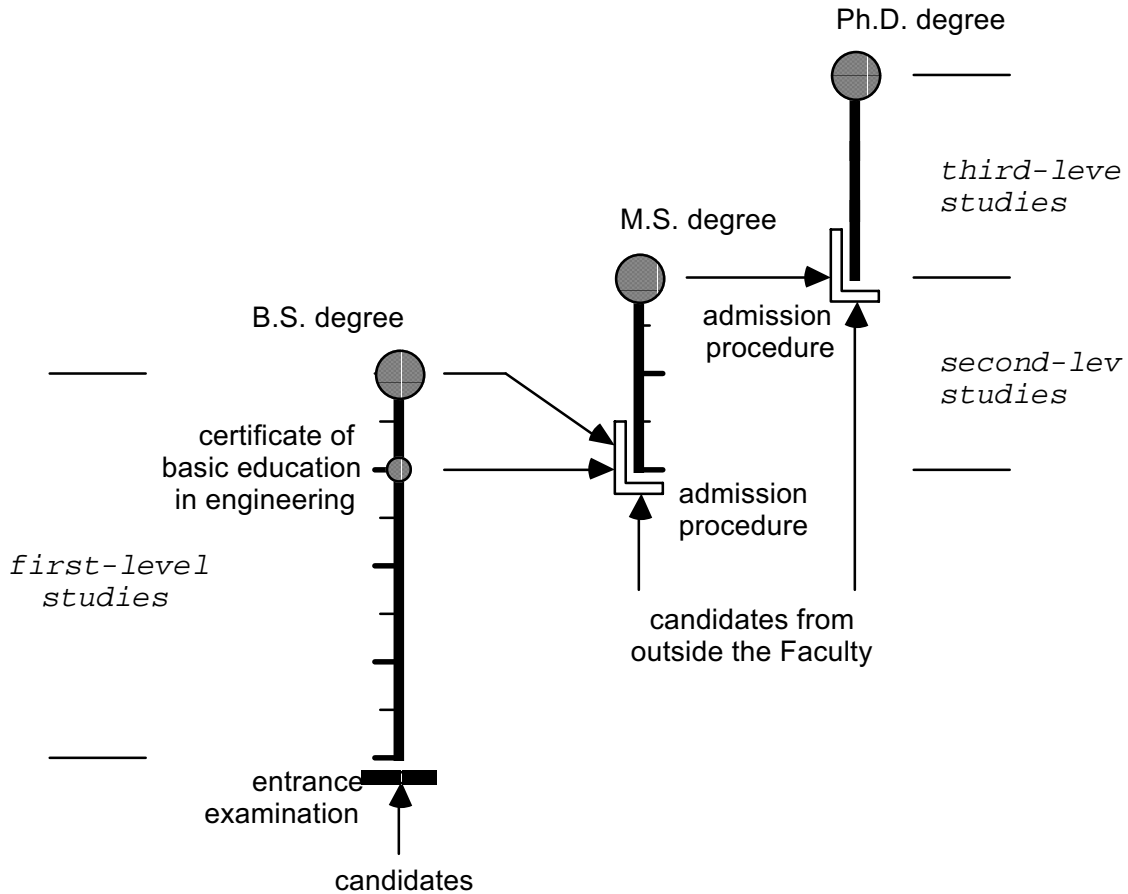


Fig. 1. Standard three-level system of study

Taking into account that the *fast track* and part-time forms of studies are included in the presented system of study, it can be seen that the system offers the student a lot of flexibility in designing his/her education path, and - consequently - a lot of flexibility in modelling his/her future professional career.

Final remark

The diversification of higher education may become a valuable feature of the society of the 21st century provided it is properly handled. Otherwise, it may produce some undesirable differentiation in the quality of educational services offered by various higher education institutions. One of the emerging instruments to deal with this problem is standardization in higher education.

Commission II

Quality of Higher Education

Final Report

Prof. Miguel Ángel Escotet

Crisis de la Calidad de la Enseñanza Superior: Desafíos ante el Siglo de la Incertidumbre

Prof. Florida A. Karani

Innovation in Curricula and Programmes: Teaching Methods and Aids, Interdisciplinarity

M. Paul Cappon

Prof. Luis Enrique Orozco Silva

La Educación a lo largo de la vida y la transformación cualitativa de la universidad

M. Jean-Luc Brun

Commission II – Quality of Higher Education

Final Report

I. Facilitators and participants

The Commission was opened by Professor Eunice Ribeiro Durham, (Brazil), representative of the Director-General of UNESCO. The Commission agreed on the Bureau's composition as proposed by Member States in accordance with Article 4.A.v) as follows:

Function	Name	Country
Chairperson	Shotn Dogndze	Georgia
Vice Chairperson	Andrew Gonzalez	Philippines
	Pieter Meyer	Netherlands
	Angel Veras Aybar	Dominican Republic
Rapporteur	Hassan Salih	Sudan

Facilitators presented their contribution at the four sessions:

- Florida Karani (Kenya)
- Basarab Nicolescu (France)
- Valerio Grementieri (Italy)
- Paul Cappon (Canada)
- Yehia Elmaghary (Egypt)
- Luis Enrique Orozco Silva (Colombia)
- Mohammad Ali Tavakol Kossari (Iran)
- Hans Uwe Erichsen (Confederation of European Union Rectors' Conferences)
- Victor Arredondo (Mexico)
- Ubaldo Zuñiga Quintanilla (Chile)
- Lauritz Holm-Nielsen (World Bank)
- Hans Hoxter (IRTAC)
- Alessandra Siniscalco (Italy)
- Jean Luc Brun (France)

II. Discussions

Debates were organized around four major themes: 1) Innovation in curricula and programmes; teaching methods and aids; interdisciplinarity, 2) Lifelong learning and the qualitative transformation; 3) Accreditation and evaluation, 4) Career guidance. The question of the very concept of quality underpinned all discussions. Quality is a complex, dynamic, historically constructed and multifaceted concept, often defined by what is lacking rather than by its contents. It reflects national, regional and global socio-economic, cultural and political visions. Thus, it is quite difficult to grasp and operationalize. But there is a general consensus that, however defined in a society, institutions of higher education must strive to achieve and sustain the highest possible standards. In order to do so, they should be able to establish mechanisms to identify and meet societal needs, engage in systematic analysis to discover their own strengths, weaknesses and opportunities, make the best use of their resources, renovate their curricula and teaching-learning methods periodically to be at the frontier of knowledge, establish trustworthy evaluation procedures at all levels,

introduce permanent staff development programmes and define the obstacles they have to face. The question of quality is related to, but not entirely dependent on, the availability of financial resources.

Quality cannot be measured only by quantitative parameters such as students/staff ratios, capacity of lecture rooms, laboratories, libraries, etc. Qualitative parameters such as academic and pedagogical competence of teaching staff, capacity to meet social demands and needs, ethical/moral aspects, degree of students' satisfaction, contribution to cultural and civic development, working and employment conditions of staff and academic mobility, should also be considered.

An important contribution of the Commission was the association of the concept of "quality" with the concept of "lifelong learning". It was recognized that lifelong learning as a form of education suits the nature of changing societies, and it is an ongoing process responding to the new social circumstances, in particular as regards the continuous professional development of academic staff. Participants also emphasized the necessity to maintain a balance between the necessary expansion of access and the endeavour to attain excellence.

The transdisciplinarity and interaction between exact/natural and social/human sciences in the first cycle of higher education were considered to be a foundation for a systemic approach to the main problems of society.

Participants agreed that academic freedom and respect for human rights have a vital bearing on the quality of higher education.

Participants agreed that periodical accreditation is important to promote and sustain quality. It was pointed out that accreditation and evaluation should be considered as different processes. However, the final decision on the accreditation of an institution or a programme should be the result of evaluation and should include a site visit by a group of experts.

Evaluation aims at improving the quality of a programme or an institution/unit. It measures the quality of performance related to the purposes, objectives and missions defined by the institution/unit being evaluated, and should include students and other major stakeholders. Evaluation needs criteria for measuring the quality of fulfilment of the aims and goals self-defined by the institution/unit. These criteria can be quantitative and/or qualitative, national and/or international. As research is an international endeavour, the evaluation criteria have to reflect international parameters. Since teaching is increasingly assisted by research and students' mobility grows, the criteria for measuring the quality of teaching should also consider international standards.

The representatives of Argentina and Uruguay expressed their concern regarding paragraph 121 of the working document (ED-98/CONF.202/5), as the last sentence constitutes an unacceptable modification of the concept of equitable access to higher education.

III. Suggested Follow-Up

The participants formulated the following suggestions for UNESCO to follow up:

1. Promote and elaborate broad criteria for the definition of the quality of higher education to serve as a base to be adopted by each country according to its national requirements and circumstances;
2. Support the creation of national and regional systems of evaluation and accreditation for higher education programmes and institutions;
3. Urge governments to allocate fixed national budgets for higher education over a certain period of time in order to ensure adequate planning and high-level quality;

4. Facilitate the exchange of information and experiences with regard to quality improvement practices carried out by different countries;
5. Promote the utilization of 1997 UNESCO Report on the Status of Teachers as a framework for follow-up action;
6. Undertake research on the establishment of qualitative criteria for measuring quality and administrative efficiency in higher education.

IV. Other Issues Raised

A representative from Latin America commented on the problem of the Spanish translation of the working document and a working group was established to improve the Spanish version of this document.

Crisis de la Calidad de la Enseñanza Superior: Desafíos ante el Siglo de la Incertidumbre

Miguel Ángel Escotet

**Profesor y Director del Instituto Internacional de Desarrollo Educativo
Florida International University, Miami, Estados Unidos**

Vivimos en un período histórico de profundas transformaciones sociales sin que existan uno o varios horizontes utópicos hacia donde dirigir el esfuerzo transformador de la juventud emergente. La sociedad avanza a un ritmo muy superior al de sus propias estructuras. La universidad reacciona por detrás de los acontecimientos. Nos esperan años de incertidumbre. *Quizá estemos ante el Siglo de la Incertidumbre.*

La universidad contemporánea debe reconocer y actuar en consecuencia con la diversificación de las sociedades en el mundo, la composición cada vez más multicultural de éstas, las características de la masificación, las estructuras de comunicación de información, la incorporación de tecnologías en la vida cotidiana, la reducción de la distancia entre lo público y lo privado, el acceso de los ciudadanos a formas de búsqueda del conocimiento distintas de las que ella emplea, las nuevas dimensiones del trabajo basadas en la capacidad de iniciativa personal y colectiva y en la corresponsabilidad de las decisiones, la interdisciplinariedad de los puestos de trabajo y la movilidad permanente de los perfiles profesionales, la movilidad geográfica y cultural, la mutación sin pausa de la sociedad definida por la incertidumbre y la complejidad, y la reducción del Estado-nación por superestructuras regionales, económicas y sociales. Todo ello conforma una globalidad epistemológica a la que se ha venido llamando “explosión del conocimiento”.

El siglo XX ha sido un siglo de certezas y la universidad produjo con vehemencia verdades absolutas. Al estudiante se le ha estado formando para un mundo inmutable y predecible a pesar de que el corazón y el cerebro intuían cambios profundos y enormes agujeros negros. Sin embargo, a través de la extraordinaria contribución de investigadores del relieve de Ilya Prigogine se perfila un nuevo siglo con concepciones menos dogmáticas. Somos parte de un mundo plural, diverso y multicultural que lleva en sus adentros en forma dialéctica el determinismo y la aleatoriedad, la linealidad y la no-linealidad, la reversibilidad y la irreversibilidad, la certeza y la incertidumbre. Esto obliga al hombre educado a ser capaz de lograr la aprehensión de la realidad en la búsqueda de la utopía.

La enseñanza superior está muy lejos de alcanzar estos objetivos. Tanto los llamados países del Norte como los del Sur, tienen a su universidad en crisis. Desde lo cuantitativo a lo cualitativo. Por supuesto, esta crisis afecta más a los países en desarrollo que a los desarrollados, especialmente en los recursos disponibles y en relación con las tasas de escolarización. La diferencia de estas tasas se ha incrementado en sólo una década en 6,8 puntos en favor de los países más desarrollados. Mayor asimetría se encuentra entre algunas regiones, como por ejemplo, África que es la región del mundo con mayor crecimiento anual de estudiantes universitarios (7,5) pero con una tasa ínfima (2,5%) y América del Norte, con el menor crecimiento de estudiantes (1,6) pero con la mayor tasa de escolarización (77,3). Quizá, la diferencia cuantitativa más notable estriba en que mientras a las instituciones de educación superior del Norte o de países desarrollados les cuesta mucho menos cada estudiante en relación con el producto interior bruto (PIB) (0,5 unidades del PIB per cápita) las universidades del Sur o de países en desarrollo necesitan casi duplicar ese esfuerzo (0,9 unidades del PIB per cápita) Pero lo que es más grave es que ese 0,9 del PIB representa solamente 651 dólares de inversión en términos absolutos, mientras que el 0,5 de los países desarrollados representa 6.520 dólares por estudiante. Esto quiere decir que como promedio, para un país pobre, gastarse 651 dólares en educación superior le exige un sacrificio doble que para un país rico invertir 6.250 dólares. Se puede decir que cuanto mayor es la base de pobreza de un país, mayor es el costo relativo por estudiante y mayor el esfuerzo en el presupuesto nacional con relación a los países ricos. Esto se refleja para estos países, en grandes bibliotecas, sistemas tecnológicos de vanguardia, centros de recursos para el aprendizaje, mayor apoyo a la investigación, mejores laboratorios y talleres, mejores sueldos de profesores y otros gastos, y a veces gastos suntuarios como verdes campos que consumen grandes cantidades de agua, desperdicio de papel con cientos de miles de boletines impresos, publicidad, memorandos, etc., que contribuyen al agotamiento forestal y a la contaminación del medio ambiente.

¿Pero esta otra cara de la opulencia con diez veces más de inversión por estudiante determina que los graduados universitarios tengan una preparación al menos diez veces mejor? Esto es, por lo menos, lo que nos diría el sentido común. Pero la verdad es que la respuesta es negativa en la mayor parte de los casos. La enseñanza universitaria es por lo general tan mala en uno como en otro sitio del planeta. Unos porque tienen escasos recursos y otros porque son hijos de las sociedades del desperdicio y se muestran displicentes ante los recursos que la sociedad pone en sus manos. En la emigración académica hacia los Estados Unidos, por ejemplo, se observa que una importante cantidad de profesores e investigadores provienen de sociedades en desarrollo, las cuales teóricamente deberían haberles proporcionado una formación mucho más débil frente al enorme aparato académico y financiero del sistema estadounidense. Pero no es así, compiten profesional y científicamente sin mayor problema. El resultado en la formación universitaria es equiparable en muchas áreas. La movilidad de profesionales no viene dada solamente por la calidad, sino también por la necesidad de puestos de trabajo y por la búsqueda de mejores oportunidades para la investigación o el desarrollo profesional. Considérese por ejemplo los casi 30.000 profesionales africanos con doctorado que trabajan en países de Europa y América del Norte. Los miles de profesionales latinoamericanos y asiáticos que trabajan en los Estados Unidos. Según Angell y Kouzminov se calcula que al comienzo de esta década existían alrededor de un millón de profesionales emigrados a países desarrollados en los último 30 años, cifra que ha crecido considerablemente en los últimos cinco años. Es decir, que ni la calidad es tan diferente entre el Norte y el Sur, ni los recursos financieros son la única base para el mejoramiento del sistema. Sí existe asimetría desde el punto de vista de cantidad o en el acceso a oportunidades.

Pero en el fondo, la cultura de la universidad se parece mucho en todos los países. Las grandes asimetrías no están precisamente en el “ethos” sino en los recursos que tienen a su disposición. Por ello, la crisis universitaria está centrada tanto dentro como fuera de la propia institución. No se le puede pedir aquello que no puede dar. Por ejemplo, se dice que la universidad no está formando el tipo de perfil que demanda el mercado laboral. La tasa de desempleo universitario en Europa se mueve aproximadamente entre el 5% y el 18% según el país, y esto sin contar con una gran mayoría de licenciados que trabajan en áreas laborales ajenas directamente a su ámbito de formación universitaria. Sin embargo, estudios sobre potenciales empleadores de los graduados universitarios, tal como veremos posteriormente, han demostrado que desconocen el tipo de profesionales que se necesitarán dentro de diez o más años, tiempo promedio para la formación secundaria y universitaria de un profesional. También la universidad, por otra parte, ha vivido muchas veces a espaldas de la sociedad, del sistema productivo y del propio sistema de ciencia y tecnología.

Pero, los problemas de la universidad son también los problemas de la sociedad. Existe una corresponsabilidad entre una y otros. Como también existe corresponsabilidad entre el subsistema de educación media y de educación superior. Esta corresponsabilidad afecta también a la propia cultura universitaria, a esa relación profesor-estudiante que forma parte de la cultura genuina de la educación: aprender a generar y compartir el conocimiento.

Pero, aquí radica la mayor de las crisis. Por un lado, la constitución de una aristocracia de la educación: el profesor universitario; por otro, un estudiante que busca más las certificaciones profesionales que el aprendizaje. Estudiantes que quieren estudiar una carrera a la carrera. Buena parte de la crisis de la calidad de la formación universitaria tiene como trasfondo esta dicotomía: la crisis de relación entre el sujeto que enseña y el sujeto que aprende. Una universidad en la cual profesores y estudiantes deben ser ante todo aprendices permanentes; y en donde los programas de estudio se diseñen, modifiquen y transmitan día a día en función de las innovaciones, nuevos conocimientos y nuevas tecnologías de enseñanza y aprendizaje. Es indispensable también que los programas tengan contenidos en función de lo que el sujeto que aprende “debe saber” y no en función de lo que el sujeto que enseña “sabe” o “cree saber”. Esto obligaría a los “docentes” a estar permanentemente en renovación de teorías, técnicas o procesos y en total relación con la generación de conocimiento que se produce dentro y fuera del contexto universitario.

Por tanto, este cambio que tiene que autoimponerse el profesor introduce una relación totalmente distinta con el estudiante, dado que transforma una filosofía educativa, en donde el aprender y el enseñar son una aventura compartida, fascinante, intrigante, necesaria, en vez de autoritaria, fatigosa y aburrida. La universidad respondería así, a lo que se pretendía en sus orígenes: una comunidad de “scholars”, de aprendices, una gran familia del conocimiento.

Sin embargo, la universidad ha dejado relegado al sujeto que aprende. Hoy se planifica antes que nada en función del cuerpo académico, más corporativista que académico. Los espacios físicos, los sistemas de remuneración, los programas de estudio, las estructuras, la organización del tiempo y otras dimensiones de la vida universitaria responden preferentemente a las necesidades del docente y del administrador, pero no necesariamente a las de la docencia o la administración universitaria. Esto último se aplica al Norte y al Sur, al Este o al Oeste. En algunos países desarrollados este comportamiento está todavía más vigente. Por ejemplo, es de sobra conocida la práctica de muchos profesores de utilizar a sus estudiantes para la propia elaboración de sus investigaciones, libros, artículos. Pero el nombre de estos colaboradores –muchas veces autores principales-- o no aparece, o se le da un segundo lugar o no ocupan en la publicación el lugar destacado que merecen en función de su trabajo; otras veces, simplemente se les agradece en letra pequeña en las oscuras páginas de una introducción. ¿Hacia dónde está centrada esta práctica? ¿Hacia el profesor o hacia el estudiante?

Este tipo de comportamiento, de esclavitud intelectual, de “racismo” académico está en contra de la misma esencia que define a cualquier situación de enseñanza-aprendizaje, cuya primera regla es la ética, la honestidad y el respeto al otro. Lo más grave es que a esta cultura centrada en el sujeto que enseña se está dando paso a otra todavía más peligrosa para la supervivencia de la genuina enseñanza universitaria: la cultura centrada en el sujeto que administra. Una universidad que empieza a estar dominada por administradores, estructuras burocráticas, estructuras de gestión y formas de gerencia que equiparan a una institución difusora y generadora de conocimiento con una empresa productora de detergentes o con una organización multinacional organizadora de viajes. Lo más parecido a la gestión universitaria es la gestión de empresas de salud como sistema administrativo de servicios a la “persona”. Y es que no se puede comparar estrictamente a una universidad con una empresa, ya que no es lo mismo manejar mercancías, que se mueven en el corto plazo del mercado, que gestionar procesos de transferencia y creación de conocimientos, que se mueven en esquemas de mediano y largo plazo.

Regresar a una comunidad de aprendizaje que integre a todos los actores universitarios debe ser el objetivo primordial para empezar a superar la crisis. Mientras no se cambien las actitudes, los valores que imperan en la cultura universitaria de hoy, difícilmente la universidad podrá superar la crisis de formación y pertinencia.

El otro gran desafío para la calidad integral se refiere a la creación de una relación estable entre universidad y sociedad. El sistema universitario no tiene muchas alianzas estratégicas con el sistema productivo que permita la creación de un espíritu de compromiso y colaboración entre ambos sistemas. Este sistema de alianzas debería ante todo orientarse a:

1. La participación total de los sectores de la economía en los programas de investigación básica y aplicada de la universidad.
2. La participación de los especialistas del sector productivo en los programas y cursos utilitarios de la universidad.
3. Insertar la universidad en un sistema de educación permanente y de formación continua dentro de la empresa u otras áreas de trabajo.
4. La relación de los sujetos que aprenden –el profesor y el alumno– con el mundo del trabajo y la cohesión social.
5. La ampliación de los ámbitos clásicos de cooperación universidad – empresa a los dominios del sistema de valores y de las industrias culturales.
6. La participación en programas de servicios y proyectos comerciales como respuesta a la socialización del mercado.
7. La financiación de programas como compensación al desarrollo de patentes, propiedades de procesos tecnológicos y *copyrights*.
8. El retorno económico de la empresa a la universidad según el número de profesionales universitarios que tiene y utiliza.
9. El compartir la infraestructura científica y tecnológica para mejorar la calidad y acelerar los procesos de transferencia.

