Higher Education: Capacity-building for the 21st Century

Proceedings of the 4th UNESCO-NGO Collective Consultation on Higher Education

Paris, 26-28 September 1994

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6

Meeting Documents

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Co-hosts:
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The Division of Higher Education of the UNESCO Secretariat produced, during 1983-1989, thirty-six titles in the series *Papers on Higher Education* (a complete list of titles appears on the last page). From 1990, this series will continue in a new form *New Papers on Higher Education* with two sub-titles: one, *Studies and Research* and the other, *Meeting Documents*.

1. *The Role of Higher Education in Society: Quality and Pertinence.* UNESCO-Non-Governmental Organizations 2nd Collective Consultation on Higher Education. Paris, 8-11 April 1991. (English/French).

2. *Research on Higher Education in Developing Countries. Suggested Agendas and Research Strategies.* Final Report. UNESCO-University of Pittsburgh Forum of Experts on Research on Higher Education, Pittsburgh, Pennsylvania, USA, 17-19 March 1991. (English only). ED-91/WS.29.

3. *Experts' Meeting on the Integration of International Education into Higher Education.* Tunis, 21-25 September 1991. Final Report. (English only) ED-92/WS.3.

4. *La gestion universitaire dans des contextes socio-culturels différents.* Rapport de la Table Ronde, Conférence internationale sur l'éducation, Genève 1992. (French only) ED-92/WS.16.

5. *The Management of International Co-operation in Higher Education.* Proceedings of the 3rd UNESCO-NGO Collective Consultation on Higher Education, Paris, 9-11 December 1992. (English/French) ED-93/WS.14.
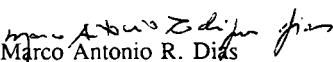
Foreword

The 4th meeting of the UNESCO/NGO Collective Consultation which was held in Paris from 26-28 September 1994 was devoted to **Higher Education and Capacity-building for the 21st Century**. The meeting was co-sponsored by the United Nations University and brought together many distinguished specialists from the academic community worldwide. The Collective Consultation, which commenced its activities in 1988, has gained a solid reputation as a body whose contribution to UNESCO's action in intellectual and co-operative projects is both focused and effective.

Capacity-building in Higher Education means the provision of skilled human resources which are needed to assure social and economic progress. At the present time, Higher Education is striving to re-define its mission and role in the complex process of social change which is characterizing the last decade of this millennium.

UNESCO is currently involved in several exercises of paramount importance for its future activities in Education, notably the Commission on Education for the XXI Century and the World Summit for Social Development. Furthermore, the UNESCO Policy Paper on *Change and Development in Higher Education* has been finalized and preparations are well advanced for the Fourth Medium Term Plan (1996-2001). The relevance of capacity-building for each of these endeavours is obvious.

The NGOs of the Collective Consultation are well versed in the key components related to the capacity-building process: efficient institutional governance and management, a high-calibre professoriate and the provision of education and training which will equip students for their places in tomorrow's world. Their vision of these issues is notable for its breadth and comprehensiveness -the logical result of their expertise in the fields concerned. For this reason, the 4th Consultation chose to focus on their analysis of capacity-building as well as on their co-operatives ventures with UNESCO in this area.

The proceedings of the meeting eloquently illustrate that the UNESCO/NGO partnership for capacity-building in higher education is a dynamic force which is helping people to acquire the necessary education, training and skills to shape their lives. Consequently, we may soon hope to witness, in the words of the Human Development Report, a process of change led by people which would be a new model of sustainable development in our future society.

Marco Antonio R. Dias
Director
Division of Higher Education
UNESCO

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UNITED NATIONS EDUCATIONAL,
SCIENTIFIC AND CULTURAL ORGANIZATION

4th UNESCO/NGO Collective Consultation on Higher Education

UNESCO, Paris, 26-28 September 1994

"Higher Education: Capacity-building for the 21st Century"
Co-hosts: UNESCO and the United Nations University

Summary Record

Introduction

The 4th Consultation was convened to examine the domain of capacity-building through and in higher education. To this end, particular attention was given to the capacity-building strategies used or envisaged by NGOs to serve the needs of their specific constituents. In addition, the outcomes of the debate are intended to contribute both to the Commission on Education for the Twenty-First Century and to UNESCO's input to the World Social Summit.

The Consultation was opened by the Deputy Director-General of UNESCO. In his message, Dr Badran thanked the United Nations University for its co-sponsorship of the meeting and noted the growing importance of the Collective Consultation on Higher Education as a mechanism designed to:

.   *assist UNESCO in its reflective function*
.   *assure the implementation of co-operative projects.*

The paradoxical nature of the issues facing higher education today must surely orient efforts in the field of capacity-building i.e. the provision of highly trained human resources which can contribute to social development in the broadest sense.

Beyond the significance of **"people's participation"** in this process, it has become essential to define a holistic approach to capacity-building i.e. a consideration of the social and economic issues of higher education. Thus, the current emphasis on more efficient managerial practices must be viewed as a *sine qua non* of the ultimate objective - namely, higher education systems and institutions which are more socially effective in the long-term.

Moreover, practical responses are required in relation to:

.   **institutional models**
.   **available resources**

- professorial and student profiles
- curricular innovation
- alternative delivery systems.

UNESCO's 4th Medium Term Plan (1996-2001) will accentuate the culture of peace and sustainable human development. Given its role in the production of human resources, higher education is a key component in the strategies to be adopted to help achieve this vision. Moreover, the social investment in higher learning of quality which is neutral and adapted to changing needs is well recognized in all regions of the world.

Keynote Address

The remarks of Professor Díez-Hochleitner, President of the Club of Rome, emphasized the exceptionally complex social and economic challenges faced by higher education today. While the academic community may be aware of these, the necessity to establish a new world order is a reality appreciated by too few.

Several strategies were suggested in order to deal with this aspect notably:

- the regular updating of knowledge and know-how;
- an increased inter-disciplinarity approach to knowledge acquisition;
- increased investment in human resources i.e. leaders, administrators, the professoriate and the student community;
- recognition of the life-long learning process;
- strong emphasis on specific areas such as self-reliance and anticipatory skills.