Otro gran desafío universitario, sin duda, lo constituye la relación entre conocimiento, trabajo y desarrollo profesional. El perfil del profesional universitario de hoy, como puede observarse en los estudios sobre empleo altamente calificado de países de gran desarrollo industrial y en buena parte de los estudios “*country notes*” de la OECD en la relación a los primeros años de la educación terciaria o postsecundaria, apuestan por un profesional formado dentro de un currículum flexible, con la habilidad cognitiva de resolución de problemas, con amplia capacidad para adaptarse a nuevos procesos y tecnologías, una gran dosis de creatividad y con una firme actitud hacia una educación a lo largo de la vida o permanente (*lifelong education*). Hoy día, la formación universitaria se orienta a títulos terminales, se basa generalmente en planes de estudio rígidos, con cambios muy lentos que en nada se relacionan con el ritmo de vértigo de la acumulación de conocimientos. Por ejemplo, según potenciales empleadores en Bélgica y Suecia –dos de los países con más baja tasa de desempleo universitario, el 2,2% y 2,1% respectivamente, según OECD (*Lifelong Learning for All*, París, 1996; Tabla 1.15)– estiman que los graduados universitarios, si bien se caracterizan por ser muy trabajadores y con excelentes conocimientos en su área de especialización, tienen mala preparación en las habilidades genéricas y en las predisposiciones o actitudes hacia la creatividad, adaptabilidad y flexibilidad. Este análisis también es compartido por otros países (*Thematic Review of the First Years or Tertiary Education: Alemania, Australia, Bélgica, Dinamarca, Japón, Noruega, Nueva Zelanda, Reino Unido, Suecia, y el estado de Virginia en los Estados Unidos*; París, 1997).

Similares resultados se obtuvieron en la encuesta de trabajo muy calificado del sur del estado de la Florida de EE.UU. aplicada a empresas multinacionales de alta tecnología y del sector servicios. Lo que en ningún caso estas empresas pudieron determinar fueron los perfiles profesionales definidos en lapsos mayores a diez años y en muchos casos a sólo cinco años. Esto no debe asombrarnos. Véase solamente por ejemplo, el espectacular salto que dio el sistema Internet entre 1994 y 1998, que tomó por sorpresa a múltiples empresas de hardware y software y exigió rápidos sistemas de reciclaje de muchos de sus profesionales. Es precisamente en esta área de informática en que se están produciendo enormes cantidades de despidos y alto desempleo, en parte por el énfasis puesto en los setenta y ochenta en crear gran cantidad de ingenieros de hardware y arquitectura de sistemas complejos de computación, dentro de esquemas rígidos curriculares, además, por supuesto, por la fusión estratégica de grandes empresas del sector informático. En este mismo segundo semestre de 1998 la empresa Compaq anunció que con la adquisición de Digital que la convierte en el segundo fabricante mundial de computadoras después de IBM, eliminan 20.000 empleos de todos los niveles de entre los 31,500 empleados en todo el mundo (Houston, AP, 29 de junio de 1998).

Sin embargo, todos los estudios apuntan a que la enseñanza postsecundaria, universitaria o no universitaria, está claramente asociada a mayores ingresos individuales, menos desempleo y mayores habilidades para la promoción social. En el caso de los 25 países de alta o media industrialización reportados por la OCDE, casi todos ellos no llegan al 5% de tasa de desempleo en personas con algún tipo de educación superior en edades comprendidas entre 25 y 64 años, a excepción de España con 13,8% y Francia, Grecia e Italia con un 7%. Aquellos países con educación inferior a estudios secundarios sus tasas son mayores. Por ejemplo, el mismo caso de España llega casi al 20% (OCDE, *Education at Glance – Indicators*, París, 1997). De cualquier forma, las tasas de desempleo de educación superior siguen siendo muy altas en los países del Norte y del Sur. En los casos de países industrializados como el español o el francés en donde gran parte de los profesionales universitarios eran contratados por la administración y empresas públicas se registra un alto paro post-universitario. (*The OECD Jobs Strategy*, París 1997). El aumento de estas tasas en los países en desarrollo es debido en buena parte también, a que el gran empleador universitario, el sistema estatal o gubernamental, se está reduciendo drásticamente, como parte del sistema de competitividad internacional y los nuevos enfoques político-económicos y a su vez, el sector privado no está en condiciones de absorber la oferta profesional excedente.

Según estudios del Banco Mundial, en Asia, Oriente Medio, Norte de África y algunos países de América Latina el desempleo universitario está en aumento. En Jordania, por ejemplo ascendió a 16,5% en 1991, en Egipto se pasó en apenas cinco años del 9,6% al 16%. En Venezuela entre 1981 y 1990 la tasa de desempleo se fue de un 4% al 10,3%. Semejantes proporciones afectan también a muchos de los antiguos países del bloque socialista al pasar empresas estatales a manos privadas y al dejar de ser el estado el gran empleador.

Es decir, que no se le puede achacar a la educación superior la única responsabilidad en el desempleo universitario, en la congruencia entre habilidades cognitivas, planes de estudio y mercado laboral. De hecho, ha existido gran especulación al respecto. Uno de los pocos trabajos rigurosos realizados en este sentido por Howell y Wolff (Trends in Growth and Distribution of Skills in the U.S. Workplace, *Industrial and Labor Relations Review*, 44, 1991) no encuentra que el aumento de habilidades cognitivas en el profesional esté vinculado con las exigencias de la evolución del mercado de trabajo. Por el contrario, pudieron determinar que la tasa media del crecimiento de dichas habilidades exigidas por ese mercado descendió del 0,7% anual en los sesenta a 0,5 en los setenta y a 0,3% en los ochenta. El mercado de trabajo, si bien está exigiendo habilidades cognitivas básicas está dando gran relevancia a las habilidades afectivas y actitudinales.

Por otra parte, las previsiones para la década de los ochenta tanto de la Comunidad Europea como del gobierno de Estados Unidos sobre las profesiones del futuro para comienzos de siglo apenas coincidieron con la realidad. Lo que se estimaba que iba a ocurrir a partir del 2001, sucedió a finales de la década de los ochenta y comienzos de los noventa. Las previsiones se adelantaron diez años. (M.A. Escotet, *Aprender para el futuro*, Alianza Editorial, Madrid, 1992).

Las áreas profesionales que se perfilan para los próximos años se orientan a dos grandes áreas: Altas tecnologías en electrónica, informática aplicada, acuicultura, agroenergética, biotecnología, física de altas energías y áreas afines. Se perfilan nuevos profesionales como el ingeniero mecatrónico capaz de integrar la mecánica, electrónica, hidráulica, etc. y otras profesiones científico tecnológicas interdisciplinarias. La otra gran área está en el sector servicios. Diferentes tipos flexibles de gestión y administración continuarán teniendo gran importancia, especialmente con contenidos internacionales para responder al desafío de la globalidad de la economía. Asimismo, profesionales en los sistemas de información y comunicación con nuevos perfiles que se renovarán permanentemente a sí mismos, son previsiones que se hacen en estudios diversos. Según nuestros propios análisis, el sector servicios tendrá un espectacular crecimiento con el área de ocio y recreación. Cada vez la jornada laboral se irá reduciendo y el tiempo de ocio aumentando. Nuevas profesiones en ciencias humanas como la ludicadología que integran psicología, pedagogía, ciencias de la información y tecnología de programas de educación, juego y creación, reemplazarán los viejos esquemas de profesiones unidisciplinarias.

En definitiva, la gran transformación profesional que nos viene exigirá mayor nivel interdisciplinario, una revitalización del grupo de disciplinas relacionadas con las esferas ética y estética y un cambio total de actitud en profesores y estudiantes. Se pasará de una educación terminal a una educación permanente: es decir, el profesional del futuro estará atrapado de por vida en la educación, y educación y trabajo irán de la mano y no una a expensas de la otra.

Por todo ello, ninguna estrategia de cambio universitario que busque la calidad puede funcionar a mediano o largo plazo sino se transforma el propio sentido de orientación de la educación superior frente al desafío de la explosión del conocimiento, a la que nos referíamos antes. La universidad —mediante programas académicos, curriculum, sistemas presenciales y no presenciales y esquemas interdisciplinarios— debe contribuir directamente a hacer frente a las revoluciones del conocimiento como las llamaría Harlan Cleveland. La universidad debe integrar en forma interdisciplinaria el “saber qué”, el “saber cómo”, el “por qué”, el “saber quién” y el “para qué”. (La interdisciplina debe dirigirse hacia la comprensión de lo “otro” para poder profundizar en lo “propio”). Las respuestas a las dos primeras se manifiestan en la revolución del *poder explosivo*, la fisión nuclear hoy todavía orientada hacia la guerra y que debería derivársela hacia la cultura de la paz; en el *cambio global* dentro del concepto de desarrollo sostenible; en la *biotecnología* para transformar la relación entre bienestar y miseria; el mundo de la *comunicación* como instrumento para acercar interactivamente las personas y los pueblos y dar acceso a formas de compartir el conocimiento. Las respuestas al “por qué” y “saber quién” están entre las revoluciones del sistema de valores. Es decir, la *ética ecológica* como preservación de la diversidad en el medio ambiente y en formas cognitivas de autocontrol del hombre; la *justicia* que converge en el respeto a los derechos humanos, en la solidaridad, en la justicia social y en un profundo respeto a la libertad; la *identidad cultural* como forma multicultural e intercultural sin pérdida de la libertad de pensar por encima de los errores y prejuicios de la sociedad y el tiempo en que se vive; y la *participación* como práctica subyacente del espíritu democrático de la sociedad global. Finalmente, la universidad tiene otra gran pregunta que contestar en función del conocimiento: ¿para qué? La respuesta está en hacer frente a la permanente *revolución estética* como esa dimensión del hombre que busca la belleza, la armonía dentro del caos y el cultivo del espíritu; y a la

revolución ética como conjunto de valores opuestos a la destrucción del hombre y su hábitat, a la intolerancia, al autoritarismo y a la corrupción material o de las ideas.

Todas estas explosiones y sus ondas expansivas no vienen dadas siempre por esquemas lineales preconcebidos, organizados y simplificados. El mundo del conocimiento se mueve entre esquemas complejos de certeza y de incertidumbre. Sin embargo, la universidad y el sistema educativo en general, enseñan a manejar variables de procesos estáticos, modelos de predicción basados en series históricas, diseños curriculares lineales y verticales, solución de problemas que ya se han resuelto como un ejercicio de la memoria, aprendizaje pasivo y una precaria información en el cada día más inabarcable mundo del conocimiento.

La universidad debe ante todo enseñar a pensar, crear la actitud hacia el riesgo de pensar, ejercitar el sentido común y dar rienda suelta a la imaginación creadora. Más que a dar información, hay que estimular al sujeto que descubra el lugar donde se encuentra, a enseñarle cómo seleccionarla y utilizarla. Hay que enseñar para esquemas de incertidumbre que no es sino la vida misma. Una educación flexible para adaptarse a los cambios. Un adecuado equilibrio entre la generalidad y la especialidad. Una educación permanente inserta en la propia dinámica de la mutación e incertidumbre de la sociedad que no sólo exige poseer los conocimientos y técnicas para el desempeño de sus miembros en el mundo de hoy, sino, fundamentalmente su capacitación para aprender, reaprender y desaprender sin pausa como única solución para adaptarse al futuro.

No hay duda que la institución de educación superior por sí misma no puede hacer frente a un desafío que corresponde a toda la sociedad. Pero si alguna institución debería ser rectora en contribuir a balancear el pensamiento utópico y el pragmático, a renovar la práctica democrática, a formar el sentido ético y estético de la sociedad, a ser el motor de una nueva renovación del espíritu, esa institución es la universidad. Pero antes tendrá ella misma que cambiar, que regresar a esa misión de centrar su energía en el sujeto que aprende y no en el sujeto que enseña o administra, en hacer de su propia misión un ejercicio ético profesional lejos de la vanidad y la soberbia, capaz de sentir y actuar en beneficio del que sufre, capaz de compartir su conocimiento de la vida y dar gracias por la singular oportunidad de formar parte de un grupo privilegiado de la sociedad al que se le paga por cultivar la más maravillosa de las capacidades humanas.

Innovation in Curricula and Programmes: Teaching Methods and Aids, Interdisciplinarity

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CURRICULA

University education in Africa has persisted in historical characteristics viz :

- ♦ restructured higher education
- ♦ physical and cultural detachment
- ♦ elitism

Higher education in Africa must do more than just to propagate knowledge for its own sake, it must be instrumental to development - changing the condition of the common man and woman. Universities can play a developmental role. Universities can be laboratories for renovation of the educational system and society, can be important centres for experiment and discovery.

To attain this goal, innovation in curricula programmes is essential; starting with the mission, goals and objectives of University education which have generally been restricted to 'teaching' 'doing research' and 'publishing'. Higher education must recognize a long overdue goal as "an instrument for development and change".

Curricula must draw its inspiration from its environment: should emphasize subjects of immediate moment and long-term relevance to the nation and be relevant to the world of work.

The imbalance between science based and humanities and social science based programmes and enrolments need to be addressed.

Curriculum should focus on accelerated technological education and strategies on training inventors, experts, promoters and interpreters of scientific knowledge and technology to create scientific communities that will survive in the world of technology. De-emphasis on investing in the consolidation of a well-developed higher education system, can only be done at the expense of delay in the creation of scientific enlightened communities.

Programmes should have inbuilt utilitarian function which involve practical work in real settings with extension services, to facilitate relevance to the world of work and usefulness to the particular sectors.

Innovative educational technological delivery modalities such as distance education, through the use of electronic and print media will help spread knowledge beyond the narrow limits of the campus.

Research should produce scientific knowledge and technology that can help bring about social, cultural and economic change that will help improve the lives of the people.

TEACHING METHODS AND AIDS

Higher education must reckon that technology is growing very fast. Today we live in the global village wired by technology. Higher education cannot afford to be isolated. Higher education must source from technology to improve quality and to relate meaningfully to the world of work and industry.

Technology should not be utilized or applied for the sake of it, rather as a tool to strengthen the structure of the learning environment in order to improve learning.

Hence the wide variety of older traditional learning/teaching resource technologies (i.e. methods and aids) listed below will continue to play their role.

Strategies and Methods

- 1) Lecture/speech
- 2) Question/answer
- 3) Reaction teams/listening team/forum
- 4) Interview
- 5) Panel
- 6) Symposium
- 7) Convention
- 8) Conference
- 9) Seminar
- 10) Short course
- 11) Institute
- 12) Workshop
- 13) Clinics
- 14) Colloquy
- 15) Committee
- 16) Role play
- 17) Skit
- 18) Brainstorming
- 19) Buzz sessions
- 20) Case study
- 21) Demonstration
- 22) Laboratory Experiments
- 23) Field trip
- 24) Practical work
- 25) Apprenticeship
- 26) Correspondence course
- 27) Directed individual study
- 28) Programmed instruction
- 29) Home visit
- 30) Library service
- 31) Community services

Aids

- 1) Chalkboard and other boards e.g. flannel board, flip charts etc.
- 2) Charts/maps/globes
- 3) Graphs
- 4) Posters
- 5) Photograph and drawing/flat pictures
- 6) Film
- 7) Filmstrip
- 8) Opaque projects
- 9) Overhead projects
- 10) Recording and playback devices
- 11) Slides, video tapes
- 12) Bulletin board
- 13) Exhibits/displays
- 14) Magazine
- 15) Newspaper
- 16) Publication
- 17) Encyclopedia
- 18) Radio

- 19) Television
- 20) Cartoons/puppets
- 21) Comics
- 22) Kits and learning systems
- 23) Museums and zoos
- 24) Cameras e.g. polaroid land camera/speed graphic camera/33 mm camera
- 25) Realia
- 26) Resource people
- 27) Institutional museum
- 28) Scroll theatre
- 29) Simulation devices
- 30) Simulation games
- 31) Books/workbooks
- 32) Teaching machines

Electronic Educational Technologies

Electronic communication has the advantage of speed and sourcing a large number of professionals separated in time and space, and reaching many learners instantaneously. Some of the electronic educational technologies which are being utilized with good results and which need to be further exploited are:

- 1) Computer based instructional technologies
- 2) Satellite/internet
- 3) Instructional television
- 4) Closed circuit television
- 5) Teleconferencing

INTERDISCIPLINARITY

- Establishment of teaching units and learning resource centres in all institutions of higher learning and training university teachers in pedagogy are desirable, as this will not only contribute to the quality of teaching, but will provide a platform for interaction between disciplines.

- Fast and rapid change in education, the rise of new disciplines such as computer education, the deteriorating quality of teaching brought about by large numbers of students entering higher education institutions, the information revolution and diminishing financial resources call for the establishment of teaching and learning units.

- Inter-university computer links should help to promote interdisciplinary interaction.

- Interdisciplinary research is best placed to address developmental problems.

- African universities should establish networks for mutual benefit and to facilitate inter-university/interdisciplinary activity.

- Pilot resource centres established in selected regional centres should also facilitate inter-university, interdisciplinary activities.

- Training should adopt thematic approaches that are problem-solving in orientation (to address development challenges) but which are pertinent across the disciplines in socio-economic, political and scientific contexts.

M. Paul Cappon
Canada

Monsieur le Président de la Commission,
Monsieur le Vice-Président,
Excellences,
Chers collègues,
Mesdames et messieurs,

Il me fait plaisir de vous faire part de quelques observations qui pourraient nous aider à orienter notre discussion sur la transformation de l'enseignement supérieur par le processus de l'apprentissage tout au long de la vie.

Afin de situer le débat, permettez-moi de citer les propos récents de M. Jacques Delors aux récentes Assises pancanadiennes de l'éducation. En tant que Président de la Commission de l'UNESCO portant sur l'éducation, M. Delors a déclaré que le concept de l'apprentissage tout au long de la vie n'est pas neuf, mais qu'il n'a pas encore été sérieusement appliqué de façon systématique nulle part dans le monde, et que c'est justement par la transformation qualitative de l'enseignement supérieur que nous pourrions atteindre cette société d'apprentissage (learning society) dont on rêve aujourd'hui.

Permettez-moi donc de mentionner quelques-uns des éléments nécessaires à cette transformation qualitative de l'enseignement supérieur, éléments qui ne ressortent pas de façon évidente du cadre d'action prioritaire pour le changement et le développement de l'enseignement supérieur.

1. Expectations

Each national or regional system of tertiary education needs to make clear to its constituent institutions a precise set of public expectations, which represent the values and expected outcomes of the system generally and individual institutions specifically. For example, if we agree with Mr Jacques Delors' statement that "universities should position themselves at the very core of lifelong learning by opening their doors to citizens of all ages" and that "this would of course require a new type of organization," we must then be specific about how institutions within the tertiary sector could work together and with government in order to achieve this outcome.

2. Differentiation

Of course, I agree that a transformed higher education system would promote effective articulation of its different sectors, such that the system becomes a "seamless web" for students transiting it throughout their lives. This should not, however, imply that this "seamless web" is composed of interchangeable parts. On the contrary, student mobility does not require universality of structures and organization of institutions, but instead implies clear differentiation concerning expectations and requirements of each type of institution, together with far-reaching agreements among these institutions for facilitating the learning pathways and mobility of students.

3. Role of basic sciences, social sciences, and humanities

The drive toward lifelong learning should not imply that all change should be toward the acquisition of applied, career-specific skills, which are immediately marketable. While these are obviously important at the level of polytechnics, community colleges, and professional programs, it is also true that the natural sciences, social sciences, and humanities remain at the core of the university. Furthermore, these core disciplines, and the values inherent within them, also provide skills that are important to employment prospects, as well as to personal growth, social development, and a sense of civic responsibility.

4. Role of technology-mediated learning in the transformation of higher education

There is no doubt that information and communication technology (ICT) will transform education at all levels, including tertiary education. There exists, however, serious doubt about whether ICT will be properly harnessed in support of lifelong learning, as opposed to continuing education or the pursuit of private gain by well-capitalized entrepreneurs. The challenge of correctly harnessing technology-related learning in support of higher education has at least four principal elements that should be taken up in the work of UNESCO subsequent to this world conference:

- i. There should be no artificial transition to the use of ICT in tertiary education. The basic tools should be mastered by students before accessing higher education, to ensure a seamless transition into tertiary education. As a result, students will continue to use these tools with confidence throughout their lives, while adapting to new ones that will be introduced. This element presents great challenges, particularly for developing countries.
- ii. Application of technology-mediated learning should become as frequent and effective in core university disciplines as in professional and technical programs. If it is not, then the two types of programs will follow increasingly divergent paths. The core disciplines will not be transformed, but will be increasingly alienated from technological change in tertiary education, while the professional and technical programs will be progressively privatized.
- iii. Students should be induced to develop equal levels of comfort with both traditional and technology-mediated patterns of teaching and learning.
- iv. A significant challenge for higher education systems in most countries will be the design of linguistically, socially, and culturally distinctive pedagogical materials for technologically mediated delivery. Otherwise, the probability of international standardization will be high. Linked to this issue is that of selection of technological tools appropriate to a country's unique character and current objective needs.

With regard to these aspects, I believe that UNESCO has a particular responsibility to pursue international discussion and analysis, at this conference and in a structured follow-up to it.

Chers collègues, Mesdames et Messieurs, je vous remercie de votre attention.

La Educación a lo largo de la vida y la transformación cualitativa de la universidad

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1. Introducción.

Vivimos un mundo globalizado y, en él, el nuevo papel del conocimiento en la producción, las formas nuevas de producir conocimiento, la internacionalización de las instituciones que ofrecen el servicio educativo de nivel superior, los nuevos esquemas de interacción con el sector externo, conforman un escenario movedido que obliga a las instituciones a planificar estratégicamente sus formas de intervención en la sociedad. En tal modificación la preocupación primera tiene que ver, con la forma cómo las afecta el entorno nacional e internacional, en la redefinición de sus tareas sustantivas; y, en segundo lugar, con la pregunta acerca de qué quieren ser tales instituciones hacia el futuro (cómo perciben su identidad). Pues bien, una respuesta inteligente al reto de la “educación a lo largo de la vida” no puede eludir tales respuestas. En lo que sigue se ofrecen elementos para entender el contexto y dimensionar el impacto que puede tener sobre la transformación cualitativa de la universidad, el desafío de la educación a lo largo de la vida¹.

2. La globalización como determinante básica

Con el término de globalización hacemos referencia a la creciente interdependencia que afecta a todos los países, en todos los órdenes. Con dicha metáfora queremos significar que el globo ya no es una figura astronómica y que la tierra es un territorio en el que nos encontramos todos los seres humanos de manera diferenciada, y muchas veces antagónica. El “mundo” es una noción histórica. Y en él ni la nación ni el individuo son realidades hegemónicas; ambos han quedado subsumidos por la sociedad global². En relación con el pasado, se trata de una ruptura equivalente a aquella que produjo Copérnico respecto a nuestra concepción del universo físico; o Darwin en el campo de la evolución; o Freud en relación con la tesis de la libertad de los modernos, al postular la existencia del inconsciente.

La “aldea global” parece sugerir, que finalmente, se formó la comunidad mundial, concretada en las realizaciones y en las posibilidades de comunicación, información y fabulación abiertas por la electrónica. Sugiere también que están en curso la armonización y la homogeneización progresivas; se basa en la convicción de que la organización, el funcionamiento y el cambio de la vida social, en su sentido más amplio, que comprende, por lo tanto, la globalización, están ocasionados por la técnica.

En esta perspectiva, en poco tiempo las provincias, las naciones y las regiones tanto como las culturas y civilizaciones han sido permeadas y articuladas por los sistemas de información, por la comunicación y la fabulación agilizadas por la electrónica. “Hoy pasamos de la producción de artículos empaquetados al empaquetamiento de las informaciones. Antiguamente, invadíamos los mercados extranjeros con mercancías; hoy invadimos culturas enteras con paquetes de informaciones, entretenimientos e ideas. Ante la instantaneidad de los nuevos medios de imagen y sonido, hasta el periódico es lento”³.

¹ El texto ha sido escrito desde la perspectiva de América Latina. Con el término “universidad” nos referimos a la modalidad específica, así denominada en los diferentes países. Por lo tanto, no comprende a las instituciones de carácter tecnológico o técnico, ni a las denominadas Escuelas profesionales, sino de modo analógico.

² También se suelen usar otras metáforas para designar el mismo fenómeno: Primera revolución mundial (Alexander King); Tercera Ola (Alvin Toffler); Sociedad informática (Adam Schaff); Aldea Global (McLuhan) o mundialización (Informe Delors)

³ M. MacLuhan. Cultura de masas, Sao Paulo, Cultrix, 1973. Pp. 564-565.

En la aldea global predomina la cultura de la imagen, sobre la cultura del libro; la máquina impresora es remplazada por la televisión y otras tecnologías electrónicas como el CD, el fax, el teléfono celular o las redes de computadores. Como lo señala McLuhan: “Para el próximo Siglo, la conciencia colectiva estará suspendida sobre la faz de la tierra, en una densa sinfonía electrónica, en la cual todas las naciones vivirán en una trama de sinestesia espontánea, y adquirirán penosamente la conciencia de los triunfos y de las mutilaciones de unos y otros”⁴.

En síntesis, nos encontramos en la “aldea global” en un mundo sin fronteras. En todos los lugares, todo se parece cada vez más a todo y más, a medida que la estructura de preferencias del mundo es presionada hacia un punto común homogeneizado”⁵.

Pero podríamos mirar un poco más allá, hasta alcanzar a intuir en la metáfora de la “aldea global”, o en la mundialización su pathos oculto. En efecto, tal expresión suele usarse también para entender los fenómenos emergentes que trae consigo a nivel mundial. Puede entenderse, por ejemplo, la denominada “economía mundo”; es decir, la interdependencia que genera la denominada occidentalización y su explicitación en la “modernización”. Concepto que aplicamos con mucha frecuencia a las acciones consideradas deseables por los Organismos internacionales en los sistemas de educación superior en la Región.

¿En qué consiste uno y otro fenómeno? La occidentalización hace referencia al predominio de los patrones y valores socioculturales característicos de la occidentalidad, principalmente en sus formas europea y norteamericana. Conlleva la idea, según Octavio Ianni, de que el capitalismo es un proceso civilizatorio, superior e inexorable. Posición que naturalmente tiene unos presupuestos precisos. En primer lugar, que todo lo que es social se moderniza o tiende a modernizarse según los moldes del occidentalismo, a pesar de las modificaciones o características que pueda tener en algunos lugares. En segundo lugar, que modernizar significa secularizar, individualizar, urbanizar, mercantilizar, industrializar, racionalizar; en una palabra, ser moderno en el sentido europeo, aceptando como cosmovisión primera el individualismo, el naturalismo y el racionalismo en su expresión más genuina, la verdad científica⁶. En tercer lugar, que lo que ocurre en los países centrales ocurre o va a ocurrir en todas partes, aunque con variación de grado; y finalmente, que “en la medida en que se desarrolle la división social del trabajo a escala nacional, regional, internacional y global, se promueve la difusión de los factores productivos, de las capacidades productivas, de los productos producidos y del bienestar general. En una palabra, que la mano invisible garantizará la felicidad general de unos y otros, en todo el mundo, de acuerdo con los principios del mercado, del ideario liberal y del neoliberalismo”⁷

La diferencia entre el liberalismo clásico y el neoliberalismo actual y, ello es significativo para entender lo que pasa en la educación superior, consiste en que en la actualidad asistimos a una formación de polos dominantes y centros decisorios localizados en empresas, con conglomerados transnacionales y corporaciones. De este modo, surgen directrices relacionadas con Organismos internacionales que las codifican, divulgan y ponen en práctica a través de elites intelectuales con recursos científicos y tecnológicos que producen informes, diagnósticos, directrices y prácticas para los diferentes problemas a escala mundial.

En la medida en que se desarrollan y generalizan los procesos implicados en la modernización, como proceso de transformación del aparato productivo, se rebasan o disuelven fronteras de todo tipo: locales, nacionales, regionales y continentales; pero también, culturales, lingüísticas y religiosas. Lo moderno, o ser moderno se torna el ideal, y en la medida en que ello no trasciende lo práctico, lo pragmático, lo técnico, se instaura el predominio de la razón instrumental⁸. A este respecto señalaba Marcuse: “la tecnología, como una forma de organizar la producción, como una totalidad de instrumentos, esquemas e inventos que caracterizan la era de la máquina y, al mismo tiempo, un modo de organizar y

⁴ M. MacLuhan y Bruce, R. Powers. *The global village*, Nueva York, Oxford University Press, 1989, p.95.

⁵ Theodore Levitt, *Imaginación de mercado*, Sao Paulo, Atlas, 1991, p.43

⁶ Estos aspectos han sido desarrollados por el Autor en otros Textos: Véase, Luis Enrique Orozco S. *Universidad, Modernidad y Desarrollo Humano*, UNESCO/CRESALC, Caracas, 1996, Cap. 3.

⁷ Milton Fridman, *Capitalismo y Libertad*, Sao Paulo, Abril cultural, 1984, Cit. Por Octavio Ianni, *Teorías de la globalización*, S. XXI, 1998, p.61

⁸ Véase el texto de Octavio Ianni, Op. Cit. . Especialmente el Cap. 1.

perpetuar (o cambiar) las relaciones sociales, las manifestaciones predominantes del pensamiento, los patrones de comportamiento, es un instrumento de control y dominación”⁹.

Francis Fukuyama, por el contrario, señala: “A medida que la humanidad se aproxima al fin del milenio, las crisis paralelas del autoritarismo y del socialismo centralizado dejarán en el ring a un solo competidor, como una ideología de validez potencialmente universal: la democracia liberal, la doctrina de la libertad individual y de la soberanía popular. Doscientos años después de haber dado vida a las revoluciones francesa y norteamericana, los principios de libertad e igualdad se muestran no sólo valederos sino también resurgentes”¹⁰.

El Informe Delors, con gran claridad llama la atención sobre los efectos de la mundialización, cuando señala: “El desarrollo de las interdependencias ha contribuido a poner de relieve muchos desequilibrios: desequilibrio entre países ricos y países pobres; disparidad social entre los ricos y los excluidos dentro de cada país: uso desconsiderado de los recursos naturales que conduce a una degradación acelerada del medio ambiente. Las desigualdades de desarrollo se han agravado en algunos casos, como muestra la mayoría de los informes internacionales, y se observa que los países más pobres van verdaderamente sin rumbo”¹¹.

También señala la UNESCO que junto al proceso de globalización, ocurren de una parte, un proceso de regionalización que conduce a los países a agruparse para facilitar su integración económica y comercial como instrumento para fortalecer su competitividad a nivel mundial; y de otra, procesos de polarización, marginalización y fragmentación; todo lo cual propicia el agrandamiento de la brecha entre los países desarrollados y aquellos que están en proceso de desarrollo; se genera el aislamiento internacional de unos países frente a otros y se fragmentan o incluso, atomizan Estados en grupos étnicos, religiosos o tribales. Para América Latina esta situación es particularmente importante, y las instituciones, al tratar de dar respuestas a los actuales desafíos deberán, indica la UNESCO, repensar su misión y sus función”¹²

Frente a este posible “pathos” de la globalización el Documento sobre políticas de educación superior preparado por la División de enseñanza superior de la UNESCO en 1993, señaló: “el desarrollo económico moderno no puede ceñirse a estructuras y modelos impuestos y rígidos”¹³. El desarrollo económico debe basarse en dos pilares fundamentales: la disminución de la pobreza y el desarrollo de los recursos humanos. Los problemas que pueden considerarse como los de mayor importancia en la actualidad son: la demografía y el medio ambiente y la paz, basándose este último en la no violencia, la igualdad y la libertad; los cuales también deberían constituir la base sobre la que se establezca la relación entre aprendizaje, investigación y responsabilidad cívica.

Pareciera, entonces, que la globalización encierra una cierta ambigüedad, no sólo porque en la aldea global las nuevas técnicas que conmueven nuestras vidas se desarrollan con dependencia de fuerzas políticas, sociales e ideológicas, sino porque en los diferentes países tiene mucho de mito la idea de una “cultura única”. Lo que se globaliza -como lo indica Mario Bunge- es el capital financiero, la política económica neoliberal y la cultura comercial. Los ingredientes básicos de la cultura globalizada o mundializada son la literatura de supermercado, el rock y los entretenimientos. ¿Qué oportunidad existe de integrarse en la nueva tecnología que proscribe el uso de la energía muscular humana, si el problema de muchos países es dar empleo a los millones que sólo a esto aspiran y que incluso, ni siquiera esto alcanzan?

Este es el contexto inmediato en que se mueven las universidades. Su primer reto es responder cuidadosamente a lo que ello significa para cada país. A este respecto, parece aún válida, por lo menos en parte, la tesis de Darcy Ribeyro, hace ya casi dos décadas: se trata, decía: de saber si es posible planificar una universidad que sirva a la transformación estructural de sociedades en que hay sectores que no desean

⁹ Herbert Marcuse, Some social implications of moderns tecnology, Estudios in Philosophy and Social Science, Vol.XIII. N.3. Nueva York, 1941, pp.414-439; Véase , igualmente, H. Marcuse: El Hombre unidimensional, México, Mortiz, 1987

¹⁰ Francis Fukuyama, El fin de la historia y el último hombre, Ed. Planeta, 1992

¹¹ Informe Delors, Santillana, Ediciones UNESCO, Madrid,1996. P.49

¹² UNESCO, Estrategias de cambio y desarrollo en educación superior, Paris, 1993

¹³ UNESCO. Ib., p.7 y ss

más que una modernización refleja que consolida, en lugar de debilitar su dominación. Y si es practicable ganar la mayoría de los cuerpos universitarios para una política de crecimiento autónomo de la universidad, para contribuir a que la sociedad se encamine por la vía de la aceleración evolutiva. Para él la precariedad de los sistemas de educación superior en la región era el reflejo del fracaso de nuestras sociedades para acompañar los ritmos del crecimiento del mundo moderno. Fracaso que la universidad ha sufrido pasivamente; pero también activamente, en la medida en que sus dirigentes han sido formados en su seno. En este contexto, la educación a lo largo de la vida puede convertirse en una ocasión relevante par replantear la identidad y funciones de una universidad que si no se transforma se hará cada vez más irrelevante e ilegítima.

3. La educación a lo largo de la vida y la transformación cualitativa de la universidad.

En la última década ha ido alcanzándose un amplio consenso en torno a la necesidad de que la universidad como institución vuelva sobre sí misma para redefinir su ser y su quehacer, al entrar el próximo milenio. La UNESCO ha venido propiciando esta reflexión desde la Agenda de Compromiso "Libertad creadora y desarrollo humano en una cultura de paz", aprobada por aclamación en la "Reunión internacional de reflexión sobre los nuevos roles de la educación superior", convocada por ella en Caracas, en 1991 y en la cual se señalaba la urgencia de "la construcción y redefinición de un nuevo pensamiento capaz de identificar los términos de un proyecto social compatible con las exigencias que derivan de la necesidad de superar las marcadas desigualdades sociales, integrando a los pueblos como actores de su propia legitimidad"¹⁴ Es una tarea que convoca a la universidad y que desafía lo mejor de sí para iniciar por ella misma las transformaciones necesarias que le posibiliten asumir el cambio con responsabilidad ética, política y científica.

Se sabe de dónde partir, los diagnósticos han sido hechos; la Reunión Regional de la UNESCO, reunida en La Habana, en noviembre de 1996 fue un escenario que permitió poner en el espacio de la opinión pública los grandes retos: calidad, pertinencia, financiamiento, nuevas tecnologías y cooperación internacional. También surgieron allí los grandes enunciados para un plan de acción y los grandes temas; entre ellos, la revolución en las metodologías de enseñanza, la modificación de las estructuras de administración y de gestión, el rendimiento de cuentas, las nuevas tecnologías y la educación a lo largo de la vida. Este último deberá asumirse en el contexto actual arriba delineado y afecta al ser mismo de la universidad. En esta constelación de ideas se inscribe la necesidad de asumir, por parte de la universidad, la educación a lo largo de la vida, consciente de que asumirla con propiedad implica estar dispuestos a cambiar sustancialmente.

La educación a lo largo de la vida no es una estrategia más de desarrollo de acciones posibles para la universidad. Es más una perspectiva para encarar los retos que enfrenta la institución universitaria. La educación a lo largo de la vida desafía la imaginación para idear primero y llevar a la práctica luego, una nueva forma de concebir el quehacer tradicional de las instituciones en sus funciones sustantivas de investigación, docencia y articulación con la sociedad global.

Como modalidad educativa es el resultado histórico de una modificación sustancial en la dinámica de las sociedades y en las formas de desempeñarse en ella las personas. Por esto, el Informe Delors la entiende como ese "proceso continuo de educación, que abarca toda la existencia y se ajusta a las dimensiones de la sociedad"; descansa sobre el principio de perfectibilidad del hombre, ya reconocido por J.J. Rousseau, y sobre la enseñabilidad de los saberes. Uno y otro, en contextos siempre variados, nos llevan a pensar en que las formas de institucionalización de los saberes y las estrategias tradicionales de capacitación se han ido agotando en el tiempo. La perfectibilidad humana nos conduce a pensar la educabilidad como proceso permanente que dura toda la vida. La enseñabilidad de los saberes nos permite entender el carácter de mediación inagotable que tiene el conocimiento como ámbito de formación humana. Por lo tanto, el proceso de formación humana como los saberes tienen un carácter histórico, se insertan en el entramado social y reciben de éste mensajes y demandas variantes sin que la universidad como espacio institucional en el que ocurre la formación y se desarrollan y transmiten los saberes pueda permanecer indiferente, en una actitud ahistórica, abstracta y ensimismada.

¹⁴ Texto de la Declaración de Caracas. 1991.

Si el acervo inicial de conocimientos que se adquiere en la juventud, ya no basta; si la educación básica de los jóvenes tiende a prolongarse, si la prolongación de la vida después de la jubilación aumenta, si la noción de especialización está siendo reemplazada y si cada tipo de conocimiento traslapa los demás, el escenario de acción universitario no puede permanecer el mismo. Tal es la situación actual. Además, la modificación de la población que acude a la universidad en términos de edad, la urgencia de desarrollar sistemas de autoaprendizaje, la posibilidad de incorporar nuevas metodologías de enseñanza-aprendizaje, los nuevos esquemas de organización posible de las bibliotecas universitarias, la valorización de la experiencia adquirida para la obtención de títulos universitarios; pero, por sobre todo, la necesidad de crear nuevas articulaciones entre educación y trabajo, la necesidad de un reciclaje profesional continuo y el período cada vez más corto de vigencia de los conocimientos en cada campo del saber, obligan a realizar un replanteamiento del ser y funciones de la universidad.

Para el presente, como lo indica Miguel Angel Escotet : “aprender y actuar forman parte de un proceso existencial que se inicia con el nacimiento y termina con la muerte del individuo y agrega: “educación permanente quiere decir, no sólo poseer los conocimientos y las técnicas que nos permiten desempeñarnos eficientemente en el mundo en que vivimos, sino fundamentalmente, estar capacitados para aprender, reaprender y desaprender permanentemente”.¹⁵

Esta concepción de la educación permanente tiene implicaciones importantes para la universidad. Señalemos algunas de ellas:

- Dejar de considerar que las diversas formas de enseñanza-aprendizaje son independientes y, en cierta manera, tratar de realzar el carácter complementario de los ámbitos y los períodos de educación moderna¹⁶.
- Retomar la ya célebre discusión sobre la formación básica, o integral o liberal, en cuanto el enfoque de la formación a lo largo de la vida no excluya que el estudiante en tal modalidad pueda ser no sólo un profesional calificado sino una persona con capacidad reflexiva, sensibilidad educada y talante moral en escenarios cada vez más cambiantes. Queda sin embargo por responder - y este no es el lugar de hacerlo- cuáles son las mediaciones para alcanzarlo, ante la evidencia de que no se trata de incluir nuevos cursos con base humanística en los planes de estudio¹⁷. Las acciones de mayor trascendencia, dada su incidencia en la formación de las personas con miras a que se estructuren como seres capaces de aprender y desaprender tienen que ver con la revolución de las metodologías de enseñanza y la capacitación del profesorado. Sin profesores bien formados, capaces ellos mismos de desaprender, sin bibliotecas bien dotadas, con laboratorios pobremente dotados y con poca intensidad de penetración intelectual en las disciplinas por parte de los estudiantes, no habrá formación para toda la vida.

El principio nodal de la formación requerida para formar la persona de modo tal que sea estudiante permanente tiene que ver con la preformación del espíritu científico en los niveles primario y básico y con las metodologías de la enseñanza de la ciencia en el nivel universitario y de pregrado. La formación a través del método científico exige la apropiación de los principios y procedimientos del quehacer científico, considerado como un tipo de práctica, y no como un agregado de técnicas indiscutibles e indiscutidas en un campo cualquiera del conocimiento. La ciencia como vocación se corresponde con una manera de relacionarse el espíritu con la verdad universal; manifiesta, ésta última, de modos diversos en cada campo del saber humano. El saber particular es sólo un prisma del “todo” del saber. La visión totalizante y reflexiva, al trascender los campos particulares de cada ciencia, nos remonta al “todo”, a un todo que se manifiesta en cada práctica singular del saber científico. En la contaminación con estos valores, hecha posible en la experiencia científica, se forja la voluntad de verdad que, una vez alcanzada, nos pone en condiciones de apreciar, valorar y luego crear con lo aprendido nuevos conocimientos en el campo de la ciencias o nuevas aplicaciones en el terreno de las tecnologías.

¹⁵ Miguel Angel Escotet, Aprender para el futuro. Alianza Universidades, Alianza Edit. Madrid, 1992

¹⁶ Informe Delors, La Educación encierra un tesoro. Ed. Santillana, 1996. Madrid. (Cap. V)

¹⁷ Luis Enrique Orozco Silva. Inteligencia para la ciencia y la tecnología, Bogotá, Universidad de los Andes, 1998

Pero la ciencia exige probidad y la engendra. Si la formación científica compromete críticamente el entendimiento y la razón del estudiante; éste, al desarrollar su hábito reflexivo entenderá los límites del saber, apreciará los intereses vinculantes del investigador, captará sus ataduras sociales reflejadas en sus formas mentales de comportamiento y percibirá con mayor facilidad la vinculación entre conocimiento y verdad. En una palabra, la formación científica o profesional, así alcanzada, se proyecta en la formación ética y engendra no solo una vida conforme a la verdad sino conforme al bien y a la justicia. Quien haya pasado por la universidad aunque no se dedique posteriormente a la investigación científica, estará capacitado para hacer con el conocimiento algo distinto que repetirlo; podrá “usarlo” y usarlo con conciencia del interés general (conciencia ético- política) a lo largo de su vida.

Sólo en esta perspectiva, asumida responsablemente por las instituciones, la educación a lo largo de la vida podrá permitir no simplemente el mejoramiento de la fuerza de trabajo sino incidir, como lo pedía Darcy Ribeyro, en el incremento de una mayor eticidad y espíritu crítico de nuestros futuros dirigentes.

- La educación a lo largo de la vida interroga a las instituciones de educación superior en otra dirección, a saber: en la organización actual de las estructuras académicas. No sólo porque los problemas que hoy enfrentan las universidades no pueden ser resueltos en el cuadro institucional vigente sino porque su articulación actual no es propicia para la innovación requerida. Los organigramas verticales; los planes de estudio unidisciplinarios, aislados unos de otros y desactualizados, no darán cabida a líneas de acción adecuadas para una educación a lo largo de la vida.

Con frecuencia, el modelo de formación universitaria se ha considerado como el modelo de formación universitaria ideal; muy paulatinamente, en las dos últimas décadas, se han ido diferenciando las modalidades y las instituciones de carácter técnico y tecnológico se han ido abriendo camino no sin dificultades de identidad frente a la universidad tradicional hasta el punto de sentirse impelidas a seguir y a ajustar sus estructuras a aquellas; en muchos casos, por exigencia de Ley. Sin embargo, la articulación entre modalidades es precaria y el uso en ellas de modernas tecnologías muy escaso; dentro de ellas la posibilidades de salida intermedia al mercado es poco frecuente. Así las cosas, la educación a lo largo de la vida no es viable.

- Carlos Tünnermann, llama la atención, sobre la “necesidad de que los sistemas formales de educación superior procedan con mayor flexibilidad en cuanto al reconocimiento académico del saber y de las destrezas adquiridas fuera de las aulas”¹⁸; y agrega: “si las instituciones de educación superior se empeñan en conservar sus esquemas tradicionales, ellas no serán aprovechadas”¹⁹. El autor llega a sugerir la necesidad de un cambio en las políticas de admisión de estudiantes ante el hecho patente de que las instituciones de educación superior no son sólo la única instancia educativa en la sociedad contemporánea. De otra parte, si en algún punto, la educación a lo largo de la vida cuestiona el quehacer de las universidades es su elitismo actual, tanto en el sector público como en el privado.