Higher education has much to contribute to this agenda. In particular:

- creative governance and management;
- interactive learning;
- stronger direct links to the world of work;
- a new status for employment responding to explicit social needs;
- reinforcement of regional networking to effectively address local issues.

While resistance to change may be expected, the globalization trend is irrefutable. Accordingly, the future of higher education is linked to that of society itself - a dynamic process the outcome of which can never be predicted with total certainty:

- higher education dedicated to the service of humanity;
- the fostering of international understanding;
- a renewed emphasis on human dignity through teaching, training and research.

Presentation of the Collective Consultation

Since 1988, the 25 NGOs which constitute this group have undertaken numerous projects which - individually or collectively - have advanced the overall objective of capacity-

building. The primary modalities in this process have been information exchange, action research and training. Moreover, the strong NGO response to the UNITWIN/UNESCO Chairs Programme was noted with satisfaction.

As the 4th Medium Term Plan of UNESCO is now under discussion, partners such as the NGOs are invited to identify their optimal contribution and to elaborate their own Action Plan to guide co-operation during this period so as to reinforce higher education in all regions. This plan would draw on their various strengths and diverse expertise to assure the quality and relevance of systems and institutions in rapidly changing world.

Debate: Higher Education - Are the stakeholders well served?

A number of student NGOs joined a panel of higher education decision-makers and human resource specialists to consider this topic.

Discussion centred on the area of higher education, society and citizenship since this subject was seen to embrace other facets of the sub-sector today.

Many concerns were voiced, notably:

.   the need to identify the profile of the 21st century citizen so as to provide appropriate education and training;
.   the sad reality of wasted resources such as older students, drop-outs or excluded groups, whose needs were not adequately met by present structures;
.   the often dubious quality of mass higher education;
.   the need to attribute greater value to technical training.

It was suggested that higher education is a bridge - between citizens, between levels of education and to the world of work. Furthermore, while access to higher education was accepted as a right, the need to ensure excellence of learning and interaction between students and their professors was deemed essential. Capacities were seen as social as well as professional and the diversity of regional priorities should be taken into account.

Finally, while the student community might be identified as the principal stake-holder, other entities such as community groups and employers stand to gain much from the contribution of graduates - thus indicating the importance of the sub-sector and its interface with society in all regions of the world.

Session I: Goals and Strategies of Higher Education for Sustainable Development

Chaired by Professor M. A. R. Dias, UNESCO, this session studied the components required for a higher education framework inside which sustainable human development might succeed - given the critical social and economic issues which mark the last decade of the current century.

In his address on capacity-building, Professor Tarcisio Della Senta, Academic Rector of the United Nations University, adopted a broad view of this concept so as to embrace not only training and research for human resource development but also the tools - such as management techniques - which can ensure the empowerment of people.

The complexity of today's problems - inter alia, population, technology transfer, the globalization trend and economic development - has placed stronger emphasis on the need for interdisciplinary academic approaches in order to propose viable solutions. In this way, traditional academic logic can be linked to the thinking of United Nations agencies which focus on global problem-solving using strategies such as Agenda 21, the Agenda for Peace and the Agenda for Development. In this manner, higher education can link directly to the search for sustainable human and social development in a changing world.

By studying problems grouped on a "cluster" basis, (e.g. conflict resolution and governance), it becomes possible to analyse more effectively the nature of complexity and its management. As a result, there emerges a picture of peoples and their societies, their rights, standards of living and consumption patterns. As well, new partnerships to help ensure social and economic well-being can be identified.

Thus, in terms of higher education, interdisciplinary research may be considered as a necessary pre-requisite for the design and implementation of strategies which could strengthen the capacity-building process. The specific approach of the United Nations University can be usefully linked to co-operation activities -which has been the case with the UNITWIN/UNESCO Chairs Programme.

In her paper, **Universities and Capacity-building - Key Concepts**, Dr Berit Olsson, Co-operation Director of the International Association of Universities, advocated a new vision of society and the integral role of universities in achieving this. As investment in higher education is essential for the success of the development process, conditions such as good governance, institutional capacities and ownership should obtain. As well, projects should lead to management of the development process since donor support requires effective co-ordination.

Capacity-building efforts over the past forty years were reviewed. These, regrettably, have not provided long-lasting solutions and the grave imbalance of wealth and resources still persists - hence, the need to rethink strategy has become urgent.

In particular, evaluation techniques should be re-examined. Mention was made of the inappropriate criteria imposed by donors on institutions in the developing world to assess their use of aid. Evaluation must become comparative so as to take account of the real socio-cultural and economic conditions of diverse contexts.

Moreover, internationalization should be a dimension of the quality of higher education institutions worldwide. Yet, in the present economic climate of limited resources, the ability to share capacities has been severely reduced. The resulting polarization means that co-operation efforts are intended to help to avoid disaster rather than to build a sustainable future. This vicious circle, along with the need to harmonize equity with excellence in higher education, emerge as key questions to be resolved. Since the NGO community works at

grass-root level and understands the issues involved, it can provide solid advice to governments and donors so that a realistic vision of the capacity-building process can be defined.

To balance these analyses, the next two presentations studied practical approaches which could help realize this new vision.

Professor Hans van Ginkel, Rector Magificus, Utrecht University, commented on **Inter-university training programmes -their objectives and impact on sustainable development.** Above all, the universities must promote creativity and innovation so that they can meet the changes which will inevitably occur in the first two decades of the 21st century. These will involve:

- **a more knowledge-intensive world;**
- *further technological advances and its impact on the labour market;*
- **an overall up-scaling of society and the creation of bigger units to share available resources.**

Against this background, universities in the South face ever shrinking resources, population growth and demand for higher education, graduate unemployment and the Brain Drain. Hence, more than ever, effective action is urgently needed.