4. Impacto de la educación a lo largo de la vida sobre las funciones tradicionales de la universidad

Jacques Derrida, en su lección inaugural en la Universidad de Cornell en 1989, se preguntaba: “¿Tiene la universidad como misión esencial producir competencias profesionales?” Es la misma inquietud planteada por Kant en el “Conflicto de las facultades”, a propósito de la autonomía del saber frente a cualquier otro saber y frente al poder. Es también la misma preocupación de Heidegger en los discursos inaugurales de 1929 y 1933; y todos ellos remiten a la reflexión de Aristóteles en su *Metafísica* (pág.98b.ss) acerca de la naturaleza del saber teórico. Con esta secuencia, a la cual habría que añadir a Nietzsche, en sus “Conferencias sobre el provenir de nuestros establecimientos de enseñanza” y, más cerca de nosotros, a Lyotard en la “Condición postmoderna”, queremos constatar que todo nuevo replanteamiento estructural de la universidad pone en tela de juicio lo fundamental: la universidad como espacio propio para el ejercicio

¹⁸ Carlos Tünnermann, *La educación superior en el umbral del S. XXI.*, UNESCO/Caracas, 1997, p.135

¹⁹ Carlos Tünnermann. *Ib.* P.135

de la razón; como espacio en el que se hace posible que la sociedad se piense a sí misma y que la cultura de un país cobre conciencia de sí; como ámbito del saber teórico, aquel que, como dice Aristóteles, no es buscado con vista a la utilidad.

Cierto es, como lo señala Derrida, que ni en su forma medieval ni en su forma moderna ha dispuesto la universidad de autonomía absoluta y de las condiciones rigurosas de su unidad. “Durante más de ocho siglos, “universidad” habrá sido el nombre dado por nuestra sociedad a una especie de cuerpo suplementario que ha querido, a la vez proyectar fuera de sí misma y conservar celosamente en sí misma; emancipar y controlar. Por ambas razones, se supone que la universidad representa la sociedad. Y en cierto modo, lo ha hecho; ha reproducido su escenografía, sus metas, sus conflictos, sus contradicciones, su juego y sus diferencias y, así mismo, el deseo de concentración orgánica en un solo cuerpo”²⁰.

Este último aspecto significa que a la vez que la institución universitaria mira y debe mirar hacia fuera, se define por su poder para mirar hacia adentro. La universidad es la sede de la reflexión. En este sentido, trabaja y se mueve en un tiempo que no coincide con el tiempo social y que, por lo tanto, al reducir o ampliar el tiempo de la entrega asegura una libertad de juego grande y valiosa. Esta posibilidad la reconocía Kant en la universidad a la facultad de filosofía y recomendaba que las facultades superiores, dentro de la estructura de la universidad alemana de la época (teología, derecho y medicina) se mantuvieran a prudente distancia de la facultad inferior (filosofía), que evitaran la fría intemperie de la razón; la cual no tiene otra autoridad que sí misma; no tiene texto ni contexto; su uso es irrestricto, su capacidad ilimitada. Su errancia la hace vagar, precisamente, por los intersticios que dejan las fortalezas. Sólo la mueve el interés por la verdad. Esta tarea de la universidad que Kant atribuye a la facultad inferior exige “que se deje en libertad para encontrar la verdad en provecho de todas las ciencias y para ponerla a la libre disposición de todas las facultades superiores: esta modestia debe hacerla recomendable ante el gobierno, como indispensable y ponerla al abrigo de toda sospecha”²¹.

Este es el principio que fundamenta la autonomía intelectual de la universidad frente a las ciencias particulares, hijas del entendimiento y principio de las profesiones; pero también frente al poder político. No hay, claro está, incompatibilidad entre ciencia, poder y razón. Se trata de que las ciencias reconozcan sus propios límites y de que el gobierno entienda que así como su interés es conservarse contra los usurpadores y enemigos, el interés de la razón es la verdad y su búsqueda sin restricciones. Para decirlo en palabras de Kant: el gobierno quiere influir, los profesionales dominar y la razón saber.

Los clásicos del pensamiento universitario alemán reafirmaron esta idea originaria de la universidad al subrayar la necesidad de que la formación que los centros de enseñanza otorguen se haga a través del método científico, que tal formación impregne el carácter y la personalidad del estudiante y, fundamentalmente, que la universidad esté orientada por la ideas, por las exigencias del saber Uno y la perspectiva del “circunsprehendente”²².

Para el presente y el futuro esta característica debe conservarse, la educación a lo largo de toda la vida no la destruye; al contrario, la exige para evitar que las modificaciones sustanciales que debe sufrir la universidad no lleve a convertirla en una sumatoria de carreras postsecundarias o de modalidades de formación sin orientación alguna. Nos corresponde, pues, imaginar un difícil equilibrio entre la necesidad immanente del ser de la universidad: la fidelidad a su idea originaria y las urgencias del presente. No sobra recordar la advertencia de Derrida: “cuidado con aquello que abre la universidad al exterior y a lo sin fondo; pero cuidado con aquello que, al encerrarla sobre sí misma, la convertiría en algo totalmente inútil. Cuidado con las finalidades, pero, ¿qué sería una universidad sin finalidades?”²³

²⁰ J. Derrida, *Cómo no hablar y otros textos*. Las pupilas de la Universidad. Rev. *Anthropos*, N. 13 1989

²¹ M. Kant. “El conflicto de las facultades”. Buenos Aires. Editorial Losada. 1963, pág. 34. Si bien esta concepción de la filosofía ha sido puesta en tela de juicio en los tiempos actuales; de ellas se conserva su núcleo racional mantenido en la herencia milenaria de las universidades: la universidad como espacio de pensamiento.

²² Véase: Karl Jaspers. “La Idea de la Universidad en Alemania”, en: *La Idea de la Universidad en Alemania*, Ed. Suramericana, Buenos Aires, 1959

²³ Jacques Derrida, *Op. Cit.*, p.73

M. Jean-Luc Brun
Association Internationale d'Orientation Scolaire et Professionnelle (AIOSP)

Je suis très heureux d'intervenir dans le cadre de la commission II sur la qualité de l'enseignement supérieur. Notre thème me semble en effet tout à fait s'inscrire dans l'amélioration de la qualité du service rendu aux étudiants, et participer ainsi à l'amélioration de la qualité générale de l'enseignement supérieur.

Comme le disaient les intervenants de la conférence inaugurale, l'étudiant doit être au centre du système universitaire et tout doit être articulé autour de lui ou d'elle. C'est pourquoi la préoccupation de l'orientation au sein des universités et des filières d'enseignement supérieur est fondamentale.

En effet, dans un système idéal (qui n'existe pas, et peut-être heureusement), on verrait des étudiants ayant effectué un choix définitif pour un type d'études, les poursuivant sans difficulté et arrivant tous dans le monde du travail avec un diplôme en poche. Cette vision, sortie d'un rêve, n'est pas celle de nos systèmes d'enseignement supérieur, dans les pays développés ou émergents.

Le problème du projet d'orientation, que l'on se situe dans une société planifiée ou non, ne se résumera jamais à un parcours linéaire direct.

Certes, on observe qu'un certain nombre d'étudiants effectuent des parcours directs et cela est très bien mais ils ne sont pas majoritaires. Beaucoup d'études ont montré que la constitution d'un parcours d'orientation prenait parfois des chemins tortueux, avec des arrêts, des retours en arrière, parfois des échecs temporaires ce qui, somme toute, correspond tout à fait à la vie elle-même. Interrogeons-nous ici dans cette salle sur cette question. Il ne s'agit pas de défendre une pratique de chaos généralisé dans nos systèmes d'enseignement supérieur mais de reconnaître pour indispensable la prise en compte des parcours individuels et donc de passerelles nécessaires entre filières.

Il est indispensable de pousser le plus loin possible une rationalité de l'organisation des filières universitaires qui tienne compte des constructions personnelles.

Un service d'orientation dans les universités aurait donc une quadruple fonction :

- 1- C'est un outil d'aide au choix individuel, de conseil et d'écoute des difficultés personnelles des étudiants. Sans développer ce point, il me semble important que les universités possèdent en leur sein des professionnels capables d'analyser les causes d'échec et d'aider l'étudiant à faire le point à un moment donné de son parcours.
- 2- C'est un outil d'information pour les étudiants mais aussi pour l'université elle-même qui a ainsi la possibilité de mieux connaître ses caractéristiques (taux de réussite, taux d'insertion dans le monde du travail de ses diplômés). Une collaboration étroite entre ces services et les enseignants de l'université est indispensable.
- 3- C'est un outil de facilitation du passage entre l'université et le monde du travail par les contacts pris avec les employeurs et les données économiques générales.
- 4- Il s'agit enfin d'un outil de démocratisation et d'égalité au service des étudiants les plus modestes. En effet, les étudiants issus des classes favorisées, que ce soit dans les pays développés ou émergents, disposent souvent de par leur culture familiale et culturelle d'un acquis sur le système universitaire. Les étudiants modestes ont besoin d'information, de conseils, car ils ne les possèdent pas toujours spontanément.

Je veux maintenant parler brièvement des personnels de ces services d'orientation à l'université. Si l'on s'occupe de la personne, il est indispensable qu'il y ait un nombre suffisant de spécialistes de l'orientation formés en psychologie. Ils seront capables d'écouter de manière qualifiée la demande des étudiants et d'apporter une réponse adaptée.

Bien entendu, d'autres fonctions sont indispensables : documentalistes, secrétaires...

Enfin, si l'on parle de qualité dans cette commission, on est obligé de dire qu'elle ne peut exister que si une certaine quantité existe. Autrement dit, il est nécessaire de consacrer un budget pour développer ces services d'orientation.

Commission III

Management and Financing of Higher Education

Final Report

Prof. Ingrid Moses

**New Challenges for the Governance of Higher Education
Managing for Excellence**

Prof. Zhou Li-Gao

**Scientific Research in Higher Education in the 21st Century –
a more significant role**

M. Bernard Saint-Girons

Le financement de l'université

Dr Bikas C. Sanyal

The Financing of Higher Education

Dr G.D. Sharma

Public and private sources of funding of higher education

Prof. Ammon Rubinstein

Reform of Higher Education

Dr Wrana Maria Panizzi

**Cinq questions sur le financement de l'enseignement
supérieur**

Commission III - The management and financing of higher education

Final Report

Opening of the Commission

The Commission was opened by Professor Charas Suwanwela (Thailand), representative of the Director-General.

Election of the Bureau

The Commission agreed to the composition of the Bureau as proposed by Member States, according to Article 4.A.v) of Rules of Procedure, as follows:

- Chairperson: Mr Annaki Mokhtar, Morocco
- Vice-Chairpersons: Mr Vince Catherwood, New Zealand
Mr Paavo Uronen, Finland
Mr Ryszard Mosakowski, Poland
The Representative of Cameroon
- Rapporteur: Mr J. Rubio, Mexico

- 1) The commission outlined, in its first session on "New Challenges for the Governance of Higher Education: Managing for Excellence", four current challenges for the management of higher education worldwide: growing student numbers, the resource constraint, increased demand for transparency and accountability and new modes of governmental regulation and institutional autonomy. Institutions should demonstrate their commitment to more effective and efficient use of their available resources.
- 2) The debate focused on the following issues:
 - a) mechanisms through which governments can ensure "accountable institutional autonomy" which reconciles the need for institutional autonomy and the fact that governments have to ensure that community expectations will be fulfilled. In this respect, the model of an "arm's length government" was mentioned;
 - b) the desirability of performance-based funding as a means to steer higher education institutions;
 - c) the important role of governments in the provision of incentives to achieve objectives;
 - d) the desirability of "higher education as a public or semi-public service" since public support for higher education remains essential to ensure a balanced achievement of educational and social missions;
 - e) the desirability of cost-sharing between the beneficiaries of higher education and the need to provide scholarships, loans and other forms of resources to needy students;
 - f) the desirability of income generation by institutions while taking into account the specificity and constraints of economic environments in many developing countries;
 - g) the necessity to establish systems of quality assurance for teaching, management and overall institutional performance;

- h) the possibility of lowering unit costs through the development of new institutional structures and the use of new technologies with a view to increasing access through distance education;
 - i) the desirability of institutional or even sub-sectoral diversification in order to respond to the ever diverse demand for tertiary education, the common denominator being that all tertiary education needs to be "research informed", i.e. at the edge of knowledge creation, even if not actively involved in it;
 - j) the desirability of creating a planning framework and appropriate communication mechanisms between governments and universities in order to facilitate better communication. In this respect, it was mentioned that institutions should be able to provide evidence of the cost-effectiveness of their activities and products;
 - k) the necessity to clarify the mission of higher education institutions, through strategic planning exercises, which can also serve as a basis of negotiation for government funding and evaluation.
- 3) During the second session on "The Financing of Higher Education", introductory statements by facilitators emphasized innovative experiences related to funding by objectives, the introduction of a system of institutional evaluation and some recent trends in the diversification of resources.
- 4) The debate of this session highlighted the following issues:
- a) it was underlined by several speakers, mainly from developing countries, that core funds should come from governments and that institutions need to seek to supplement this core funding with various resources;
 - b) it was also emphasized that the generation of private resources should enhance the core mission of higher education institutions, i.e. teaching, research and services to the community and not undermine it;
 - c) notwithstanding the fact that many countries have not yet reached Universal Primary Education (UPE), these countries need to maintain their support for higher education;
 - d) difficulties in identifying truly needy students due to a lack of reliable information in countries;
 - e) there are major difficulties in many countries in attracting and retaining well qualified staff;
 - f) several participants stressed the need to create forums for the exchange of experiences in the use of resources. International co-operation can play a key role in this respect.
- 5) The third session of the commission on "World Experience on Educational Credit" demonstrated a sharp division of speakers and the advantages and possible dangers of such systems. Advantages are the expectation to facilitate wider access to students lacking resources and to increase their cost-consciousness. Dangers are that such systems are not economically viable in the long run and that they deter those students with bleak employment prospects from higher education.
- 6) The fourth session on "Public and Private Sources of Financing" addressed issues such as the co-existence of public and private institutions within the same higher education system as a way to wider access to education in the light of growing social demand. Several speakers underlined that lower cost, (but still high quality higher education), can be provided through a non-university sector whose aims and objectives are more applied and close to the professions.

New Challenges for the Governance of Higher Education Managing for Excellence

Prof. Ingrid Moses

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In an address at one of the Regional Forums, the Director-General of UNESCO, Federico Mayor said in Palermo a year ago: “The World Conference is not intended to be an event, It is intended to be a key part of a process which will continue until the university of the twenty-first century has been built.”

What will this university look like? How will it be governed, managed in the pursuit of excellence?

It seems to me that we can look at systems at institutional and sub-institutional level.

1. At **systems** level we find that countries, also international organizations like the OECD, are re-defining long-established concepts, among them ‘tertiary education’ and ‘higher education’.

The challenges we face are not so much new but they are increasingly more urgent and more complex:

- how to ensure that all citizens have access to higher education throughout their life;
- how to balance national goals and institutional autonomy;
- how to balance national goals and individual aspirations;
- how to determine funding responsibilities of government, business, students and others;
- how to provide for and balance teaching and training through institutions, private providers and workplace education and training;
- how to place the university system within a global education system; and
- how to ensure quality.

The goal will be to sustain a system of higher education institutions which achieves nationally relevant and internationally acclaimed research; which educates graduates who are skilled in critical analysis and problem solving, who are competent communicators, can work independently and in teams, are information literate, intellectually curious, live professional ethics and have a commitment to life-long learning and cherish change.

2. At the **institutional** level, both governance and management need to re-align and redefine themselves to achieve these goals.

Increasingly, even in those countries where there is no tradition of external representation on university boards or councils, community and other stakeholder interests are represented. Members of governing boards have potentially very large influence, but usually very little accountability. The roles of governing boards versus university management need to be re-defined.

The days when a rector, vice-chancellor, president was *primus inter pares*, have gone in some countries, are going in others, and will surely be under discussion where the academic collegium tries to manage through its elected head.

In mass higher education systems where universities are still largely funded by governments, or by fees, or by donations, universities are large corporations which need to be as mindful of being cost-effective as any other organization. Like governing boards, internal academic governance has been characterized by influence and decision-making ability without concomitant accountability.

Universities in a competitive market, universities which are competing for students, faculty, research funding, good will and sponsorship need to be flexible, entrepreneurial, pro-active, capable of quick responses,

financially wise, au fait with marketing principles, willing to change structures, processes, and, dare I say, products (I mean degree courses).

But universities also need to preserve creative spaces for its faculty, foster curiosity among its students and faculties, foster critical inquiry, non-conformism, scepticism, adherence to values, and above all to excellence, however defined.

This is a formidable challenge and needs a balance of management and collegial decision making, or management based on collegial input.

Issues to be resolved at institutional level are then:

Not quality versus quantity ...
but quality education for all in a mass higher education system.

Not regional versus international focus ...
but attunement to regional needs and international collaboration

Not elite versus mass higher education ...
but striving for excellence in research and providing for quality education for all.

Not collegial decision making versus executive leadership ...
but collegial structures and accountable executive leadership.

3. Individuals will face the greatest challenges. Many of the conditions of work have already disappeared or are disappearing, among them time to think, funding for research, concentration on teaching and research instead of on entrepreneurial activities, close relationships with students, high status and high pay, security of tenure.

The achievement of excellence is only possible when individuals are committed to excellence, indeed to excellence in a wider range of activities than ever before, and see it funded, facilitated, rewarded.

This requires a redefinition of academic work, of academic working conditions and of academic management. Individual academics, institutional management, and national organizations, if not ministries, need to collaborate to achieve this.

To come back to the big picture: there are issues to be resolved at individual, institutional, systems level. We are here because we believe that the resolution can also be facilitated at supra-national level.

Scientific Research in Higher Education in the 21st Century - a more significant role

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I. Preface

Today is an era in which science and technology are developing rapidly and in which economies are in stiff competition. The 21st century will be the knowledge economy, where education and skills are vital for progress. This is different from the nomadic economy of ancient times, from the agricultural economy of the Middle Ages or from the modern industrial economy of the 19th century. The new system will look completely different. It is difficult to describe its features now but we have clues from the 1980s and 1990s when the hi-tech industries, based on knowledge, were established and which now lead social development. They will be the spearhead of society in the future and will drive its economic progress. Labour-intensive industries need to switch to these advanced new systems which are based on hi-tech. We can say that information technology (which is largely based on the use of computers) is the key element in this process.

This technology is now used in all fields, thus changing modern management as well as society, culture and life styles. The economic development of a country and its competitiveness in the international market depend on its level of expertise - that is to say, on the skills of its people whose background might be in science, the social sciences or cultural areas. Therefore, in the next century, all countries - whether developed or developing - must put science and education in a strategic position of their development plans. Higher education institutions in the 21st century must cater for this new era of the "knowledge economy" and its context. In short, higher education must produce talented people who can serve the needs of society. This is the essential difference from the present century. The goals of higher education, teaching styles and methods, R and D - all will be affected by technology.

This paper proposes some ideas on the scientific research work involved and the situation of the University of Macau in relation to this.

II. Scientific Research will perform a more significant role in higher education

Without any doubt, scientific research has always been a key mission of higher education institutions. Today, many give teaching and research equal importance and state that these are the two core activities of the universities.

An institution must pay attention to scientific research for several reasons:

- (i) research can constantly enrich and renew teaching contents. It can introduce the latest developments of the international academic work into teaching. This is very important because the key difference between higher education and other levels of learning is that the former does not merely give students basic knowledge but communicates the latest academic trends. It is thus essential when teaching specialized areas of a field in the later years of a degree course. Teaching materials in institutions cannot be static. They must be dynamic and updated. Thus, teachers should do research to ensure this input;
- (ii) scientific research can enhance the renewal and perfection of teaching facilities: for instance, the development of campus computer networks, of laboratories and their equipment, and of libraries and their resources;
- (iii) academic research is a basis for the launching of graduate teaching. It is most important that Masters and doctoral students, in addition to their course work, do research work and write

theses on their academic results. Then they can have their vivas and graduate. Without academic research, we cannot educate graduate students. In many universities, unless a professor gets research funds, he cannot attract graduate students;

- (iv) academic research constantly improves a teacher's own knowledge. Through research, teachers can launch international exchanges in learn more about new developments, results and trends in their field. Their academic level can be upgraded by solving problems through using creative ideas;
- (v) through its outcomes, academic research can solve acute social problems in a given community. This can bring the university closer to its local context. Likewise, theses strengthen academic exchanges and so enhance the reputations of institutions and international solidarity;
- (vi) for many universities, research can generate funding from diverse sources. This can be an important revenue for the university and help to develop its facilities (buildings, equipment, endowment of posts etc);
- (vii) in many countries, a particular research team in an institution is also recognized as a key research team in the country itself - perhaps even the best. It is thus a leading force in the community. Thus, governments should give all due attention to the role of research in higher education institutions since this will be of significance for the social and economic development of the entire country.

In summary, research is crucial and a fundamental mission of the university. But, while this has been true in the past, will research continue to have the same importance in the 21st century? The answer must be positive.

Clearly, with the rapid development of the knowledge economy in the 21st century, science and technology, management and social and cultural mores will change dramatically. With regard to universities, they must strengthen their research capacities in order to renew their teaching capacities and keep abreast of the development of knowledge itself. To do this, the latest equipment and library resources will be needed. University teachers will have to be able to access a much greater quantity of knowledge in order to have an adequate mastery of their respective disciplines. Universities must adapt to this context and take the lead in promoting the knowledge economy through their research strength. Its service to society - and its role as a social leader - will thus be more evident.

As academic research becomes more significant because of the advent of the knowledge economy, so universities will have to strengthen their research activity.

III. Scientific Research and the University of Macau

Macau is a small city of only 23 square kilometres with a population of 420,000 people. Its history, shaped by East-West cultural exchanges, is 500 years old. Higher education is quite new and the University of Macau, a public institution established in September 1991 and supported by government, is very young. Formerly it was known as the University of East Asia. As a first change, the British 3-year Bachelor's degree was changed to a more common system of 4 years. To meet the needs of the Macau community, 4 new faculties were established in addition to the existing three. Until 1993, the University was busy recruiting professors, offering new 4-year programmes, setting up laboratories and supervising student theses for their Bachelor degrees. The first group graduated in July 1993 and went into the Macau community to serve local needs. During this period of establishment, teaching was the prime task. But, after its first batch of graduates, the university went into its new stage of "consolidation and boost." Teaching of undergraduates was further improved and its quality progressed.