Possible solutions are:

- **regional levels of training and research via centres of excellence;**
- **enhanced managerial capacities for institutions;**
- **dialogue/interface with governments;**
- **clear institutional development plans;**
- **diversification of courses;**
- **more attention to student profiles;**
- *fees balanced with grant/loan systems;*
- **donor support via deficit payment.**

Higher education must be more attuned to social needs -hence capacity-building strategies should be institution-driven and geared to innovation and self-reliance. By way of example, Utrecht's own co-operation programmes stress long-term commitment, the study of problem clusters, regional foci and partnerships. These are seen as the first essential steps towards sustainability.

In his paper, **Cross-cultural Teaching and Training for the 21st Century,** Dr Uli Schwämmle of the Duttweiler Institute considered issues related to the actual learning process and its social and economic benefits - these are vital for the future of human resource development in every society.

He made proposals for new learning techniques which recognize cultural diversity and could thus lead to enhanced results. Moreover, these could have important practical consequences for capacity-building since the present reactive learning mode is not productive. Instead, proactive learning was strongly advocated as it is more creative and useful.

Three key goals for learning were cited:

- **innovation** involving new mental models and problem-solving and reflective approaches;
- **employability** which is the capacity to obtain a job in any context and requires consideration of specific parameters, namely the work force, changes in the work place, migration patterns and career strategies;
- **systemic change** whereby traditional institutions of higher education will be required to adopt more varied and flexible teaching and learning structures.

In the 21st century, the key competence could well be the capacity for self-organization and self-generated capacities - thus, the entire process and outcomes of learning must be better understood by educators, learners and employers alike.

Meanwhile, multi-culturalism is already a reality due to the media, trade and tourism factors. Thus, the global community exists and, as such, must forge links with the future.

Session II - The Social Role of Higher Education

This Session debated the links which could be established between higher education, capacity-building strategies and social development on the eve of the 21st century. Accordingly, emphasis was placed on the importance of higher education as a primary social force which affects people's lives and their roles as citizens as well as professionals.

Dr Yogesh Atal presented the keynote address which stressed the evolution of higher education in the developing world. He noted the accelerated process of endogenous capacity-building inherent in this phenomenon. Furthermore, he suggested that the major challenges of our time - poverty, unemployment and the marginalization of certain social groups - can be found in every country. Thus, the responses to these issues must be suited to the conditions of particular cultural contexts.

This requires higher education to define capacity-building strategies adapted to the specific priorities of the developing world. Therefore, it can no longer be viewed solely from the perspective of industrialized countries.

Indeed, it is high time to reexamine the modalities for knowledge transfer in order to devise more effective strategies and to accord much greater importance to the role and impact of the social sciences in the development process. In addition, the many candidates seeking higher education but who remain excluded due to admission constraints deserve to be considered.

If the 20th century has privileged literacy and basic education, the 21st should promote the expansion and diversification of higher education in order that the world may advance from a learning society to a learned society.

Certain projects were presented which aim at strengthening capacities vital for social development:

- **Project CRE/COPERNICUS** which targets environmental education and training via partnerships between universities, industry and national decision-makers. The long-term impact is expected to be changed attitudes towards this crucial field.

- **The International Network of University Volunteers (INUV)**, an initiative involving the Council on International Educational Exchange, UNESCO and the United Nations Volunteers; this encourages volunteer service by recently retired academics or those on sabbatical thus ensuring the sharing of expertise between industrialized and developing institutions.

- **The UNESCO/OUI UNITWIN Network for women in higher education** which, as part of its action research activities, is studying the issue of feminine leadership which has important ramifications for the recognition of the role of women in the social development process.

- **The AUPELF/UNESCO UNITWIN Project for Lebanese universities** which will provide post-graduate training in Agronomy where capacity is closely linked to the reconstruction of the country.

The ensuing debate focused on the role of higher education in relation to capacity-building for citizenship. Consideration was given to specific questions, notably: How can higher education institutions ensure that education for human and social development is an integral part of their missions? How can the specific needs of multi-cultural societies be satisfied? How can the internationalization of the higher education curriculum foster new and enhanced social values? How can higher education contribute to social cohesion and what role does academic freedom have in this respect? How can the critical function of higher education best serve society today?

The views on these issues were necessarily diverse. However, one central theme clearly emerged, namely the relation between higher education and citizenship. The predominant opinion was that good citizenship results from a wide variety of educational factors, including that of advanced learning which prepares people not only for professional life but for their individual role in and contribution to society.

Higher education thus becomes a key-provider of the capacities required to address the major objectives of the World Social Summit. It must mould citizens who understand the global and local issues affecting their lives - this involves not only their initial higher education studies but increasingly, the lifelong learning process.

To fulfil this important role, higher education must examine its structures and its functioning. Also, it must respond to cultural diversity and strengthen still further endogenous capacity-building. Its role as social critic remains an essential one and this depends greatly on respect for academic freedom. In addition, the university is an agent of social cohesion. Last but not least, it is a place where diverse visions of the world and of education can be expressed and realized.

In conclusion, the social role of higher education in the future will involve a specific challenge, namely the promotion of the universally recognized value of advanced teaching and research which must however respond to the specificities of different cultures.

Session III: Economic Challenges facing Higher Education

In this Session, the focus was the current economic climate which presents specific challenges for the higher education sub-sector. In particular, the issues of strong demand and reduced resources are forcing institutions to analyse managerial strategies to provide adequate and immediate solutions. As traditional funding sources require ever greater accountability and as privatization is receiving increased support, pressure is growing on institutional leaders and managers, and impacts upon the professoriate and student community as well.

In his address entitled **Economic Trends and Higher Education**, Dr Gregory Wurzburg noted that the recent economic climate had resulted in a new interest in human capital. The crisis is global as OECD countries maintain tight public policy spending while, at the same time, the developing world is obliged to accept stringent conditions from donors. Furthermore, accelerated technological change has impacted on the nature and organization of the labour market.

Not surprisingly, governments are questioning the value of higher education and its claim on limited public resources where the other levels of education are priorities. At the same time, qualified people are more employable since those without education or training remain the most vulnerable group in society.

Certain trends are clear:

- **increased stress on the user-pays logic;**
- **pressure on institutions to generate alternative funding;**
- **the emergence of new student profiles as OECD countries seek to sustain enrolment levels;**
- **the diversification of tertiary education and training;**
- **the availability of higher education and the creation of knowledge outside the formal system.**

These issues are the primary ones for the industrialized countries and, to a large extent, are shared by the developing world, despite radically different socio-economic conditions. Overall, higher education must justify investment and be perceived as responding to economic constraints with efficiency.

The projects selected for presentation focused on enhancing the managerial capacities of higher education systems and institutions in diverse regions:

- the **Joint AAU/UNESCO Programme for African universities** targets strengthened information services,management training and the development of research on higher education itself; these capacities are vital for the future effectiveness and efficiency of the sub-sector;

- the **UNESCO/ACU-CHEMS Programme in Higher Education Management** aims at developing new capacities inside the traditional university ethos. Management practices must change and this affects leadership, institutional structures and facilities. Partnership is a key modality as Commonwealth universities share know-how to provide new and necessary skills;

- **staff development** is a crucial aspect of quality in higher education which is witnessed by the increased attention paid to this field in all regions. Today, academic excellence must be coupled with pedagogical competence -hence the need for research, training and the elaboration of codes of practice to guarantee quality. Due to its experience in Europe and in other regions, the **EARDHE** is a partner in UNESCO's pilot project to assess the quality of training related to institutional development;

- the relation between evaluation and government funding was outlined by the **HEFCE** which aims at assisting institutions to function more efficiently. To do so, accountability is necessary along with a strong statistical information base in order to chart trends with reliability. As higher education enrolment is an aspect of social behaviour, this task is complex. In terms of applying this practice to other contexts, the objectives of auditing and the key trends to be assessed must be clearly defined;

- the **CRE/COLUMBUS programme,** involving UNESCO Chairs, is centred on capacity-building in relation to university management, quality teaching and the contribution of higher education to regional development. The network is a conduit of ideas and innovative practices for long-term efficiency and has found strong support in both Latin America and Europe.

The panel discussion considered aspects of the efficient management of change in higher education. Pertinent issues included preservation of equity in structural adjustment, the links to the labour market, the increasing emphasis on assessment and evaluation practices and the social and economic implications of mass higher education.

The views expressed gave priority to the role of trained human resources in devising solutions to economically-based questions. A number of experiences confirmed the importance of sound and visionary leadership in times of austerity. Indeed, it was considered that vision can be not only defined but must be managed thus requiring talented and skilled people who dare to innovate and can adjust to changing parameters.

As well, soundly trained administrators were necessary to facilitate the real business of higher education -namely, quality teaching and research. This turned attention to the pivotal role of the professoriate and of the students in the efficiency debate. As for other groups in the labour market, academics merit due consideration in terms of their status and career development. In addition, the student viewpoint on the calibre and relevance of higher education studies, including their links to the world of work, has recently become a wholly legitimate claim which is only fair in terms of their increased investment in their futures.

Change can occur in various ways - imposed from without or driven from within. In higher education at the close of the 20th century, the latter option is certainly preferable since it can be managed by proactive staff who have the specific competence necessary to use enhanced efficiency as a strategy for assuring the long-term social effectiveness of the sub-sector.

Moreover, despite ongoing funding problems, investment in higher education systems and institutions may be stimulated based on the perceived excellence of their human capital.

Conclusion

The final session sought to elicit information on the present and future capacity-building strategies of NGOs whose interests range from regional development to the status of the professoriate and the role of women graduates. Many of these are evaluating practice to meet the consequences of social change.

Strong support was shown for the contribution of qualified women to social and economic development, notably by means of their presence in decision-making roles. Three main objectives were identified: to improve women's access to education and especially to higher education, to strengthen their skills through non-formal education and to facilitate their appointments to policy-making posts. The needs of women in developing countries and in Eastern and Central Europe were accorded top priority.

The impact and special requirements of higher education in regional contexts continued to prompt dynamic debate. For example, the diversity of university systems and programmes in **the Mediterranean Basin** should be seen as an enriching challenge, rather than as a deterrent, for cooperation and exchanges between students and professors. Furthermore, this collaboration can stimulate endogenous capacity-building in the countries of the sub-region.

In a similar vein, it was noted that higher education in **the Arab States** is facing wide-spread reform and so must develop capacities to anticipate future changes more effectively. This involves coping with increased student numbers and a growing professorate, while, at the same time, financial and technological resources are insufficient.

These same issues were echoed in relation to **the African context** where massive assistance is required to stem the continued Brain Drain and to assure the development of intra-regional as well as international linkages in higher education.

Considerable attention was paid to the question of accountability in higher education. It was felt that too much emphasis is currently placed on the contractual roles of institutions, professors, researchers and students to the detriment of their responsibilities in terms of the human development process where ethics and the promotion of principles such as tolerance and equity are of the greatest importance.

This issue was linked to a discussion of the quality of university teaching per se, where actual pedagogical competence should ensure the transmission of knowledge to students and, at the same time, should encourage their critical skills in dealing with content. For this reason, the most effective teaching in higher education should cover curriculum reform as well as pedagogical innovation.

The discussion revealed that a number of NGOs are actively engaged in establishing new paradigms of education. This accent on innovation extends to alternative delivery systems

such as distance education, as well as to the potential of community learning programmes and to a renewed interest in fields such as Philosophy.

The session concluded with a presentation by student NGOs which outlined their perspective in relation to the goal of sustainable human development through education. Here, learning through action, through international dialogue and through interactive programmes was strongly advocated. As well, team work and the capacity to actually help establish their own educational programmes were primary objectives.

Throughout the Consultation, it was clear that the reflection and co-operative action undertaken by NGOs, both individually and in partnership with UNESCO, contributed much both to the current analysis on education proposals for the 21st century via its six lines of enquiry, and to the objectives of the World Social Summit.