The boost stage consisted of two main measures:

- Recruitment of Master's and Doctoral Students

Efforts were put into launching and strengthening graduate teaching. With the approval of the Macau government, in 1993, the University of Macau recruited Master's students in 6 areas. In 1997, this was expanded to Master's degrees in 19 disciplines. There are 342 Master's students who account for 9.7% of the total number of 3,527 students at the university. In 1997, we started to recruit doctoral students and have admitted 14 students in 7 programmes run by 2 faculties. This effort is very costly for a young institution such as the University of Macau. But, it cannot concentrate only on undergraduate students and must also promote post-graduate studies. Here, the level of teaching must be very high and linked to international trends so as to be valid. This, in turn, enhances the teaching quality of the university. Graduate students must do research and contribute significantly to projects in progress. Graduate students also assist professors who can request funding on the basis of results achieved.

- Strengthening Research

In Macau, the base for R and D work is rather weak. Industry of the labour-intensive and technology-oriented type is limited. Yet, the University of Macau must promote research and has adopted the following measures in this regard:

- (i) a University Senate Research Committee has been set up to stimulate research by using university resources. Grants are available to academics. From 1993 to 1994, the university had financed 12 research projects and offered 22 conference grants for academic staff. A further 105 research projects have been financed since 1994 and 157 staff have been assisted to attend international academic conferences and present papers;
- (ii) several key research projects have been sponsored by the University of Macau. For example, satellite imaging has been used to analyze water pollution around Macau, a computer-aided Chinese/Portuguese/English translation system has been set up, the post office now uses an automatic mail-box checking system, and research on economic development is in progress in the Pearl River Delta (including Guangzhou, Hong Kong and Macau). Many of the results obtained are available and these projects directly serve the Macau community. Thus, university/society links are consolidated;
- (iii) the University of Macau, co-operating with other entities, have tried to set up several research institutions. Great attention has been given to converting scientific results into practical benefits to serve economic development. For this, other research-based entities are important: for instance, Macau-INESC (Institute of Computer and Systems Engineering) does R and D in the areas of science and technology. Several projects are in progress and the results of 9 of these are already available. The Automatic Remote Mailbox Checking System (mentioned above) has been installed by the Macau Government Post Office. This saves the government HK\$16 million. Other initiatives include the Macau-IDQ (Institute of Development of Quality) and Institute of European Studies which are active in many areas;
- (iv) the University of Macau has participated actively in the EUREKA project of the European Community. In April 1998, when Portugal chaired this project, a joint exhibition entitled "EUREKA Meets Asia" was organized with support from the governments of Portugal, the People's Republic of China and Macau. The Chinese and Portuguese Ministers of Science and Technology attended this event where the University of Macau submitted 10 research projects in collaboration with its Chinese and Portuguese partners. Of these, 5 have been approved by the EUREKA Ministerial Conference and now have support from the Macau government;
- (v) the University of Macau organizes the publication of the University Academic Journal. This encourages and promotes high-level research work. Also, it strengthens international academic exchanges to promote international co-operation. This raises the academic reputation of the university;
- (vi) the university has established a charter for researchers to guarantee the human resources for scientific research;

- (vii) the Macau government has never had a specific department responsible for science and technology or for R and D. Given the research advances in the 1990s, the government decided to establish the Macau Science and Technology Innovation Committee in 1998 to plan and promote research. The Rector of the University of Macau and the person in charge of the Macau INESC project sit on this committee which makes proposals to assist government strategy in this regard. The Research Grant Application System, which helps strengthen research work at the university, is one outcome. Asia Week, a Hong Kong magazine, listed the University of Macau amongst the 50 best universities in Asia. This was an honour but we can improve further as we are aware of our weaknesses in teaching and research which must be corrected.

IV. Conclusions

In the next century the knowledge economy will develop more rapidly and higher education must follow this trend. To cite an example, teaching must use the advances in information technology. This paper makes points related to R and D in higher education institutions. This activity must increase and there will be more research-intensive universities to deal with this function.

This paper reiterates the importance of research in higher education in this new society. As knowledge changes daily, so research will play a greater role.

This paper introduces the University of Macau, only 7 years old and dedicated to teaching but with a strong intention to launch research work. Over these years, our efforts to promote research have begun to yield results.

Le financement de l'université

M. Bernard Saint-Girons

1^{er} Vice-président de la Conférence française des Présidents d'Université

Le financement de l'université relève d'un débat périodiquement relancé. Les formes sont naturellement susceptibles de varier selon les époques, la capacité de l'Etat de répondre aux besoins de l'enseignement et de la recherche ou encore de la conception dominante du rôle qui doit être le sien dans un champ qui lui est assez volontiers, sinon généralement, dévolu.

L'exemple français est sans doute révélateur de la diversité des réponses qui peuvent être apportées, mais aussi de leur évolution. Cette évolution est elle-même le reflet des changements que l'université a connus au cours des trente dernières années. La consolidation de ses missions traditionnelles assumées dans un contexte nouveau lié en particulier à l'accueil d'un nombre plus important d'étudiants, le développement de fonctions nouvelles consécutives à l'accueil de nouveaux publics ou à l'extension des champs de la recherche, ont mis l'Université en devoir de se moderniser et de refonder sa relation avec l'autorité de tutelle dont elle ne peut ni ne veut désormais plus tout attendre. La construction de l'autonomie de l'Université, conçue en des termes qui ne soient plus exclusivement académiques, contraint ainsi l'Etat et les établissements à revoir leurs rapports et les Etablissements à trouver ainsi auprès d'autres partenaires les moyens de leur politique.

1 - Le financement sur objectifs est d'apparition récente en France ; il est lié au développement progressif de la contractualisation affirmé après 1987.

Le contrat quadriennal ne résume pas tous les moyens que l'Etat alloue aux Universités, qu'il s'agisse des dotations financières mais aussi des postes d'enseignants et des personnels administratifs ou techniques. Une partie substantielle reste encore à ce jour déterminée par des critères quantitatifs prenant en compte le nombre des étudiants, la nature des filières dans lesquelles ils se répartissent ou encore, sans prétendre en l'occurrence à l'exhaustivité, les surfaces bâties ou non bâties nécessaires à l'accueil des étudiants ou à l'exercice d'activités connexes à la formation ; ces critères et leur pondération sont périodiquement revus et chacun reconnaît en la circonstance la nécessité de s'en tenir à un modèle simple et l'opportunité de faire du contrat la source principale de moyens.

Cette mutation en faveur du renforcement des dotations contractuelles tient à la convergence de plusieurs raisons, les unes techniques, les autres plus politiques. Elle permet en effet, pour autant que les engagements pris sont effectivement tenus, d'inscrire la gestion des établissements dans la pluriannualité et de dépasser ainsi le principe de l'annualité budgétaire ; elle rend aussi possible la gestion du patrimoine dans la durée et l'amortissement des équipements dont on sait, notamment pour les nouvelles technologies, qu'ils requièrent une capacité importante de renouvellement à court terme. Plus fondamentalement, la contractualisation tend à rendre opérationnel le projet d'établissement à partir de l'idée qu'il se fait de son propre avenir en matière d'offre de formation, de développement de la recherche ou de modernisation de la gestion, et des orientations qui en sont validées par le Ministère et dont ce dernier entend aussi accompagner et soutenir la réalisation. L'élaboration du projet d'établissement apparaît comme un facteur du débat démocratique interne et d'unité au-delà d'une réalité institutionnelle faite d'une diversité de composantes et sa validation comme un élément de la concentration nécessaire entre le centre, le Ministère de rattachement, et la périphérie, l'établissement.

La contractualisation ainsi définie n'est pas seulement l'épine dorsale de l'autonomie de l'université ; elle porte aussi en elle l'affirmation de sa responsabilité et de celle de son équipe de direction dans le pilotage de ces mutations. La contractualisation a pour contrepartie l'évaluation de toutes les facettes de la politique d'un établissement, de la recherche, de la formation et de la gestion, à partir notamment des objectifs qu'il s'est assignés et du degré ou de la qualité de leur réalisation. Cette évaluation revêt naturellement des formes variables selon son objet, un degré fort d'externalité pour la recherche et plus direct s'agissant par exemple de la pertinence des enseignements dispensés perçue par ceux et celles qui en sont les usagers ; elle est en tous cas indissociable de la contractualisation et doit pouvoir fonder une

discrimination des moyens en fonction de la valeur ajoutée que l'établissement apporte à ceux dont il a la charge d'assurer la formation.

En contrepartie, il est de la responsabilité de l'Etat de revisiter ses modes d'intervention et sa propre capacité d'expertise. D'une certaine manière, la modernisation de la gestion universitaire interpelle l'Etat et le renvoie à sa propre modernisation.

2 - L'autonomie des universités passe aussi par une diversification de leurs ressources et la capacité qui doit être la leur de trouver des marges d'autofinancement.

Cette diversification peut en premier lieu s'entendre comme appelant une contribution plus forte des usagers. Elle s'avère toutefois politiquement délicate à mettre en œuvre et a de toutes façons ses propres limites ; elle ne peut se concevoir qu'accompagnée d'un dispositif fort d'aides sociales assurant l'exonération de ceux dont les moyens ne leur permettent pas de faire face aux charges de leur formation. La question ne peut pas pour autant être éludée ; elle invite plus largement à réfléchir sur le montant et davantage encore sur le statut du droit d'inscription dans le fonctionnement de l'enseignement supérieur. Si la logique du service public peut s'accommoder d'une non-gratuité absolue, elle ne peut en revanche se concilier avec une politique de vérité des prix qui irait à l'encontre de l'objectif de démocratisation opportunément revendiqué.

L'appel aux collectivités territoriales se conçoit plus aisément dans le contexte d'une décentralisation bien comprise. Le plan Université 2000 a montré ce que le partenariat Etat-Régions pouvait apporter en termes de mobilisation financière autour de programmes de construction ou de rénovation immobilière ; il a permis dans un délai relativement bref d'augmenter significativement la capacité d'accueil des institutions universitaires et de mieux répartir l'offre de formation dans une logique d'aménagement du territoire. Il appelle un prolongement qui prenne davantage en compte, notamment, les besoins de la recherche, de développement des lieux et des sources de documentation ou encore d'hébergement des étudiants et d'amélioration des conditions de vie sur les campus. Ce partenariat a ainsi vocation à s'inscrire dans la durée au-delà de la simple logique de rattrapage qui l'a initié ; il ne doit pas pour autant signifier un transfert aux Régions des compétences relatives à l'enseignement supérieur dont le risque pourrait être à terme le creusement des inégalités entre les établissements et une moindre lisibilité internationale. Une relation bien construite entre les contrats Etat-Régions et les projets de développement universitaire est de nature à produire l'effet de levier attendu tout en intégrant au meilleur niveau la part des contraintes inhérentes au lien qui doit être indissociable entre l'enseignement supérieur et la recherche publique. A charge aussi pour les établissements, dans le cadre de leur autonomie, de concevoir des partenariats avec les collectivités territoriales pour dégager des financements sur des objectifs partagés en matière d'offre de formation initiale ou continue.

C'est en effet dans des relations plus suivies et diversifiées avec leur environnement que les Universités peuvent trouver des ressources nouvelles et des marges d'initiatives. Le développement de la formation tout au long de la vie offre à cet égard un champ d'intervention encore insuffisamment exploité auquel de surcroît les nouvelles technologies ouvrent d'autres perspectives. Les réformes pédagogiques qui ont introduit la modularisation et la capitalisation des enseignements sont de nature à favoriser des parcours à la carte plus conformes à la demande et prenant mieux en compte les contraintes auxquelles elle est confrontée ; elles doivent aussi permettre une vraie politique de validation des acquis professionnels sans laquelle le retour en formation ne pourra pas pleinement s'exprimer. Sur ce dernier point l'enjeu est assurément fondamental et contraint les équipes pédagogiques à des démarches qui restent encore trop circonscrites ; le bilan de compétence qu'elle induit participe de l'exigence plus large de substitution d'une logique de la demande à une logique de l'offre jusqu'ici dominante sinon exclusive.

Le même aspect d'ouverture plus systématique sur l'extérieur doit inspirer les établissements dans la définition et la conduite d'une politique de valorisation de la recherche et de transfert de technologie. La recherche-développement participe assurément des missions des Universités et la plupart ont développé des actions en ce sens ; elles se heurtent cependant à une inadaptation de la réglementation qui les bride et les contraint à recourir à des institutions périphériques induisant parfois des situations juridiques incertaines et, dans tous les cas, un déficit de notoriété et de moyens. Il est urgent de réagir en offrant aux Universités des cadres juridiques adaptés leur permettant d'assurer dans la transparence une fonction que la loi place au cœur de leurs missions ; les solutions sont plurielles, qui vont de la constitution de filiales autorisée de longue

date, mais lourde à mettre en œuvre et pas toujours adéquate à l'individualisation d'un service dédié à cet effet et doté d'un budget annexe. Il importe d'être attentif à ce que les Universités disposent de solutions alternatives permettant de prendre en compte les spécificités de leur champ d'intervention et la nature des actions qu'elles entendent déployer à ce titre, dans leur propre intérêt institutionnel comme dans celui de leurs personnels. Les voies existent qu'il appartient au législateur de tracer en demeurant attentif à les rendre flexibles.

L'Université évolue et peut paraître parfois se chercher. Elle doit tout en s'adaptant aux mutations de son environnement, ou mieux en les anticipant, rester fidèle aux principes fondamentaux du service public de l'enseignement supérieur et de la recherche dont elle constitue le noyau dur. Elle ne peut en revanche demeurer bridée par des dispositifs conçus pour un autre contexte aujourd'hui dépassé et qui la prive de la capacité de répondre au mieux à la demande sociale ; c'est à cette condition qu'elle pourra tirer parti de la démarche volontariste dans laquelle elle est invitée à s'inscrire.

Financing of Higher Education

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Financing of higher education has undergone important structural and functional changes over the past ten years or so. The way governments finance their institutions has been widely modified in many countries. Accountability and transparency are becoming universal requirements. Institutions are increasingly invited to attract supplementary external funding. This has had important implications on how institutions allocate and utilize their resources internally. Also, there is increasing pressure from governments to use funds more efficiently, due to the overall financial constraints. As the overall functions of higher education institutions have become more complex, the functions of financial management have also become ever more diverse. If, in the past, they had been widely concerned with the protection of finances and the execution of budget lines, today financial management also needs to be concerned with tasks such as setting up incentives for basic units to attract their own funding or placing funds in the capital market.

In many countries, both in developed and developing, changes in financial management have been extremely rapid whereas in some others its functions and structures have still remained very traditional. In broad terms, it may be stated that radical change has often been the result of disruptive economic and political events, which have obliged institutions to develop survival strategies. In other contexts, change has happened in a more co-ordinated fashion as part of major reform programmes initiated by governments and external agencies, especially the international and bilateral donor agencies.

Financing of higher education operates within constraints determined by three main factors: (a) their mission statement; (b) the distribution of authority over financial management; and (c) the mechanisms through which institutions receive their finances.

1. Functions and practices of financial management

The main functions of the financial management include:

- the acquisition or mobilization of resources
- management of cash reserves
- the allocation of resources
- the utilization of resources
- evaluation and auditing

We shall elaborate on them.

1.1 The acquisition or mobilization of resources

The majority of resources are normally received from governmental authorities, or raised by tuition fees plus additions from a variety of other sources, such as the community, parents, charity. While public subsidies are likely to remain the major source of funding for higher education in most countries, they are becoming increasingly insufficient to ensure the financial viability of higher education systems which are rapidly expanding under the pressure of rising social demand. Even when government funding is forthcoming, it is felt to be disadvantageous for the university to rely on a single financial source.

With less state support and limited opportunities to impose or increase fees, many universities have had to become involved in a wide spectrum of income-generating activities. In this context, it is important that university councils include representatives from business and industry in order to strengthen the linkages important for forming partnerships and in order to develop marketing methods.

The following is a tentative list of possible sources of funding:

- private students;
- variations of tuition fees;
- examination fees;
- residence fees;
- contracts for research, courses and consulting (usually a percentage of revenue earned goes to the department concerned);
- intellectual property rights (patents and books);
- commercial activities (printing, software);
- investments in productive areas;
- endowments (this is a tradition in the USA and prestige universities in the United Kingdom and Japan);
- foreign aid.

In many countries, public institutions are free to make use of these earnings, but in many others, it has been necessary to amend the regulations governing the finances of institutions, or to make other special provisions to enable them to retain their outside earnings. However, it is obvious that countries that are predominantly agrarian or that have a small, modern industrial sector, have limited scope for service contracts.

Any income-generating activity should be applicable to the modalities of a university, be demand oriented and locally specific. In addition, they should be tested by means of an experimental phase.

1.2 Management of cash reserves

In countries with a well-developed banking system and investment market, properly managed cash reserves can generate a significant income for the institution through interest and make savings from various kinds of benefits.

1.3 The allocation of resources

Measures that have been adopted include:

- devolving financial responsibility and accountability closer to the operating units, as far as expertise and the information system permit but not at the expense or abdication of all central control;
- adopting formula funding, often based on enrolments, output of graduates and other performance indicators - where governments use formulae for funding purposes, institutions often follow the same procedure for internal allocation and it may be necessary, when instituting formulae funding, to put aside some resources to assist certain faculties in the transition phase and for strategic uses.

1.4 The utilization of resources

Broadly interpreted, this task encompasses all the management activities of staffing, running the premises, ordering supplies and so on, which incur expenditures. Other activities, such as running a bookshop, hiring school premises or selling courses for a fee, which bring in additional income, may also be included.

The utilization of resources is also concerned with the protection of finances from fraud. As management information systems and auditing procedures improve, financial irregularities will be detected more easily and the regulations can be made less onerous.

1.5 Evaluation and auditing

Evaluation and auditing are currently the least developed aspects of financial management. With increased autonomy, higher education institutions have to be accountable for their academic and financial performance. While considerable educational evaluation is undertaken, very little of it relates the value of resources used to the resulting educational outcomes.

Though educational outcomes are not easily measured, nevertheless decisions have to be made, so there is certainly merit in quantifying where possible. There is no one absolute and correct way of costing, but if there are several ways to achieve an objective, then if the same costing principles are adopted, relative costs can be measured. Cost analysis should aim at summarizing net resource implications of an educational activity over a period of time, particularly if a change is involved. Cost per student per annum is a common measure utilized, as is cost per student hour.

At present, educational evaluation is usually undertaken by government advisers and inspectors. Quite separately, auditing is normally restricted to checking the probity of transactions undertaken by educational administrators. Ideally, the auditors should assess the efficiency and effectiveness of resource utilization by relating service outcomes to policy objectives (effectiveness) and resource utilization (efficiency). Since in education the major operating cost is teaching staff, cost effectiveness is usually related to staff hours used and number of students benefiting.

In addition to the above, it is becoming more general for institutions to conduct their own self-evaluation, comparing performance both within the institution and with set strategic targets. It is advantageous to involve staff in setting targets and measuring actual performance.

Performance indicators can serve a useful role in the evaluation of the financial management of an institution, although it is clear that they do not tell the whole story.

2. Strategies for financial management

The presentation concluded with a list of national and institutional strategies for financial management.

2.1 National strategies

Within this context, governments have applied different strategies to create a framework to facilitate creative financial management at the institutional level.