Two overriding factors emerged:

.   **the common emphasis on human resource development**
.   **the confidence expressed in partnerships designed to enhance the capacity-building process.**

Only through creative and skilled people can a vision of the future be defined and realized in practice. Transforming the vision into reality is a complex and thus problematic process due to the numerous obstacles involved - including attitudinal change and perennially inadequate funding.

In conclusion, it is readily recognized that capacity-building through higher education plays a principal role in sustainable social and human development. However, the grave economic challenges require rapid and managerial responses -thus, capacity-building in the sub-sector itself seems to have become the immediate priority. However, far from being mutually exclusive, the two areas are complementary and inextricably related. Capacity-building, always a main function of academic education and training, must now be extended to other areas of higher education, notably its management. In this manner, the critic and servant functions of higher education may be adapted to meet the challenges of a changing world.

UNESCO/NGO Collective Consultation on Higher Education

Recommendation for the 4th Medium Term Plan 1996-2001

At its 4th meeting (Paris 1994), the Collective Consultation on Higher Education:

recognizing the vital contribution made by higher education to capacity-building via research, training, networking and information exchange;

noting the relevance of this contribution for the 4th Medium Term Plan of UNESCO and for the 21st Century;

expressing support for the selection of **Human Development and the Culture of Peace** as the two main orientations for the 4th Medium Term Plan;

taking into account the conclusions and recommendations of the 4th Consultation for future action related to policy analysis and co-operative projects;

reaffirming its support for the UNITWIN/UNESCO Chairs Programme;

noting with satisfaction the active involvement therein of the NGOs,

hereby adopts the following **Recommendation** for its co-operation with UNESCO during the period 1996-2001:

"The NGOs of the Collective Consultation wish to express to the Director-General their strong support for UNESCO's action in higher education, including the UNITWIN/ UNESCO Chairs Programme.

They wish to strengthen still further their involvement in all areas of the higher education programme where their expertise is relevant.

It is recommended that this collaboration should continue to take place under the aegis of the Collective Consultation as this mechanism facilitates, on one hand, the NGO input to policy analysis, and on the other hand, the elaboration of specific co-operative projects within the framework of the UNITWIN/UNESCO Chairs Programme.

It is also recommended that the UNESCO Secretariat should prepare a Global Plan of Action for the Collective Consultation on Higher Education for the period 1996-2001 in order to:

- *help implement the 4th Medium Term Plan itself;*

- *help ensure coverage of pertinent aspects of higher education both socio-economic and socio-cultural;*

- *ensure the optimal contribution of the NGOs to the capacity-building process in higher education during this exercise."*

The Collective Consultation requests the UNESCO Secretariat to convey this Global Recommendation to the Director-General for his due consideration.

ORGANISATION DES NATIONS UNIES
POUR L'EDUCATION, LA SCIENCE ET LA CULTURE

**4ème Consultation collective UNESCO-ONG
sur l'enseignement supérieur**

UNESCO, Paris, 26-28 septembre 1994

**"Enseignement supérieur : ressources humaines de haut niveau
pour le XXIe siècle"**

Organisée conjointement par l'UNESCO
et l'Université des Nations Unies

Rapport

Introduction

La 4ème Consultation a été convoquée sur le thème de la formation des ressources humaines de haut niveau par et dans l'enseignement supérieur. Une attention particulière a été accordée aux stratégies de formation utilisées ou envisagées par les ONG pour satisfaire les besoins spécifiques de leurs membres. Les résultats de la rencontre devraient être soumis à la Commission sur l'éducation pour le XXIe siècle et faire partie des contributions de l'UNESCO au Sommet social mondial.

La Consultation a été ouverte par le Directeur général adjoint par intérim de l'UNESCO, Adnan Badran. Dans son message, ce dernier a remercié l'Université des Nations Unies pour son co-parrainage et a noté l'importance croissante de la Consultation collective sur l'enseignement supérieur, créée pour :

. assister l'UNESCO dans sa fonction de réflexion,
. assurer la mise en oeuvre de projets de coopération.

La nature paradoxale des problèmes auxquels fait face l'enseignement supérieur aujourd'hui exige d'orienter les efforts vers la formation de ressources humaines de haut niveau qui puissent contribuer au développement social au sens le plus large.

Au-delà de la signification de la «participation de la communauté» à ce processus, il est devenu essentiel de définir une approche holistique de la formation des ressources humaines de haut niveau, à savoir, l'étude des problèmes économiques et sociaux de l'enseignement supérieur. Ainsi, l'accent que l'on met actuellement sur des modes de gestion plus efficients doit être vu comme une condition sine qua non de l'objectif ultime - c'est-à-dire des systèmes et des institutions d'enseignement supérieur qui sont plus efficaces socialement à long terme.

En outre, des solutions pratiques doivent être trouvées concernant :

- **les modèles institutionnels**
- **les ressources disponibles**
- **les profils des professeurs et des étudiants**
- **les innovations en matière de programmes**
- **les systèmes d'enseignement alternatifs.**

Le 4e Plan à moyen terme de l'UNESCO (1996-2001) mettra l'accent sur la culture de la paix et le développement humain durable. Etant donné son rôle dans la formation des ressources humaines, l'enseignement supérieur est un élément clef des stratégies que l'on doit adopter pour contribuer à la réalisation de cette tâche. De plus, l'investissement social dans un enseignement supérieur de qualité, neutre et adapté à des besoins changeants, est pleinement reconnu dans toutes les régions du monde.

Les thèmes fondamentaux

Le Professeur Díez-Hochleitner, Président du Club de Rome, a insisté sur les défis économiques et sociaux extraordinaires auxquels fait face l'enseignement supérieur aujourd'hui. Bien que la communauté académique en soit sans doute consciente, la nécessité d'établir un nouvel ordre mondial est une réalité que peu reconnaissent.

Plusieurs stratégies ont été suggérées dans ce contexte, parmi lesquelles :

- **une mise à jour régulière des connaissances et des savoir-faire ;**
- **une approche interdisciplinaire plus prononcée pour l'acquisition des connaissances ;**
- **un investissement plus conséquent dans les ressources humaines, c'est-à-dire, les dirigeants, les administrateurs, le corps professoral et les étudiants ;**
- **la prise de conscience du caractère permanent de l'apprentissage, qui s'effectue sur toute une vie ;**
- **la valorisation de capacités spécifiques telles que l'indépendance et la faculté d'anticiper.**

L'enseignement supérieur a une grande contribution à apporter à ce programme, notamment en ce qui concerne :

- **une direction et une gestion créatives,**
- **un apprentissage interactif,**
- **des liens directs plus forts avec le monde du travail,**
- **un nouveau statut de l'emploi répondant à des besoins sociaux explicites,**
- **un renforcement des réseaux régionaux pour traiter efficacement les problèmes locaux.**

Bien que l'on puisse s'attendre à une résistance au changement, la tendance vers la globalisation est indiscutable. C'est pourquoi, l'avenir de l'enseignement supérieur est lié à

celui de la société elle-même ; il s'agit là d'un processus dynamique dont les résultats ne peuvent jamais être prédits avec une certitude totale :

- **l'enseignement supérieur mis au service de l'humanité,**
- **l'encouragement à la compréhension internationale,**
- **la valorisation de la dignité humaine par l'enseignement, la formation et la recherche.**

Présentation de la Consultation collective

Depuis 1988, les 25 ONG qui constituent ce groupe ont lancé de nombreux projets qui, individuellement ou collectivement, ont fait progresser l'objectif général de la formation des ressources humaines de haut niveau. Leurs principales activités ont porté sur l'échange d'informations, la recherche-action et la formation. Il a été également noté avec satisfaction que les ONG ont réagi très favorablement au Programme UNITWIN/Chaires UNESCO.

Le 4e Plan à moyen terme de l'UNESCO étant en cours de discussion, les partenaires tels que les ONG sont invités à identifier leur contribution optimale et à élaborer leur propre Plan d'action pour guider la coopération pendant cette période, de manière à consolider l'enseignement supérieur dans toutes les régions. Ce plan s'appuierait sur leurs différents atouts et compétences pour assurer la qualité et la pertinence des systèmes et des institutions dans un monde en mutation rapide.

Débat : L'enseignement supérieur : les bénéficiaires en sont-ils satisfaits ?

Plusieurs ONG d'étudiants se sont jointes à un groupe de décideurs spécialistes de l'enseignement supérieur et d'experts en ressources humaines pour discuter de ce sujet.

Les participants ont privilégié le thème : enseignement supérieur, société et citoyenneté, considérant que d'autres aspects du sous-secteur pourraient ainsi être abordés.

De nombreuses préoccupations ont été exprimées, notamment :

- le besoin d'identifier le profil du citoyen du XXIe siècle en vue de dispenser des enseignements et des formations appropriés ;
- la triste réalité du gaspillage de ressources humaines, par exemple, les étudiants plus âgés, les élèves ayant abandonné leurs études ou les groupes exclus, dont les besoins n'ont pas été correctement satisfaits par les structures existantes ;
- la qualité souvent incertaine de l'enseignement supérieur de masse ;
- le besoin de revaloriser la formation technique.

Il a été suggéré de considérer l'enseignement supérieur comme un pont - entre les citoyens, entre les niveaux d'enseignement et le monde du travail. Bien que l'accès aux études supérieures ait été reconnu comme un droit, le besoin d'assurer l'excellence de l'apprentissage et l'interaction entre les étudiants et leurs professeurs a été jugé essentiel. Les

ressources humaines ont été vues comme des ressources sociales autant que professionnelles. Aussi la diversité des priorités régionales devrait-elle être prise en compte.

Enfin, bien que la communauté des étudiants puisse être identifiée comme la principale bénéficiaire, d'autres entités, telles que les groupes communautaires et les employeurs, ont beaucoup à gagner de la contribution des diplômés ; ceci soulignant l'importance du sous-secteur et son interface avec la société dans toutes les régions du monde.

Session I :   Objectifs et stratégies de l'enseignement supérieur pour le développement durable

Présidée par le professeur M.A.R. Dias (UNESCO), cette session a examiné les composantes nécessaires à l'élaboration d'un cadre pour l'enseignement supérieur, au sein duquel le développement humain durable puisse réussir - compte tenu de l'importance des problèmes économiques et sociaux marquant cette fin de siècle.

Dans son intervention sur la formation des ressources humaines, le professeur Tarcisio Della Senta, recteur académique de l'Université des Nations Unies, a adopté une approche élargie de ce concept, afin d'y inclure non seulement la formation et la recherche pour le développement des ressources humaines mais aussi les instruments, tels que les techniques de gestion, susceptibles de donner aux individus les moyens de réussir.

La complexité des problèmes actuels - population, transfert des technologies, tendance vers la globalisation et développement économique entre autres, - fait ressortir la nécessité d'approches académiques interdisciplinaires, de manière à proposer des solutions viables. Par ce biais, la logique académique traditionnelle peut rejoindre la réflexion menée dans les agences des Nations Unies, qui est axée sur la résolution globale des problèmes sur la base de stratégies telles que «Agenda 21», «Agenda pour la Paix» et «Agenda pour le Développement». Ainsi, l'enseignement supérieur peut-il être directement lié à la recherche pour le développement social et humain durable dans un monde en mutation.·

En étudiant les problèmes par groupes (par exemple, la maîtrise et la résolution des conflits), il devient possible d'analyser plus efficacement la nature de cette complexité et sa gestion. Il en résulte une image des peuples et de leurs sociétés, de leurs droits, de leurs niveaux de vie et modes de consommation. On peut également identifier de nouveaux partenaires pouvant contribuer à assurer le bien-être économique et social.

Ainsi, s'agissant d'enseignement supérieur, la recherche interdisciplinaire peut être considérée comme une condition indispensable à la conception et la mise en oeuvre de stratégies, qui puissent renforcer le processus de formation des ressources humaines de haut niveau. L'approche spécifique de l'Université des Nations Unies peut être utilement liée aux actions de coopération, ce qui a été le cas pour le Programme UNITWIN/Chaires UNESCO.