• Mechanisms for resource allocation

With regard to resource allocation mechanisms, the following strategies have been attempted:

- ♦ line item budgets are replaced by lump sum budgets with a view to making those who are close to the primary activities of higher education responsible for decisions;
- ♦ increasingly, resources are allocated on the basis of funding formulae which include built-in output parameters (e.g., number of graduates) in order to give clear signs to the universities of expected outputs and outcomes, and to create an incentive for performance;
- ♦ a suggested set of performance indicators is developed by government to indicate the criteria against which institutions will be evaluated, and to establish a monitoring instrument for the higher education system;

- ♦ incentive budgeting and special-purpose funds are made available whereby government money is redeployed to achieve certain impacts or to stimulate innovative projects in government priority areas.
 - ♦ All these governmental strategies try to combine the need for national co-ordination and the setting of guidelines with the aim of stimulating initiative and innovative behaviour within universities.
- **Allow for flexibility in the utilization of resources**
 - **Create an institutional (legal and otherwise) framework conducive to diversification of resources**
 - **Make new resources available through student loans and a discriminatory fee-paying system**
 - **Develop a private sector of higher education**
 - **Allow for financial planning at the institutional level**
 - **Retain a dominant role of the state in higher education**

2.2 Institutional strategies

- **Integrate financial management and institutional policies**
- **Facilitate the generation of income and cost recovery at the basic unit level (Examples were cited from China, Chile, Cuba, Jordan, Kenya and the recent IIEP experience from the distance learning course on Strategic Financial Management for Southern African Universities)**
- **Reduce costs and increase efficiency**
- **Develop appropriate administrative structures (The case of the sudden discovery of a large deficit in the University of Edinburgh, Scotland in the early nineties was cited along with the ways it was eliminated)**
- **Develop an appropriate management information system (MIS)**
- **Provide adequate training**

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Public and private sources of funding of Higher Education

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India

Sources of Funding

Historically speaking - sources of funding of higher education have been:

- ➔ Community – endowment/donations
- ➔ Government - federal, provincial and local
- ➔ Parents of wards - fees from students
- ➔ Sale proceeds of farm land or rent of land attached to educational institutions
- ➔ Services charges/consultancy

Increasing state activity and sources of funding of education

- ➔ Laissez Faire Economist - also argued for state support to education
- ➔ Increasing role of the state in the development of the country's call for increasing role of the state in the funding of higher education

Schultz influence

- ➔ Human capital theory and investment in higher education
- ➔ UNESCO support for investment in higher education
- ➔ Studies on contribution of education in development
- ➔ Debate and doubts on relationship of higher education and national development - concept of residual factor
- ➔ Concept of merit want/good social want/good and private want/good and public and private sources of funding

Papadopoulos study and World Bank View

- ➔ Social rates of return is higher for primary and secondary education and lower for higher education
- ➔ Private rate of return being higher for higher education
- ➔ Cutting down subsidy and self/cost price financing of higher education (1994)

- ➔ Findings suffering from conceptual and methodological weaknesses
- ➔ Other studies indicating contribution of expenditure on higher education to the national development - U.K., U.S.A.
- ➔ Level of development of nation states and political economy of the state
- ➔ Future developmental strategy of the world
- ➔ Knowledge and human skill oriented development
- ➔ Higher education as a source of knowledge and R&D

Role of the state

- ➔ State has a major role in developing countries to provide funding to higher education, because of low per capita income, poor capacity to pay and higher demand for quality human resources
- ➔ The caveat - rich among poor getting benefits of higher education and benefits of state support
- ➔ Method of mobilizing funds from rich
- ➔ Policy of taxation or user charges
- ➔ Extent of subvention in developed countries: USA 60% for private higher education, 80% for public higher education, Canada 66% private higher education

Recent approaches

- ➔ Private universities: full cost pricing
- ➔ Self financed courses of studies
- ➔ Marketing graduates and charging the cost from the employer
- ➔ Reducing subsidy on maintenance of students and increasing fees
- ➔ Mobilizing funds through consultancy, sales and services

Policy Prescription

- ➔ India about 20% of recurring cost to be borne by students. Actual tuition fee range 15-17% in public higher education managed by state government and 1-5% for public in higher education managed by central government

International Scenario of Public and Private Sources of Funding

- ➔ Tuition fees from students as percentage of recurrent expenditure in public higher education

Range

◇ Asia	--	3% (Bangladesh) to 46% (South Korea)
◇ Latin America	--	3% (Bolivia) to 36% (Chile)
◇ Industrialised countries	--	10% (Japan) to 20% (Spain)

(Source: Based on figures around 1990 - Shalk & Hassen, World Book)

Conceptual issues - Public and Private sources

Public sources

Advantages:

- ◆ Equity, Democratization, Promotion of merit and clearly orientated sustainable development

Disadvantages:

- ◆ Red tape, delays over control causing inefficiency and lack of innovations

Private sources

Advantages:

- ◆ immediate need and market orientation
- ◆ Flexible and dynamic

Disadvantages:

- ◆ those who can afford may not necessarily be meritorious
- ◆ iniquitous, promoting those endowed with financial resources and perpetuating inequality
- ◆ lacking long term and larger public concern and interest

Other private sources

- ➔ Endowment funding/donations
- ➔ Sales and services

Advantages:

- ◆ May prove to be more efficient and promoting both long and short terms needs of the society

- ♦ Enhancing social accountability and societal need orientation
- ♦ Reducing subsidization to rich

Disadvantages:

- ♦ Lack of certainty of funds
- ♦ Occasional conditionality and control on governance and serving certain interests

**Distribution of Sources of Finance in Private Higher Education
(Percentage)**

Country	Year	(1) Tuition And Fees	(2) Govt. Subsidy	(3) Private Donations & Others	(4) Endowment Income	(5) Sales & Services	(6) Total
U.S.A.	1990	39.6	19.2	13.3	5.3	22.6	100
Japan	1987	70.4	13.0	6.5	10.0	0.0	100
Canada	1993	14.2	66.2	6.8	4.8	8.0	100
Korea	1988	82.0	3.0	10.0	5.0	0.0	100
Philippines	1990	51.0 a)	40.0	6.0	0.1	2.1	100
India	1987	12.4	80.5	6.5	0.43	0.0	100
Kenya	1991	80.0	7.0	2.5	0.0	9.0	100

a) Higher Education Surveys

Source: United States: Digest of Education Statistics, Department of Education, 1992; Japan: M. Kaneko, "Public and Private sectors in Japanese higher education" RIHE (Mimeo), Hiroshima, Hiroshima University, 1987; Canada: Canadian Association of University Business Officers (Personal Communications) 1993; Korea: Korean Council for Higher Education, 1988; Higher Education policy, India: Education in India (various years); Kenya: T.O. Eisemon, " Private Initiatives and Traditions of State control in Higher Education" PHREE 92/48, 1992, World Bank.

Reform of Higher Education

Prof. Amnon Rubinstein, MK*
Israel

The democratization of higher education has become such an almost universal feature of post World War II society, that its measurement and rate of growth have become a common yardstick by which the progress (and wealth) of nations are measured. We are familiar with the features which accompany this process: cries alleging lowering of standards are countered by charges of elitism, universities which face growing student bodies try to sharpen the distinction between the general studies for a Bachelor's degree, in which a substantial drop-out rate is regarded as inevitable and post-graduate and research efforts through which the traditional research-universities stake their claim to fame; new non-university institutions of higher education take root and are given university status (as was the case in Thatcher's Britain) or full academic status ensured by statutory law (as was the case in Rabin's Israel); the issue of much-needed technological and engineering schools vying for resources with the more traditional liberal arts is emphasized by a fast changing technological society. And above all looms the onus of financing this expanding student and teacher population: should this be underwritten by public funds - as is still the case in continental Europe most of which is tuition-free? Or should a limited fee - extenuated by socially-deserving exceptions - be the remedy, as is the case in Blair's Britain? Or is the solution to be found in the much-discussed Australian system of subsidized loans - to be repaid to the state once the graduates start earning their living? Or is the American pluralistic system - incorporating as it does a whole gamut of public, charitable and private institutions - to be preferred? And, above all, how can modern societies - the rich and the poor alike - reduce the financial onus? How can higher education serve society without draining its much-needed resources?

There is one common truism which serves as a guide to anyone trying to grapple with these questions: higher education has been transformed in our age and has expanded in such a way as to make the traditional research university - that unique place where knowledge is both acquired and created - a minority phenomenon. The demand for tertiary education goes beyond the pre-world war university and is motivated by new forces in our society. The main force driving this change is the process of "academization" of professions and occupations which did not require in the past academic degrees. This process - which the Americans call credentialism - is an inevitable part of a democratized society and it is simply useless and perhaps even unjust to try and stem its tide. One simply must acknowledge that besides the classical university - the very name denotes a universal non-specialized institution - new types of tertiary education institutions arise, all culminating in a diploma which bears the magical combinations: B.A-, B.Sc., M.A., M.Sc., etc.

The academic reforms in Israel carried out during the Rabin government succeeded in partially fulfilling these contradictory demands and in extending higher education without imposing an undue burden on the public till.

The elements of that reform, mapped out co-jointly between the Minister of Education and the Council of Higher Education, and approved by the cabinet, are as follows:

1. the research universities will be allowed to take in only a limited number of undergraduate students;
2. the main bulk of additional undergraduate students will study in academic colleges. These colleges grant a Bachelor's degree which, under law, is treated as fully equivalent to a university degree;

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3. such colleges are less costly because the state subsidy for research is much lower than that granted to universities. Presently 30% of undergraduate students study in these colleges - spread throughout the country - and the declared aim is to reach 50%;
4. non-subsidized colleges are accredited by the council for Higher Education, and in these colleges, now totaling about 10% of the total undergraduate student body, the tuition fee is free of any government control. Discussions are now taking place in the Knesset with regard to giving governmental grants to students studying in these costly colleges in which the tuition fee is generally twice as high as that which is paid in subsidized institutions, roughly \$2500 and \$5000 respectively;
5. a new type of Engineering Schools - usually based on former non-degree granting Polytechnics - has been established. These schools, concentrating on training engineers for hi-tech industries, incorporate in their curricula a period of apprenticeship and culminate in an academic degree (Bachelor of Technology in Engineering Sciences) as well as registration in the Register for Engineers. Four such schools function now. They have doubled the output of Engineers, and are enthusiastically received by industry;
6. non-Israeli universities are allowed to open up branches in Israel and to charge tuition fees without governmental intervention. By law, the council of Higher Education is charged with supervising not their quality but their compliance with the curriculum and terms of equivalent studies in the "Mother University". Over 30 such branches are now functioning - most of them opened by English universities filling in the quest for much sought-after subjects such as law, business administration and education.

It is this reform which made it possible to almost double the student population within the last decade: from 2742 per 100.000 inhabitants to 3598 in 1995 (World Conference on Higher Education, World Statistical Outlook on Higher Education, Paris 1998, page 46). The reform - initially controversial, now accepted by government and opposition alike - is based on the principles enunciated in the recent UNESCO World Conference on Higher Education; i.e. that it "hopes to promote three specific goals:

- ♦ broader access to higher education systems based on merit and capacity,
- ♦ improved management of these systems in terms of relevance and quality,
- ♦ stronger links between higher education and the world of work, notably by facing the challenges posed by increasing unemployment in both developed and developing countries."

Cinq questions sur le financement de l'enseignement supérieur

Dr Wrana Maria Panizzi
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Association des Universités du Groupe Montevideo (AUGM)

La session «Sources publiques et privées» du Groupe Thématique «Gestion et Financement» doit approfondir les discussions sur, au moins, les cinq points suivants:

1. De l'importance d'assurer des systèmes de financement bien définis et fiables dans la durée

Nous partons d'un **consensus** autour du rôle stratégique de **l'enseignement supérieur** - qui vise le bien-être des individus, des peuples et des nations. Aussi doit-il être considéré comme **prioritaire**.

Dans cette perspective, en ce qui concerne le financement, la première question qui se pose porte sur le **montant des ressources** qu'un pays (une société) destine à cette fonction.

LE MONTANT - combien on y dépense?

Quel pourcentage du PNB est destiné à l'enseignement supérieur? - voici un critère qui, de manière générale, témoigne de l'importance que chaque gouvernement accorde concrètement à l'enseignement supérieur.

Un certain nombre de données indique que l'importance des ressources disponibles est une question essentiellement politique (voir le document brésilien).

L'autonomie institutionnelle et la liberté académique sont indispensables pour assurer la qualité de l'enseignement supérieur. Mais l'autonomie est inconcevable sans les mécanismes de financement adéquats. La deuxième question qui se pose concerne donc **l'origine des ressources**.

L'ORIGINE - qui paie?

En parlant d'enseignement supérieur, une chose est sûre : **le soutien public est indispensable**. Par conséquent, au centre de ce que l'on peut considérer comme «des systèmes de financement adéquats et sûrs» se trouvent **les gouvernements** - ils doivent assumer la responsabilité du financement, dans les limites des conditions et des exigences propres à chaque système d'éducation. Cette responsabilité comprend la recherche de la diversification des sources de financement, devenue impérative. Sur ce terrain, les solutions doivent être le fruit d'une concertation, sous le contrôle de l'État, entre tous les agents (acteurs) concernés par l'enseignement supérieur.

Encore un aspect important : il faut qu'il y ait un équilibre dans la distribution des ressources à chaque niveau du système d'éducation. Ce qui signifie que l'enseignement supérieur doit toujours être un des termes de l'équation, sans jamais être écarté au bénéfice des autres niveaux (fondamental et secondaire).

2. Du rôle de l'enseignement supérieur dans la diminution des inégalités

Un enseignement supérieur accessible et de bonne qualité est un facteur de correction des inégalités prononcées, c'est-à-dire qu'il peut avoir un rôle (re)distributeur. Ainsi, outre l'origine et le montant, il est important de considérer la manière dont les ressources sont allouées pour générer des bénéfices réels.

DISTRIBUTION - à qui il est destiné? - quels sont les bénéficiaires?

Les gouvernements doivent investir visant, toujours, **une plus grande équité** :

- entre les personnes ;
- entre les régions (l'exemple du Brésil) ;
- entre les pays (voir les spécificités de la région latino-américaine).

Les principales questions concernent l'accès à l'enseignement et sa qualité : **l'égalité d'opportunités d'accès et la garantie de la qualité** de l'enseignement supérieur proposé sont des facteurs d'une plus grande **justice sociale**.

Un système de financement qui assure ces deux aspects exige une base légale, des règles claires reconnues par toute la société.

3. Des stratégies pour augmenter l'investissement dans l'enseignement supérieur

Les gestionnaires ont le devoir de contribuer à ce que l'enseignement supérieur soit meilleur que celui que l'État tout seul serait en mesure de proposer. De ce point de vue, il est acceptable que l'on cherche à augmenter l'investissement par la diversification des sources de financement.

Cependant, une telle stratégie ne doit jamais sacrifier la nature et les objectifs essentiels de l'enseignement supérieur. Ainsi, les solutions pour les problèmes de financement ne doivent jamais considérer l'enseignement supérieur comme un «produit» ou un «service» dont la production ou la distribution pourrait être régie exclusivement par le marché.

En même temps - en gardant toujours le principe selon lequel l'enseignement supérieur est un bien public - la participation d'autres sources peut être un facteur d'accroissement de la qualité.

Quant à la question de savoir qui paie et quels sont les bénéficiaires, deux aspects sont souvent discutés :

3.1 - Ressources propres

Les institutions peuvent chercher des stratégies pour obtenir des ressources propres en supplément de l'apport public (prestation de services, coopération avec des secteurs productifs, etc.), mais cette démarche ne doit pas défigurer les institutions. Les critères d'identification et de choix des sources de financement supplémentaires sont liés au projet éducatif, à la formation que l'on souhaite procurer, à des valeurs éthiques et à la responsabilité sociale.

3.2 - Payant versus Gratuit

L'enseignement supérieur étant un bien public, il n'est pas question de transférer les coûts aux étudiants. L'égalité dans le paiement aussi bien que l'inégalité dans le paiement engendrent des inégalités différentes et nouvelles.

L'équité doit prévaloir à tous les niveaux de l'éducation : voici le fondement (pour un pays comme le Brésil) de la défense de la gratuité de l'enseignement supérieur.

Dans cette perspective, il devient nécessaire de réaffirmer l'importance du rôle de l'apport public, puisque les sources financières déterminent les opportunités d'accès - tout schéma de financement doit chercher à les améliorer, à les élargir, à ne pas les restreindre. (Le document brésilien contient un certain nombre de renseignements sur la façon dont ceci fonctionne - ou ne fonctionne pas. Par exemple : la création de fonds et de systèmes de bourses d'études à l'attention des étudiants).

4. Du rôle de l'enseignement supérieur dans la recherche et dans le développement technologique

À propos de la question : l'enseignement supérieur, à quoi sert-il?

Nous utilisons ici une conception élargie d'enseignement supérieur : par enseignement supérieur on ne peut entendre qu'un enseignement capable de qualifier les individus et les nations pour la production de connaissances, pour le développement scientifique et technologique.

Pour ce qui est des financements, cette question nous renvoie au fait que les fonds publics destinés à la recherche et à la technologie sont fortement dirigés vers les systèmes universitaires de l'enseignement supérieur.

5. Du rôle de la coopération internationale

La question est de savoir : qui la prend en charge?

Compte tenu de l'interdépendance actuelle entre les nations, le rôle de la coopération et des fonds en provenance d'organismes multilatéraux dans le montage des schémas de financement devient d'autant plus important.

Cependant, la coopération (économique, financière et académique) doit avoir toujours en vue la défense des principes déjà énoncés. Autrement dit : en aucun cas la coopération ne pourra être conditionnée à des exigences qui compromettent l'éducation et sa mission sociale (rappeler la position de la Banque Mondiale).

Le rôle des organismes supranationaux et des forums comme celui-ci est d'établir des critères communs pour décider de la concession des financements et de l'aide, des critères basés sur des indicateurs de nécessité et de qualité.

La création d'un fonds international de financement de l'enseignement supérieur pourrait aider les pays moins favorisés à se développer de manière à s'insérer positivement dans l'économie de la société de la connaissance.

Commission IV

International Co-operation

Final Report

Prof. Lorenzo Olarte Cullen

Un proyecto modelo UNITWIN, que combina solidaridad y participación, transferencia de conocimiento y tecnología

Dr I. Khaleeva

From Brain Drain to Brain Gain

Dr Emily Vargas-Baron

Higher Education Partnerships for Development

Dr Luis Julián Lima

Actividades académicas sin fronteras

Prof. Cary A. Duval

Dr Jos Walenkamp

Commission IV – International Co-operation

Final Report

Professor Lydia Makhubu,(Swaziland), the representative of the Director-General welcomed the participants and emphasized the particular role of Commission IV in the overall programme of the World Conference, by pointing out that international co-operation underlies all efforts to enhance quality and relevance and to increase efficiency and better management in higher education.

She informed the participants about the proposals of the representatives of the Member States for the Bureau of Commission IV, which was subsequently approved in the following composition:

- Mr Medardo MORA, Chairperson - Presidente, Consejo de Universidades Politécnicas del Ecuador;
- Mrs Aliza SHENHAR, Vice-Chairperson, Israel;
- Mr Ali TAVAYOL, Vice-Chairperson, Iran;
- Mr Jacques ADOM NIAMKEY, Vice-Chairperson, Côte d'Ivoire;
- Mr Talib Issa A.L-SALMI, Vice-Chairperson, Oman;
- Mrs I. KHALEEVA, Rapporteur, Russia.

Mr D. Beridze and Mr D. Chitoran were appointed Secretary of the Commission and Assistant to the Rapporteur, respectively.

The President opened the work of the Commission by reiterating the importance of its debates since it is devoted to one of the major issues facing higher education on the eve of the XXIst century: how to reinforce its internationalization in an increasingly interdependent world?

The themes and topics of Commission IV were then presented by the expert designated by the UNESCO Secretariat. He placed particular emphasis on:

- the current trends in international co-operation in higher education;
- major goals, principles and strategies for its further development;
- diversification of the modes of action in international co-operation, particularly the role of new information and communication technologies;
- diversification of resources and other means for the further growth of international co-operation in order to cater for larger numbers of students, teachers and researchers, particularly for the benefit of higher education in the developing countries.

The ultimate goal of international co-operation is to raise quality of higher education everywhere, in a spirit of academic solidarity based on sharing and on equal partnership.

Debates in Session 1, devoted to 'Principles, Goals and Strategies of International Co-operation', were introduced by three facilitators, representing the International Association of Universities (IAU), the Association of African Universities (AAU) and the Association of the Universities of Asia and the Pacific (AUAP).

In defining the goals of international co-operation, the facilitators expressed agreement with the way they were outlined in the Conference draft documents. They insisted on the need for international co-operation to shift from a re-active to a pro-active and inter-active approach vis-à-vis the processes of

regionalization and globalization, and to set itself concrete goals in order to meet immediate and foreseeable needs. On the eve of the XXIst century, the major purpose of international co-operation in higher education, while pursuing increased mobility, broad-networking and other linking arrangements across nations and regions, is to contribute in a spirit of academic solidarity, to build institutional capacity and to raise the quality of higher education in the developing countries, particularly in the least developed.

The major principles outlined by the facilitators were: genuine partnership and its two-way nature so as to avoid asymmetries, exclusion and marginalization. Above all else, it was pointed out that co-operation should start with people and its final goal is the benefit that it can provide to people. Hence, its role in contributing to better understanding among peoples and nations, and better knowledge and respect for differences, as pre-conditions to the contribution that higher education can make to building a Culture of Peace in the world of the XXIst century.

The speakers who took the floor in the ensuing debates, pressed governments, international organizations and all possible stakeholders in higher education to provide adequate means for international co-operation, given its increasing role for higher education itself as well as for society as a whole. One speaker insisted on including international co-operation and the need for higher education to contribute to global awareness and world sustainable development as part of the mission of higher education institutions. This should possibly be reflected in the Declaration to be adopted by the World Conference.

Another proposal requested UNESCO to continue producing periodical reports on international co-operation, so as to keep track of trends, developments and needs.

Session 2 concerned regional and international partnerships, networking and academic solidarity. It began with the presentation of a model UNITWIN project combining solidarity, transfer of knowledge and participation. The project is a network of networks, which aims at institutional development of higher education in several countries sharing Spanish and Portuguese as languages of instruction. At the same time, the project has set itself concrete objectives for the development of the communities in which they function, particularly through studies, training and research in the area of tourism and the preservation of the environment.

Two facilitators presented specific cases of multinational institutions of higher education, in the West Indies and the Arab Gulf, respectively. The experience of such institutions is highly relevant for international co-operation, given the complexity of their tasks and the diversity of forms they adopt in discharging their academic and research functions. The input for the debates of the session was completed by another facilitator, who presented a successful regional project for academic mobility in Latin America (RIMA).

There followed an active debate to which 12 speakers contributed. They referred in particular to the UNITWIN/UNESCO Chairs Programme requesting its reinforcement, particularly in Africa, where the need to strengthen the regional offices and their units in charge of higher education was also underlined.

Session 3 dealt with academic mobility and the brain drain. Two facilitators introduced these complex issues. The first presented a mobility project which has set as its goal to replicate the experience of the large scale European mobility schemes to Asia and the Pacific. The other emphasized the role of foreign language learning and of increased intercultural dialogue, in promoting mobility and deriving optimum benefit from study abroad.

The debates that followed were extremely rich and lively (16 speakers took the floor). One speaker referred to a Student Mobility Charter, prepared by the NGOs, which could complement the Conventions on the Recognition of Studies, Diplomas and Degrees adopted under the auspices of UNESCO. He urged UNESCO to consider the possibility of developing this charter into an instrument of a convention type. Furthermore, the elaboration of a Convention on the Conditions of Students, similar to the Recommendation on the Status of Higher Education Teaching Personnel was submitted for consideration by UNESCO.

All speakers emphasized the need to increase academic mobility and pressed governments, international organizations, agencies and foundations to provide means for a significant increase of mobility of all participants in higher education. Many mobility schemes were presented. The need was pointed out to

remove all possible obstacles to mobility, including the granting of visas, or difficulties pertaining to the recognition of studies and diplomas obtained abroad. The first priority is to redress current imbalances, with regard to mobility, especially student mobility, because the developing countries are very much disadvantaged at present. There were also references to the need to evaluate the efficiency of academic mobility, with the recommendation to make increased provisions for training of trainers and training within the country of origin. Short-term training schemes, rather than full studies abroad were recommended.

In the debate on brain drain, it was pointed out that the documents prepared by UNESCO tend to emphasize the link between mobility and brain drain. This may be counterproductive, because mobility may sometimes lead to brain drain, but is not its major cause. Moreover, even the formula for 'brain drain' to 'brain gain' as used in the Conference documents was questioned, because ultimately it means that there are losers and winners in this process. A more adequate formulation should be brain mobility, with emphasis on its two way character, on sharing and on academic solidarity. The first goal of academic mobility should be to strengthen capacity, particularly the capacity of higher education institutions in the developing countries.

Measures and incentives for the return of those studying abroad to their countries of origin should be created. The receiving countries, in agreement with the sending ones, should act in a concerted manner, so as to make academic mobility schemes truly successful. In-depth studies are necessary, in order to have more accurate data on the extent to which mobility actually feeds the brain drain. The existence of centres of excellence in the developing countries, based on regional co-operation, is essential for the return of highly skilled academics, so that their research capacities should be fully used. Reinforcing research capacities in the South was strongly emphasized and the point was made that it requires North-South and South-South co-operation schemes.