Dans sa communication intitulée **Universités et développement des ressources humaines - Concepts Clefs.** Berit Olsson, directeur de la coopération à l'Association internationale des universités, a plaidé pour une nouvelle vision de la société et la mission

intégrale que doivent remplir les universités dans ce contexte. Comme l'investissement dans l'enseignement supérieur est essentiel pour le succès du processus de développement, certaines conditions, telles une bonne administration, des compétences institutionnelles et des ressources suffisantes devraient être généralisées. Les projets devraient également mener à la gestion du processus de développement, puisque les donateurs demandent une coordination effective.

L'action en faveur de la formation des ressources humaines de haut niveau durant les quarante dernières années a été passée en revue. Elle n'a, malheureusement, pas produit de solutions durables et le grave déséquilibre des richesses et des ressources continue de persister - d'où le besoin urgent de repenser la stratégie.

En particulier, les méthodes d'évaluation devraient être réexaminées. Il a été fait mention des critères inappropriés imposés par les donateurs aux institutions des pays en développement pour apprécier leur utilisation de l'aide. L'évaluation doit devenir comparative et prendre en compte les réelles conditions économiques et socioculturelles de contextes différents.

En outre, l'internationalisation devrait être une dimension de la qualité des institutions d'enseignement supérieur dans le monde entier. Cependant, dans le contexte économique actuel de ressources limitées, la capacité de partager les ressources humaines a été sérieusement réduite. La polarisation qui en résulte signifie que les actions de coopération sont destinées à éviter le désastre plutôt qu'à construire un avenir durable. Ce cercle vicieux et le besoin de concilier équité et excellence de l'enseignement supérieur apparaissent comme les principales difficultés à résoudre. Du fait que la communauté des ONG travaille à la base et comprend les problèmes en jeu, elle peut conseiller efficacement les gouvernements et les bailleurs de fonds pour que l'on puisse définir une vision réaliste du processus de formation des ressources humaines de haut niveau.

En complément de ces analyses, les deux interventions suivantes ont étudié les approches pratiques qui pourraient contribuer à réaliser cette nouvelle vision.

Le professeur Hans van Ginkel, Recteur Magnificus de l'Université d'Utrecht, s'est exprimé sur **Les programmes de formation inter-universitaires - leurs objectifs et leur impact sur le développement durable**. Selon lui, les universités doivent avant tout promouvoir la créativité et l'innovation afin de faire face aux changements qui surviendront inévitablement dans les deux premières décennies du XXIe siècle, notamment :

- **un monde qui demande de plus en plus de connaissances,**
- **de nouvelles avancées technologiques avec leur impact sur le monde du travail,**
- **une hausse générale du niveau de vie et la création d'unités plus larges pour partager les ressources disponibles.**

Dans ce contexte, les universités des pays du Sud sont confrontées à une diminution constante des ressources, à la croissance démographique et à la demande accrue pour l'enseignement supérieur, au chômage de leurs diplômés et à l'exode des cerveaux. C'est pourquoi, il y a plus que jamais la nécessité d'une action efficace et urgente.

Les solutions possibles sont :

- **des centres d'excellence pour la formation et la recherche au niveau régional,**
- **l'amélioration des compétences administratives dans les institutions,**
- **le dialogue/l'interface avec les pouvoirs publics,**
- **des plans de développement institutionnel clairs,**
- **la diversification des cours,**
- **une plus grande attention au profil des étudiants,**
- **des droits d'inscription compensés par des bourses et des systèmes de prêts,**
- **le soutien des donateurs en cas de défaut de paiement.**

L'enseignement supérieur doit être plus attentif aux besoins sociaux ; les stratégies de formation de ressources humaines de haut niveau devraient donc être conduites par les institutions et orientées vers l'innovation et l'indépendance. A titre d'exemple, les programmes de coopération de l'Université d'Utrecht mettent l'accent sur l'engagement à long terme, l'examen des problèmes par groupe, les partenariats et les pôles régionaux. Ce sont là les premières étapes essentielles vers la durabilité.

Dans sa communication sur **L'enseignement interculturel et la formation pour le XXIe siècle,** Uli Schwämmle de l'Institut Duttweiler a examiné les questions relatives au processus d'apprentissage et ses bénéfices économiques et sociaux. Celles-ci sont vitales pour l'avenir du développement des ressources humaines dans toutes les sociétés.

Il a proposé l'introduction de nouvelles techniques d'apprentissage qui, en reconnaissant la diversité culturelle, pourraient déboucher sur des résultats plus probants. Ceci pourrait avoir des conséquences pratiques importantes pour la formation des ressources humaines de haut niveau, puisque le mode d'apprentissage réactif actuel n'est pas productif. En lieu et place, un apprentissage proactif a été chaudement recommandé comme étant plus créatif et plus utile.

Trois objectifs clefs ont été cités :

- **l'innovation**, à l'aide notamment de nouveaux modèles intellectuels et d'approches fondées sur la réflexion et la résolution des problèmes ;
- **l'aptitude à l'emploi**, c'est-à-dire la faculté d'obtenir un emploi dans n'importe quel contexte et qui exige l'examen de paramètres spécifiques, tels que la main-d'oeuvre, les modifications sur le lieu de travail, les schémas migratoires et les stratégies de carrière ;
- **les changements systémiques**, par lesquels les institutions traditionnelles d'enseignement supérieur seront invitées à adopter des structures pédagogiques et d'apprentissage plus variées et flexibles.

Au XXIe siècle, la compétence clef pourrait bien être la capacité à s'auto-organiser et à générer ses propres compétences, ce qui implique une meilleure compréhension de l'ensemble du processus et des résultats de l'apprentissage de la part des éducateurs, des apprenants et des employeurs.

En attendant, le monde multiculturel est déjà une réalité due aux médias, au commerce et au tourisme. La communauté globale existe donc déjà et doit préparer son avenir.