In Session 3, devoted to the possible launching of the "Academics Without Borders" initiative, as foreseen in the Draft Framework of Action, both the facilitators and the numerous speakers who took part in the debates, appreciated its innovative nature and the spirit of academic solidarity and institutional and individual commitment on which it is conceived. They strongly urged to pursue this initiative, which could become one of the major outcomes of the World Conference with regard to international co-operation. Experience already acquired within the framework of the UNITWIN Programme, of the TOKTEN Programme, as well as by many existing, networks and linking arrangements, indicates that there are good grounds to launch the initiative successfully. In promoting the initiative, UNESCO was urged to forge broad alliances with the institutions of higher education, with their associations, with professional and scientific societies, and to seek the support of all possible interested partners.

Session 4 addressed the issues of "Planning, Management and Evaluation" of international co-operation. In introducing the topic, the facilitators emphasized that the complexity of international co-operation (growing numbers of people involved, broad diversity of forms, funding and accountability, etc.) require careful planning, good management and constant monitoring and evaluation.

Good planning requires setting clear objectives (both short-term and long-term), choice of partners and active participation of all actors involved, including those who provide funding.

Management requires developing the necessary expertise at the institutional level, particularly in the institutions of higher education in the developing countries. The provision in the Conference documents requesting UNESCO to provide training and capacity building for institutes in the South to allow them to be equal partners in co-operation.

Monitoring and evaluation were considered essential not only for the benefit of the institutions involved in co-operation schemes, but also in order to convince governments, IGOs, donor agencies, etc. that funds allocated to international co-operation are efficiently spent. This is particularly important for co-operation projects in favour of developing countries.

Several speakers referred to the 'market approach' adopted by higher education institutions in the industrialized world, which recruit international students, charging high tuition fees. This has negatively affected North-South co-operation. The proposal was made to define ethical standards, which should be followed by higher education institutions worldwide in conducting international co-operation. Further research

to evaluate the economic and educational impact of market-based practices is needed. Several speakers referred once again to the 'Academics with Frontiers' initiative, which provides an ethical response to these market-oriented approaches to international co-operation. They renewed the request to UNESCO to pursue this initiative.

In Session 5, the President of the Second Joint Meeting of the six Intergovernmental Committees in charge of the Application of the Regional Conventions on the Recognition of Studies, Diplomas and Degrees in Higher Education (UNESCO, Paris, 29 September - 2 October 1998) presented briefly the history of the elaboration of the Conventions and the plan of action adopted at the meeting held immediately before the World Conference. The Report of the Joint Meeting was distributed to the participants. It was requested by one speaker that it should be an integral part of the Report of Commission IV.

In the conclusion session, the Rapporteur presented the report of the debates. The President added his own remarks, emphasizing the very active participation in the debates (over 50 speakers, in addition to 15 facilitators and the general presentation).

The report was approved as presented with the specification that amendments could be presented by the participants in writing. They are reflected in the report in the present formulation.

Un proyecto modelo UNITWIN, que combina solidaridad y participación, transferencia de conocimiento y tecnología

Prof. Lorenzo Olarte Cullen

Vicepresidente y Consejero de Turismo y Transporte del Gobierno de Canarias

Las Islas Canarias, territorio fragmentado y ultraperiférico de la Unión Europea, es un destino turístico a escala mundial.

El Gobierno de Canarias ha apostado de forma decidida por invertir en educación y en formación, y específicamente en educación superior, convencido de que son los elementos de transformación de la sociedad del siglo XXI. Sólo la potenciación de estos factores de orden educativo, cultural y socioeconómico nos permitirá asumir los retos de complejidad e interdependencia a los que se enfrenta la sociedad en los ámbitos mundial, regional y local.

Canarias tiene 1,6 millones de habitantes y una población universitaria que supera los 50.000 estudiantes. Hay que tener en cuenta, además, que anualmente recibe más de 10 millones de turistas, en un ciclo que se extiende a todas las estaciones del año. Consciente de todo ello, el Gobierno de Canarias ha realizado importantes y diversificadas inversiones en los últimos 15 años en el sistema universitario regional.

Dichas acciones se insertan en el espíritu y en la letra de la Declaración Universal de los Derechos Humanos en relación con la educación superior. La Universidad debe ser una institución basada en el mérito y no en el privilegio.

Por otra parte, hay que considerar que Canarias por su situación geopolítica y, sobre todo, por vocación, es el lugar natural de encuentro entre tres continentes: Europa, África y América Latina. Esta privilegiada condición de tricontinentalidad es asumida por el Gobierno y las universidades canarias como una misión de su política de cooperación internacional. De este modo, la cooperación, junto con la pertinencia, la calidad y la diversificación de las fuentes de financiación, constituye un compromiso ineludible para las universidades de Canarias.

Desde los años noventa, cuando se inició el Programa UNITWIN y de Cátedras UNESCO – concebido para establecer redes entre centros de educación superior a niveles interregional, regional y subregional – el Gobierno y las universidades canarias han participado activamente en dicho programa de cooperación. De hecho, entre la Universidad de La Laguna y la Universidad de Las Palmas de Gran Canaria se coordinan en la actualidad una serie de proyectos en redes en el marco del Programa UNITWIN, en áreas tales como, la gestión ambiental y de los recursos marinos en áreas litorales, Sistemas locales de salud, Turismo y desarrollo sostenible e Informática y Tecnología. Todos estos proyectos, de indudable referencia para el desarrollo de Canarias, tienen como objetivo primordial el fomentar la transferencia de conocimientos y experiencias entre nuestra comunidad, los países de África próximos y América Latina. Las actividades de estas Cátedras han contado siempre con la ayuda y el apoyo económico de la Administración Autónoma de Canarias, recogidas en la Constitución Española y en su Estatuto de Autonomía, así como en el debido reconocimiento de la libertad académica y la autonomía universitaria.

De acuerdo con este espíritu de cooperación regional, en 1996 se estudia la posibilidad de crear un proyecto común a partir de las dos Cátedras UNESCO que en materia de Turismo coordinan las dos universidades de Canarias. Con ello se pretendía dar un paso adelante, cualitativo y cuantitativo, siguiendo los modelos más eficaces de cooperación solidaria Norte-Sur y Sur-Sur. Se procedió, así, a la constitución de una Red universitaria que compartiera características, intereses y necesidades comunes.

Desde el primer momento, la UNESCO apoyó esta iniciativa. La Red se constituyó en la Universidad de las Palmas de Gran Canaria, en noviembre de 1996, en el marco de la Conferencia de Turismo Canario – Americano convocada por la Consejería de Turismo y Transportes del Gobierno de Canarias, a la que asistieron ministros y altos cargos de la administración, rectores de universidad y empresarios vinculados al sector turístico de América Latina y de Canarias.

La Red está formada fundamentalmente por universidades situadas en islas atlánticas, que comparten una lengua y una cultura próximas, como son la portuguesa y la española. La Carta de Intenciones de la “Red UNITWIN–UNESCO de universidades en islas de lengua y cultura luso-española, Red ISA” se firmó en Las Palmas de Gran Canaria el 12 de noviembre de 1996, y fue ratificada el 18 de abril de 1997 en el Palacio de la UNESCO en París. En dicho acto, el Gobierno de Canarias, representado por su Vicepresidente y Consejero de Turismo y Transportes, en presencia del Director General, Federico Mayor Zaragoza, asumió el compromiso de financiar el funcionamiento de la Red y algunas de sus acciones de cooperación más importantes.

Las universidades que conforman esta Red pertenecen a Portugal (Açores), España (Islas Canarias), Brasil (Belem – Pará y Santa Catarina), Cuba, República Dominicana, Puerto Rico, Venezuela (Isla Margarita), Nicaragua, Perú y Chile. Según sus estatutos, la Red está abierta a la incorporación de otras universidades de las mismas características, situadas en islas, de lengua y cultura luso-española.

El tema central de la Red es el Turismo y el Desarrollo Sostenible, con el soporte de las Tecnologías de la Información como vía de comunicación, de transferencia, de cooperación y de formación. Los temas transversales son : a) Administración, Dirección y Régimen Jurídico de Empresas Turísticas ; y b) Destinos Turísticos Integrados : Recursos Naturales, Recursos Culturales y Recursos Tecnológicos.

La Red ISA se constituye asumiendo los principios y criterios que exigen las nuevas condiciones de la cooperación internacional, recogidos en el documento Política para el Cambio y el Desarrollo en la Educación Superior, publicado por la UNESCO en 1995.

De acuerdo con ello, la Red se fundamenta en los siguientes principios y criterios :

1. Una auténtica asociación basada en la igualdad y la confianza mutua entre sus miembros.
2. La solidaridad académica como base de la cooperación.
3. Flexibilidad en las actividades que se desarrollan, de acuerdo con la sensibilidad, capacidad e intereses de las instituciones participantes.
4. Una cooperación interuniversitaria renovada que ofrezca incentivos para mantener a los estudiantes, docentes e investigadores en sus centros de origen. Se trata, por lo tanto, de luchar contra el fenómeno del éxodo de profesionales competentes y de contribuir a la reestructuración de la educación superior en los países en desarrollo.
5. Favorecer no sólo la cooperación Norte-Sur, sino también las relaciones de asociación Sur-Sur, que tienen el valor añadido de permitirnos intercambiar y comparar experiencias semejantes y comunes.
6. Elaboración conjunta de programas y cursos de aprendizaje y formación, que tengan en cuenta los valores culturales y las condiciones económicas, sociales e históricas de cada uno de los países en los que serán impartidos.
7. Fomentar la cooperación a través de una estructura de redes –regionales, nacionales y transnacionales– fundada en intereses comunes y en responsabilidades financieras adecuadas y solidariamente compartidas.
8. Sentar las bases culturales y tecnológicas que faciliten y estimulen una rápida expansión y desarrollo de las Tecnologías de la Información y de las Comunicaciones, así como el acceso a los recursos y servicios de información a través de Internet en las regiones que comprende la Red.

En cuanto a su funcionamiento, la Red ISA opera a nivel de: a) La Asamblea de Rectores, que reúne una vez al año alternando la universidad de acogida, y que fija las directrices generales de actuación de acuerdo con la misión y fines de la misma : b) Las reuniones de expertos en cada uno de los temas transversales, las cuales constituyen el foro en el que se elaboran los proyectos conjuntos. Las acciones se dirigen tanto a la formación de grado y de postgrado, como a la intervención de equipos multidisciplinares de expertos en las áreas del Turismo, con énfasis en el desarrollo sostenible y en el impacto cultural y social del turismo. Todo ello contribuye a un mayor conocimiento entre los pueblos y las culturas de los países participantes.

Una de las acciones derivadas de la Red ISA ha sido favorecer la cooperación entre redes. De este modo, a través de las universidades de la Red ISA se participa en proyectos con miembros de otras redes. Tal es el caso de proyectos conjuntos con miembros del Grupo Montevideo, con UNAMAZ (Asociación de Universidades Amazónicas), con el Grupo Santander o con el Grupo Compostela, constituyendo, así, una estructura de "red de redes" interuniversitaria. Por otra parte, esta metodología de cooperación en redes ha permitido experiencias tales como la desarrollada por la Universidad de "Camilo Cienfuegos" de Matanzas, Cuba, que ha creado una red nacional responsable de toda la formación de postgrado en Turismo, y que participa conjuntamente en la acciones de la Red ISA.

También el Gobierno de Canarias, a través de sus universidades y con la colaboración de la UNESCO, proyecta la creación de una Red de Universidades en los países de la Región Noroccidental de África, a partir de la Cátedra y Red UNITWIN-UNESCO de Informática y Tecnologías de la Información, coordinada por la Universidad de Las Palmas de Gran Canaria, que ya está desarrollando importantes proyectos en esa área geográfica. Dicha Red África incluiría universidades o centros de educación superior de Mauritania, Marruecos, Senegal, Cabo Verde, Santo Tomé y Príncipe, Guinea Bissau, etc. En este caso, la Red África cooperaría de forma directa en el desarrollo y consolidación del sistema de educación superior de alguno de estos países. En la actualidad, la Cátedra de Informática y Tecnologías de la Información ya desarrolla proyectos comunes con la Red ISA, con lo cual la tricontinentalidad entre las dos redes se realizaría de forma natural.

Esta cooperación sólo será posible si se apuesta de forma decidida y realista por la alternativa que ofrece la educación y la formación abierta y a distancia – recogida en el documento publicado por la UNESCO en 1997, Open and Distance Learning. Prospects and Policy Considerations – haciendo un uso cada vez más extenso de las Tecnologías de la Información y de los materiales educativos y de investigación en línea. En este sentido, la Red ISA se impuso como objetivo primordial lograr que todos sus miembros alcanzaran, por lo menos, un nivel mínimo en cuanto a infraestructura y cultura en el uso de estas nuevas tecnologías. Así mismo, es de resaltar el convenio firmado en el mes de marzo pasado entre el Ministerio de Educación Superior de Cuba y la Consejería de Educación, Cultura y Deportes del Gobierno de Canarias, para desarrollar conjuntamente la red corporativa de las universidades cubanas.

El Gobierno de Canarias tiene la voluntad de desarrollar, como estrategia para su cooperación solidaria con África y América Latina, una infraestructura propia que coopere, vía un consorcio con sus universidades convencionales, en el desarrollo de esta modalidad de una formación y educación abierta y a distancia. Lo que permitirá, además, abarcar áreas diferentes de lo que tradicionalmente se entiende por educación.

Nosotros renovamos nuestro compromiso de apoyar y contribuir a la financiación de las actividades de la Red ISA, impulsando cada vez más la apuesta por la calidad, el servicio a la sociedad, y la cooperación solidaria que caracteriza a las universidades de Canarias. Tales acciones, que contribuyen al desarrollo del sistema educativo de Canarias y a la formación de su capital humano, forman parte de nuestros objetivos de gobierno. Estamos convencidos de que ésta es la mayor riqueza que Canarias puede atesorar y la mejor herencia que podemos dejar a las generaciones futuras.

From Brain Drain to Brain Gain

Dr I. Khaleeva
Russian Federation

The stability and the well-being of the world at the dawn of the new millennium will greatly depend, first and foremost, on the ability of the young generation to be tolerant, to respect different cultural and social peculiarities, on the will and desire to understand and cooperate with one other, and to seek to find the ways of settling socio-cultural conflicts.

It is university education that should instill in the consciousness of young people the basic concepts of a Culture of Peace, which is introduced and developed by UNESCO in order to bring up the coming generation according to the principles of peace, and readiness for the peaceful settlement of conflicts, by stimulating in them the ability for cross-cultural interaction and a mentality free from any dogmas and stereotypes.

From 3–6 June 1998, Moscow hosted the Third International LINGUAUNI Conference on the problems of communication and mutual understanding in foreign language learning at institutions of higher education. This was supported by the Ministry of General and Professional Education of the Russian Federation and by the Russian Commission for UNESCO, as well as by the organization itself.

The Conference was attended by more than 80 delegates representing 29 universities and international organizations (LINGUAPAX and Council of Europe) from 16 different countries, including Russia, CIS states (Belorussia, Kazakhstan), as well as European states, including Austria, Belgium, Czech Republic, Finland, Italy, Germany, Lithuania, Luxembourg, the Netherlands, Spain, Switzerland. China and Japan also participated.

The participants in the conference pointed out the effective international role of the LINGUAUNI university network, implementing linguistic programmes which are relevant in content and promote the academic mobility of students, who wish to learn and specialize in foreign languages at the university of their choice. The main motto of the project is: to further develop academic solidarity to develop the brain gain.

Taking into consideration the vital importance of cross-cultural communication for the Culture of Peace and the need to determine the notion of culture in relation to teaching foreign languages, the word 'culture' should be interpreted very broadly since this concept covers aesthetics, mass communication, economic and political systems, the production of didactic materials and semiotics campaigns (the preservation of ethnic languages).

As the 20th century is drawing to an end, we can see the emergence of a new educational paradigm centered round the development of an individual who has a firm grasp of the constantly changing world, of the global communication system and of new information technologies designed to bring about social, economic and cultural integration. For this reason, it is necessary to review our policy vis-a-vis linguistic education, especially in Russia where the need for such a reassessment is acute.

Linguistic education is one of the most important fields. It helps mould the consciousness of the individual and his or her world in order to make this coherent. It instills in the individual the feeling of readiness for dialogue, respect for native cultures, traditions and languages, and promotes tolerance for these as well as the capacity for cross-cultural communication.

1. Learning any foreign language is an essential condition for the development of an individual person, for an ethnic social community and, the more so, for a multinational state. It is also a must for the harmonious co-existence of a nation with other nations, both its close neighbours and the remote ones.

This is a fact that seems to be self-evident. Nevertheless, it has to be substantiated and explained. The point is that teaching a non-native language as an exclusive linguistic phenomenon does not, in itself,

guarantee a solution to any of the tasks that are described as being sine qua non when one stresses the need to learn languages. Language is an important means to gain an awareness and comprehension of the world and functions as part of the native speaker's national culture, rather than as an abstract logical entity. In order to get an effective command of a foreign language, one has also to learn how to understand its culture created by the "indigenous" native speakers with the help of the language. This is the only way to achieve effective mutual understanding among communities speaking different languages.

2. If we are to learn a non-native language, we shall have to study its respective culture. Moreover, this has to be done simultaneously instead of being routed through separate, even if adjoining, channels. In other words, it would be more correct to speak about learning a foreign (non-native) language and its culture as an integral whole, rather than as separate phenomena. With this in mind, our task with respect to linguistic education is first and foremost to revamp its theoretical foundations and create fundamentally new teaching and methodological aids based on innovative technologies.
3. Linguistic education serving as a basis for cross-cultural communication aims to shape cross-cultural competence in different spheres of activity and professional communication around a systematic approach to teaching foreign languages and their cultures. It should also be mentioned that linguistic education in Russia is viewed as being part of a unified educational space existing in the countries of CIS, the Baltic region, Europe and the world at large.
4. If the system of linguistic education is to meet high standards of integrity and transparency, it has to be uniformly focused on cross-cultural communication in all spheres and organized in such a way as to situate the system of national education within the world educational context.
5. Separate links in the system of linguistic education are dovetailed with one another thanks to the existence of unified standards at the various educational levels, before higher education, during this and after it.
6. So that these educational standards and government requirements are linked to one another, it is necessary to base them on an integrated system of levels relating to the command of foreign (non-native) languages and their respective cultures. The criteria for each level of competence have to be correlated with those used to evaluate and self-assess the command of foreign (non-native) languages and their cultures.
7. As developed in recent years, the levels used to describe the mastery of a language are "survival", "pre-threshold", "threshold", "threshold-advanced", a "high" level, and the "level of perfect mastery". As applied to the national Russian education system, this classification is complemented and consolidated by taking into account the specificity of Russian education space (including the conditions in which one gets a linguistic education, stages of education, social and personality-related education requirements etc.).
8. In advanced linguistic education, the classification of levels is a systemic description of relations between goals and contents of teaching and studying languages and cultures as well as of the results obtained at different stages of formal and non-formal education.

The introduction of the level system contributes to the personal and professional growth of the students, to the development of their interpersonal communication skills, and to intercultural and international exchanges.

9. To apply this system of levels regarding the mastery of languages and cultures presupposes raising the student's status in the education process, his or her increased awareness of personal responsibility for his or her results (i. e. student autonomy), and enhanced motivation in teaching/learning the language and culture. It also presupposes a widening framework for the training process by including in the system of student evaluation their capacity for intercultural communication with those who have the studied language as their mother tongue.

This system of levels is beginning to provide a reliable basis for developing uniform requirements to certify the language ability of students in different categories.

10. The effectiveness of a linguistic education system is determined by the existence of mechanisms and diagnostic procedures for quality control. These require licensing, attestation, and certification of linguistic education programmes, expert examination and certification of methodologies of lingua-didactic testing. It also requires a single and highly developed system of state certification of the level of mastery in language and cultural studies.
11. Special attention must be given to enriching the education process through new methodologies and means of teaching foreign languages, including new information technologies (local networks, data bases, knowledge bases, hypertext systems, the Internet, remote learning, multimedia systems, etc.). These ensure authentic intercultural and intersocial interaction, as well as the scale, rapidity and multiformity of linguistic and intercultural communication.
12. New information technologies are regarded as a source of authentic linguistic and extra-linguistic knowledge (culturological, economic, and social). They are also a means of communicative interaction with the source of linguistic and extra-linguistic knowledge, and a tool for teaching foreign languages and cultures. And lastly, they are an instrument for conducting research in the linguistic field.

The above mentioned concepts were fully supported by the International Coordinating Committee of the LINGUAUNI Project and recommended as the fundamental basis for the LINGUAUNI university network.

Higher Education Partnerships for Development

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Mr President and Distinguished Delegates,

I want to begin by thanking the Director-General of UNESCO, Dr Federico Mayor, and his dedicated UNESCO staff for the exceedingly warm welcome accorded to the Delegation of the United States of America.

It is a great pleasure to return to UNESCO, this time not as a member of staff but as a delegate of the United States of America and a representative of the U.S. Agency for International Development. Recently, USAID created a new Agency Goal for Human Capacity Development. One of this goal's two Strategic Objectives is: "to increase the contribution of institutions of higher education to sustainable development." Clearly, the debates of this important conference will serve to inform our future work in support of national efforts for the transformation of higher education to meet the challenges of development in the 21st Century.

Increasingly, donor agencies are moving from providing direct development assistance to encouraging development cooperation. The emerging international higher education community that is uniting leading thinkers and actors in all nations will play a decisive role in building lasting partnerships between countries.

It is in this perspective that I offer a few predictions about the transformation of higher education. Higher education will change radically during the next 20 years:

- ♦ universities increasingly will become "motors" of development through responding to powerful market forces and through their experiences in international partnerships;
- ♦ higher education will become more intimately linked not only to social and economic development, but also to educational and cultural development. The "safe space" of higher education and the growth of university autonomy will encourage rapid cultural growth, the improvement of basic education systems and more decentralized governance;
- ♦ greater interdisciplinarity will enable a better focus on key development problems. Universities that resist the development of interdisciplinary programmes in high priority cross-sectoral areas will not flourish;
- ♦ policy dialogue will be used increasingly by institutions of higher education and all types of post-secondary educational institutions to contribute to local and national development processes;
- ♦ post-secondary education will begin to play, of necessity, a decisive role in preventing crises and in stabilizing societies enduring conflicts and natural disasters, and in recreating national systems during transitions;
- ♦ an increased emphasis on learning outcomes will emerge to meet public and corporate demands for competence in new fields of endeavor to achieve productivity, socio-cultural development and democratic governance;
- ♦ decentralized learning resources will be made widely accessible through the rapid development of distance learning systems and community learning centers;
- ♦ pressures will increase in many nations for more equitable access to higher education by women in all income groups, by disadvantaged populations and by persons with disabilities;

- ♦ of necessity, the funding of higher education will become more diversified with greater support from the private sector, communities and families, leading in turn to greater community outreach and an emphasis on life-long learning;
- ♦ increasing demand for learning will propel the development of new structures uniting various levels of post-secondary education. These innovative structures will lead, in turn, to greater affordability and...spiralling enrolments and tensions regarding quality;
- ♦ in light of expanding enrolments and the massification of higher education, increased emphasis will be placed on quality assurance;
- ♦ successful universities will place more emphasis on administrative efficiency, cost-effectiveness and on life-long learning. During the next 20 years, some universities will fall by the wayside as new structures and cooperative ventures emerge that focus on developing special competencies meeting key demands for learning and workforce development.

It is in this perspective of a rapidly evolving higher education sector that I offer four recommendations for the ***Academics without Borders*** initiative:

1. Promotion of Returnees

To build strong institutions of higher education that are responsive to national development needs, it is essential that international students return home help lead academic programmes. USAID measures its success, in part, through the achievement of high returnee rates and the attainment of specific development results in programmes that sponsor international training. To help propel the improvement of higher education in developing and transition nations, all industrialized nations should promote the return of international students to their nations of origin. Furthermore, industrialized nations should conduct follow-up activities that encourage the active involvement of former international students in the development of their nations.

The U. S. Agency for International Development has focused on attaining these goals, and now has achieved a returnee rate of 99.5 percent. We do this through planning training programmes that are tailored to meet specific development objectives. We ensure that trainees are linked to strategically important development programmes in their nations of origin. During their studies abroad, we encourage students to maintain frequent Internet contact with their institutions of origin. Upon return home, as possible and advisable, we support their projects for development and encourage their active involvement in alumni networks.

In response to requests from nations where we work, we are placing increasing emphasis on short and medium-term training in technical areas, rather than on long-term general academic training. Last year USAID helped train approximately 1.5 million persons in their nations, over 8,000 persons in the United States, and over 5,000 persons in other nations in their regions.

2. Development of Higher Education Partnerships

Higher education partnerships should focus on key development issues in each nation or region. These higher education linkages and networks are supported by national and state agencies, international donors, private sector organizations and professional associations. For donors, higher education partnerships are low in cost and are cost-effective especially because donor investments are highly leveraged through the active participation of many partners. For universities, they are a life-line to the world. They attract leading professors and researchers, additional students who are interested in the many fields requiring international cooperation, and greater funding from the private sector for programmes beneficial to their businesses and organizations.

At present, USAID contributes partial support to over 115 higher education partnerships involving over 400 universities and community colleges in the U. S. and abroad. Partnerships help persons trained abroad to continue conducting research and to keep abreast of global developments. They also provide opportunities for expatriate university staff to contribute anew to their nations of origin, thus easing aspects of the "brain drain."

To serve as useful vehicles for international higher education exchange, partnerships must be successful in achieving specific development goals. What ensures a successful higher education partnership? We continue to reflect on this question, but here are a few key criteria and steps for developing productive and sustainable partnerships:²

1. balanced, reciprocal relationships are essential;
2. all partners should participate in planning, implementation and evaluation processes of the partnership;
3. a shared vision must be created that leads to building a relationship of trust;
4. the benefits for all partners must be identified, reviewed frequently and achieved;
5. an Action Plan should be developed jointly with responsibilities and timelines for all partners;
6. clear lines of communication between partners and their supporters must be established and nourished;
7. face to face exchange visits including all supporters are essential; email and teleconferences are not enough to sustain long-term commitments;
8. concrete partnership programmes should include higher education development activities, that could entail the exchange of curricula, focused research endeavors, internal and external evaluations, community outreach strategies, and similar topics;
9. achievements, problems and needs of the partnership must be reviewed periodically by all partners and supporters of the partnership;
10. partnerships must be flexible and open to adding new partners, re-prioritizing activities and revising Action Plans.

3. Virtual Universities

The creation of widely accessible and affordable virtual universities at national, regional and global levels is occurring rapidly. In the U. S., over 400 such universities exist. Now, over 12 websites serve as entry points for virtual university consortia at the regional, national state and university systems levels.

Although many aspects of virtual universities need to be worked out, including issues regarding affordability, access, quality assurance and accreditation, it is clear that they are here to stay. They will offer extraordinary learning opportunities, and the Internet will help people in remote areas to access library resources.

Virtual universities already serve as important vehicles for uniting the *diaspora*; those trained specialists who work and live outside of their nations of origin. For example, more Jamaicans now live outside of Jamaica than in Jamaica. USAID assisted Jamaica to develop a website for linking the diaspora and encouraging them to help their country with its social, economic, educational and cultural development. Many virtual universities are being developed on the basis of pre-existing higher education partnerships. Innovative distance learning arrangements with joint degree programs enable professors, students and administrators to work alternatively in person and in cyberspace.

² Vargas-Baron, Emily, "State Financing of Higher Education Partnerships for Trade and Development" in Technology and the Educational Workplace: Understanding Fiscal Impacts, Yearbook of the American Educational Finance Association, Corwin Press, 1998.

4. Establishing New Bridging Initiatives

I have discussed briefly the rapid transformation of higher education, some "lessons learned" about how to develop effective international training programmes and sustainable higher education partnerships, and the recent emergence of virtual universities. It is in this context that I now explore a few ways nations might help UNESCO develop a new "bridging program" ***Academics without Borders***.

Young Professors for Development

First of all, greater numbers of young professors and advanced graduate students should be encouraged to participate more actively in higher education partnerships for collaborative research and development. Many of the initiators of such partnerships are leaders in academia who are full professors with established tenure. In contrast, younger professors are encouraged to concentrate on research and publication; activities that are geared to helping them obtain tenure. In many universities, the participation of young professors in higher education partnerships is considered to be of negligible value or even to be detrimental to their future academic careers. In the future, I believe universities will find they need to give greater "credit" to young professors who engage effectively in international activities. This will occur when they realize that in many institutions of higher education, international programmes are essential to the long-term academic development and financial support of their universities. International higher education partnerships usually attract support from private and public sector leaders who also serve as sponsors and resources for activities. *Young Professors for Development* would help to encourage this trend, would accelerate the development of many development programmes, and would help to prepare a new generation of development professionals schooled in the methods of development cooperation.

Sabbaticals for Higher Education Partnership

Sabbaticals in industrialized nations should be coupled with sabbaticals in developing and transition nations. Two-way sabbatical programmes linked to higher education partnerships and to virtual university collaborations could provide exciting alternatives for mid-career professors. Higher education associations and leading universities could design and promote such arrangements within existing inter-institutional collaborations. As with partnerships *per se*, such sabbatical exchange programmes must include opportunities for professors in developing and transition nations that are comparable to those in industrialized nations.

Professor Emeritus Volunteer Corps

Retired professors in all nations should be encouraged to consider volunteering to teach and engage in research in other nations. I believe they would find volunteering to be highly useful contributions to development as well as professionally reinvigorating. In instances where the professor *emeritus* is from another nation, contribution at this stage of life in his or her country of origin could be especially fulfilling. Higher education associations, universities and colleges could link such professors to higher education partnerships or virtual university collaborations to gain a special "value added" for those activities. This programme is ideal for UNESCO leadership in collaboration with its Member States. Indeed, volunteer retired professors might want to help design, develop and carry out this initiative.

5. Conclusion

Each of the initiatives suggested, *Young Professors for Development*, *Sabbaticals for Higher Education Partnership*, and the *Professor Emeritus Volunteer Corps* could be useful parts of UNESCO's ***Academics without Borders Programme***. I predict they will be most effective when they are developed within the context of existing international training and exchange activities, international higher education partnerships for development, and of virtual universities. For example, they would complement and build upon existing training activities and higher education partnerships sponsored by international donors such as USAID. I believe that each of these initiatives should be carried out, wherever possible, through successful higher education partnerships that are sponsored by many nations and organizations. Thus, ***Academics without Borders*** would further reinforce and expand successful long-term relationships that achieve concrete development results.

Of necessity, each of these programmes requires full collaboration and true partnership among the higher education communities of all nations. Because of this, such programmes will become potent catalysts for averting conflicts and for achieving greater international understanding. I would be delighted to visit with others who share our vision of international higher education partnerships for peace and development for all.

Actividades académicas sin fronteras

Dr Luis Julián LIMA
Asociación de Universidades Grupo de Montevideo
Presidente de la Universidad Nacional de La Plata - Argentina

Parece un ideal irreprochable. Para que lo sea, debemos estar todos de acuerdo en su real significado.

Para poder hablar con fundamento del tema propuesto, lo primero que se requiere es conocer, con suficiente precisión, el alcance de los ejes fundamentales del mismo. Habrá que definir, entonces, el significado de:

- 1) Cooperación
- 2) Actividad académica
- 3) Limitantes actuales de la actividad académica

1. Significado de la cooperación

Co-operar significa “operar en conjunto”; se refiere al accionar de dos o más instituciones con objetivos similares. Esto implica, de por sí:

- i) interés común
- ii) respeto mutuo
- iii) credibilidad recíproca
- iv) solidaridad en la producción y aplicación de conocimientos
- v) sentido de “comunidad en la diversidad”.

2. Objetivos de la Educación Superior

Según el documento DE 98/Conf. 202/5, punto 199: la **“Educación Superior es la depositaria de la cultura universal y contribuye a crearla, a través de sus diferentes misiones de enseñanza, investigación y servicios”**.

La *Actividad Académica* es la herramienta mediante la cual se intentan alcanzar los objetivos de la educación superior, que son, en esencia, generar, conservar y transmitir la cultura universal, a través de su propio desarrollo y del de sus componentes regionales. Esto implica, entre otras cosas, una fuerte e inevitable relación entre las Universidades y las sociedades a las que pertenecen.

La educación se ocupa del mejoramiento intelectual y cultural del hombre, tanto en su carácter de individuo cuanto en su rol de ser social. Habrá entonces, en la educación, objetivos individuales y objetivos sociales, los que no pueden ignorarse ni pueden mezclarse arbitrariamente.

En este marco los **objetivos esenciales de la Educación Superior** son:

- Individuales:**
- a) formar seres capaces de razonar con fundamento;
 - b) dotarlos de ciertas habilidades de tipo profesional;
 - c) asentarlos en el seno de una cultura determinada;

el punto a está dirigido a la formación de seres humanos pensantes, los puntos b y c apuntan a que el individuo pueda adquirir capacidades que le permitan trabajar con competencia en determinadas áreas, en el seno de la sociedad a la que pertenece, y como parte integrante de ella. Esto último significa que debe entender sus problemas y compartir sus vicisitudes.

- Sociales:**
- d) consolidar una cultura integrada;
 - e) formar recursos humanos para el desarrollo independiente de la sociedad a la que pertenece;

estos objetivos sociales se orientan a permitir, a los diferentes países y regiones: aspirar a un desarrollo autónomo y poder decidir su propio destino con independencia. Esto sólo será posible si cuenta con los recursos humanos necesarios, los que sus Universidades habrán formado si merecen el nombre de tales. Para que esto sea así, para que los objetivos de progreso social puedan satisfacerse, para que a las Universidades pueda exigírseles el cumplimiento de su cometido, hay principios irrenunciables:

- 1) Autonomía universitaria: que implica que las Universidades, obligadas a pensar en plazos largos por su propia dinámica –los alumnos de hoy son los profesionales de la primera mitad del siglo XXI--, puedan actuar con libertad y desarrollar todo su potencial. En otras palabras, la sociedad fija sus objetivos –libertad, democracia, justicia, entre otros--, y es la Universidad la encargada de imaginar, autónomamente, los medios más idóneos para alcanzarlos en el área de su competencia.
- 2) Libertad de expresión y libertad de cátedra.
- 3) Tener en cuenta que los medios son tan importantes como los fines.
- 4) Los Estados deben dotar, a las Universidades Públicas, de recursos económicos suficientes como para que puedan cumplir adecuadamente su cometido.

En estas condiciones, la Educación Superior debiera ser hoy el tema de mayor importancia de los gobiernos, al menos de aquellos que se preocupan por el futuro de sus pueblos, pues constituye su mayor riqueza y en la actualidad, además, no hay duda que el saber es la base del poder.

3. Las Fronteras actuales de la Educación

Hay más de un tipo de límite en el quehacer académico de las Universidades, y en la superación de todos ellos la cooperación internacional puede jugar un papel esencial. El resultado podrá ser benéfico o desventajoso, según se entienda y utilice dicha cooperación. Seguidamente se enumeran algunas de las fronteras más notorias presentes hoy en la Educación Superior, y se analizan los efectos que sobre ellas puede tener la cooperación internacional.

3.1) Fronteras cualitativas en el desarrollo académico

Marcan los límites al crecimiento, por sus propios medios, de toda Institución de Educación Superior:

- a) Efectos benéficos de la cooperación internacional que pueden y deben desarrollarse:
 - i) **intercambio** de: alumnos, profesores, investigadores, conocimientos, información, uso de equipos.
 - ii) **emprendimientos conjuntos y/o complementarios** en: cursos, seminarios, carreras de grado y postgrado, líneas de investigación, desarrollos tecnológicos, escuelas, institutos.
- b) Desventajas posibles de la cooperación internacional que pueden y deben evitarse:
 - i) **sustituciones**: desarrollo de actividades académicas en otros países sin la participación de instituciones locales competentes.
 - ii) **apropiación** de: conocimientos, desarrollos tecnológicos, información, investigadores, profesores, alumnos.

3.2) Fronteras cuantitativas en el desarrollo académico

La más evidente y lamentable es que no todos tienen acceso a la Educación Superior.

En este caso los objetivos esenciales son: poner la educación superior al alcance de todos los que estén dispuestos a hacer el esfuerzo de progresar mediante el mejoramiento intelectual, garantizarles un adecuado nivel académico. Lo que permite pensar que esto es posible, es el desarrollo de tecnologías que

hacen equivalentes, en todo sentido, los dos sistemas tradicionales de educación: presencial y a distancia. En este campo la cooperación es esencial.

4. Universidad y Globalización Educativa

Desde sus orígenes, y en muy buena parte de su historia, como ocurre hoy con todas las de buen nivel, la Universidad ha sido un factor de globalización educativa. Esta vocación está en su misma esencia, de allí su nombre. A este respecto, algunos de los temas que parecen hoy más acuciantes son:

- a) la globalización y las nacionalidades
- b) lineamientos de la vinculación Universidad-Empresa
- c) la formación universitaria y el mercado
- d) la historia de la Universidad fue siempre la de la apertura académica; lo que hay que pensar cómo evitar es la "intromisión" académica

5. Globalización Académica

Algunos de los temas claves a analizar, son:

- a) las Universidades deben anticiparse a los problemas, anunciarlos, encontrarles posibles respuestas; no pueden ir a la zaga ni del mercado, ni de las demandas actuales del sector productivo, ni de nadie
- b) el sentido que debe tener la globalización es el de satisfacer las necesidades sociales
- c) la cooperación internacional debe establecerse para ayudar, no para someter
- d) las nuevas tecnologías son una buena cosa, pero en cualquier caso las Universidades deben saber hacer su trabajo con los recursos que tengan a la mano, sean los que sean
- e) Hay que marcar bien, en la cooperación internacional, las diferencias existentes entre las redes, como las neuronales (tipo AUGM) y los puntos de irradiación
- f) la cooperación internacional es sólo una herramienta, hay que usarla, sin ninguna duda, pero hay que usarla bien

6. Conclusión: Ventajas e inconvenientes de las actividades académicas sin fronteras

6.1) Ventajas

- a) se puede mejorar la calidad, para ello hay que tener bien en claro ¿qué es la calidad? Y ¿cómo se la mejora?
- b) en la actualidad ninguna Universidad, por importante que sea, puede desarrollarse y crecer en aislamiento.
- c) se diversifica la oferta académica
- d) se posibilita reducir la duración de los estudios de grado, para lo que es imprescindible contar con una significativa oferta de postgrado.

6.2) Desventajas

- a) que se utilice la educación como elemento de poder y de dominación de un pueblo sobre otros
- b) que pueda conducir a la uniformidad de los recursos humanos formados
- c) que se confunda información con formación
- d) que no sea una verdadera co-operación,

7. Propuesta de una solución posible

1) Formación de Redes Regionales con un número limitado de miembros, tomando las regiones con independencia de los límites de los países. La AUGM es un ejemplo exitoso, pero existen otros.

2) Formación de una Red de redes a nivel planetario.

Este esquema ofrece las siguientes ventajas:

a) Flexibilidad en su accionar

b) Sustentabilidad en su proyección

c) Agilidad en la toma de decisiones de interés regional

d) Participación de todas las Universidades miembros de una red, en todas las actividades de la red, lo que es posible por ser reducido el número de integrantes. Se puede constituir así, efectivamente, una Universidad Regional basada en la cooperación internacional.

Prof. Cary A. Duval
Deputy Director of Bunkyo University's Centre for Global Education
Representative of the Association of Universities of Asia and the Pacific (AUAP)

Planning, management and evaluation are very important in any cooperative project. The first step is to define areas of mutual concern that your group of universities can most efficiently solve by pooling your resources. We held the AUAP-Bunkyo University Asian Education Summit last year in Tokyo in order that members could discuss their various concerns.

Two concrete projects came out of this conference. The UNESCO/UNITWIN on Asian Environmental Education with Bunkyo University, Griffith University, Prince of Songla, University of the Philippines and Nankai University. The second was the APDMEN (Asian Pacific Distance Multi-Media Forum) and The Bunkyo Foundation Scholarship Fund.

In the process of working together and developing these projects, we have found that you must have:

1. a strong, efficient, well organized secretariat (which we are fortunate to have);
2. one must have cooperative sponsors: NTT, AMF;
3. one must standardize bookkeeping procedures among members.

Why is standardization so important? If we have corporate sponsors, we must be able to show them where and how the money or goods have gone and if a given project is meeting its goal or goals.

We must not be complacent. Every cooperative project must continually be evaluated and reevaluated by a management committee to ensure that it is achieving its goal or goals. If the goals are not being met, then we must have the courage to make changes to enhance efficiency. Or, if needed, to have the courage to abandon a project due to factors that are beyond our control.

In short we must be more businesslike in our approaches. We must continually evaluate and reevaluate for both financial soundness and worth to society. But we can not become slaves to the bottom line. We must realize that some projects have social or academic significance for the future and may not turn a profit for many years, but these programmes may be essential to ensure a better world. It is in this area that we need the understanding and support of our governments and our corporate partners so that we will all have a brighter future.

Dr Jos Walenkamp
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The Netherlands

Last week I came back from Tanzania where I participated in the fifth annual Consultative Workshop on the Institutional Transformation Programme of the University of Dar es Salaam (UDSM) and I was greatly impressed. Impressed by the quality of the strategic development plan, and the five year and annual rolling plan, the ways in which the plan was discussed by the whole community, the way adjustments were made and by the way progress with the implementation of the plan was monitored.

My recent experience in Dar es Salaam, combined with similar experiences in Maputo, Asmara and Ouagadougou where there are also universities with which we co-operate quite intensively, links to the topic of this session.

To spark off a discussion, I shall put up for debate a very simple proposal, related to North-South inter-institutional co-operation. Nuances can be put in during the discussion.

Over the past twenty years or so institutions for higher learning in developing countries have made impressive progress, particularly with regard to expansion and staff development.

The main bottlenecks to further institutional development, the present limiting factors are on the one hand, finances (which is the theme of Commission 3, and which I shall therefore ignore) and on the other hand, planning, organization and management. This is neither an original nor a new idea.

Yet, planning, organization and management are rarely, if ever, the target of inter-institutional co-operation. North-South academic co-operation generally focuses on such issues as curriculum development, joint research or the preparation of teaching material. It is rarely aimed at improving strategic planning, at strengthening organization or the enhancement of management skills.

This should change. There should be a shift, if only a partial shift, from academic pursuits to planning, organization and management. Even for the sake of academic co-operation. Why do I think so?

First of all, if institutional development is hampered by inadequate planning, organization and management, it will, and does, also effect North-South academic co-operation negatively. Just think of delays, limited cost-efficiency, lack of sustainability or sub-optimal use of project results, or whatever experience you may wish to cite.

To put it differently, if 25% of the efforts and funds of North-South collaboration were shifted from academic development to the reinforcement of planning, management and organization; the academic development may well be much better off, despite 25% less funding.

The second argument for such a shift in North-South collaboration is ownership. A strategic plan, such as the one of UDSM, starts with formulating a mission statement and then continues to pursue and implement this statement. This is a participatory process involving first of all the whole university community and later also the external stakeholders.

Such a strategic plan is very much the property of the whole institute and it can and should be the framework for all developments, including North-South collaboration.

As in the University of Dar es Salaam the development of this programme should go hand in hand with a better organizational structure and improved management.

In that way, the strategic plan becomes a magic wand that can very easily:

- ♦ eliminate many undesirable aspects of North-South co-operation such as donor dominance
- ♦ be a central force for institutional development and so avoid a tendency to decentralizing excessively.

This can be, as it is in Tanzania, a powerful instrument in donor co-ordination.

There is much information available on the strategic planning progress, as well as on organization and management development. Some universities, like the UDSM have come a long way and can, and do, act as advisors to other institutions. The Northern counterparts are often going through similar processes and they can also share their experiences and even their external organization advisors and management consultants.

Even in universities where planning, management and organization are reasonably well developed on central level, North-South co-operation can still contribute to the evaluation and implementation of the plans, to the strengthening of the organization and the enhancement of management skills on faculty or department level.

So, to summarize, I like to propose for this discussion to include in all framework agreements in North-South co-operation between higher education institutions, an understanding between the collaborating institutions and the financing agencies alike, to allocate, let us say, 25% of all efforts and funds to planning, organization and management.