Session II : Le rôle social de l'enseignement supérieur

Quel rapport peut-on établir entre l'enseignement supérieur, les stratégies de formation des ressources humaines et le développement social à la veille du XXIe siècle ? Tel était le thème retenu pour cette session, l'accent étant mis sur l'importance de l'enseignement supérieur tant sur le plan social que sur celui de la formation des hommes et de la citoyenneté.

Yogesh Atal a introduit le sujet en montrant l'évolution de l'enseignement supérieur dans les pays du tiers monde. Il a souligné l'accélération du processus de formation des ressources humaines endogènes qui en découle. Il a en outre montré que si les trois défis majeurs de notre temps, à savoir la pauvreté, le chômage et la marginalisation de certains groupes sociaux n'épargnent aucun pays, les réponses à ces défis doivent correspondre au contexte culturel dans lequel ils se manifestent.

Ceci suppose dès lors que l'enseignement supérieur ne soit plus considéré dans la seule perspective des pays industrialisés. C'est pourquoi il est nécessaire de mettre au point des stratégies de formation adaptées aux spécificités des pays du tiers monde.

Il y aura lieu de réexaminer les modalités de transfert des connaissances en vue d'établir des stratégies plus réalistes et de relever le défi énorme lancé aux sciences sociales, qui doivent faire reconnaître leur rôle et leur impact. Il faudra, en outre, être attentif aux problèmes posés par le nombre important de candidats exclus de l'université par le jeu des contraintes d'admission et qui sont demandeurs d'éducation.

Si le XXe siècle a privilégié l'alphabétisation et l'éducation de base, le XXIe siècle devrait être le siècle de l'expansion et de la diversification de l'enseignement supérieur, afin que le monde puisse passer d'une société d'apprentissage à une société de connaissances.

Un certain nombre de projets, ayant pour objectif de favoriser le développement social, ont été ensuite présentés :

- **Le projet CRE/COPERNICUS**, qui a pour but de sensibiliser à l'environnement en suscitant des activités de coopération entre universités, monde du travail et décideurs nationaux. Il devrait, à long terme, contribuer à faire évoluer les mentalités dans ce sens.

- **Le Réseau international des volontaires universitaires**, auquel participent le "Council on International Educational Exchange" l'UNESCO et les Volontaires des Nations Unies, mobilise des professeurs retraités depuis peu ou en congé sabbatique pour un échange de compétences bénévole entre institutions de pays industrialisés et en développement.

- **Le Réseau UNESCO/OUI UNITWIN pour la promotion des femmes dans l'enseignement supérieur** étudie, dans le cadre de ses activités d'action-recherche, le

leadership féminin et ses effets sur la reconnaissance du rôle de la femme dans le développement social.

- **Le Projet AUPELF/UNESCO UNITWIN en faveur des universités libanaises** qui vont dispenser un enseignement de troisième cycle en agronomie étroitement lié à la reconstruction du pays.

Le débat s'est ensuite instauré sur le thème plus précis du rôle de l'enseignement supérieur dans la formation des ressources humaines à la citoyenneté.

Un certain nombre de questions spécifiques ont été posées, parmi lesquelles: Comment les institutions peuvent-elles inclure l'éducation en faveur du développement humain et social dans leurs programmes ? Comment satisfaire les besoins particuliers des sociétés multiculturelles ? L'internationalisation des programmes peut-elle encourager de nouvelles valeurs sociales ? Dans quelle mesure l'enseignement supérieur peut-il contribuer à la cohésion sociale? Et quel rôle la liberté académique joue-t-elle dans ce contexte ? Comment la fonction critique de l'université peut-elle servir la société contemporaine ?

Si les réponses à ces questions ont été d'une grande diversité, un thème central est toutefois clairement apparu : celui du rapport entre enseignement supérieur et citoyenneté.

L'opinion dominante a été que la formation d'un bon citoyen est le fruit d'un ensemble diversifié de facteurs éducatifs. L'un d'eux est l'éducation avancée, qui prépare l'individu non seulement à la vie professionnelle mais aussi à son rôle et à sa contribution individuels dans la société.

L'enseignement supérieur fournit donc une grande partie des ressources humaines indispensables pour réaliser les objectifs principaux inscrits dans le programme du Sommet social mondial. L'université doit former des citoyens, qui comprennent les enjeux internationaux et nationaux influant sur leur vie. Cet apprentissage s'effectue non seulement durant leurs études d'origine mais aussi, et de plus en plus, par le biais de l'éducation permanente.

Pour remplir ce rôle important, l'enseignement supérieur doit réexaminer ses structures et son mode de fonctionnement. Il lui faut aussi répondre à la diversité culturelle et continuer à promouvoir la formation des ressources humaines endogènes. La fonction critique qu'il exerce par rapport à la société reste fondamentale, ce qui sous-entend le respect de la liberté académique. L'université est aussi un agent de cohésion sociale. Et, enfin, elle est un lieu où doivent pouvoir s'exprimer et se concrétiser différentes visions de l'éducation et du monde.

En conclusion, la mission sociale de l'enseignement supérieur dans l'avenir sera notamment de promouvoir la valeur universellement reconnue des études et de la recherche avancées, qui devront néanmoins correspondre aux spécificités de chaque culture.

Session III : Les défis économiques que doit relever l'enseignement supérieur

Cette session a porté essentiellement sur le contexte économique actuel, dans lequel le sous-secteur de l'enseignement supérieur est confronté à des défis bien précis. En particulier, les problèmes liés à une forte demande et à des ressources réduites obligent les institutions à établir des stratégies de gestion afin de trouver des solutions appropriées et immédiates. Les bailleurs de fonds traditionnels exigeant de plus en plus que des comptes leur soient rendus, et la privatisation jouissant d'une faveur croissante, la pression s'accroît sur les dirigeants et les gestionnaires des institutions et affecte également le corps professoral et les étudiants.

Dans sa communication intitulée **Tendances économiques et enseignement supérieur**, Gregory Wurzburg a fait remarquer que le climat économique de ces dernières années a provoqué un nouvel intérêt pour le capital humain. La crise est globale tant dans les pays de l'OCDE, où les crédits publics restent très serrés, que dans le monde en développement qui est forcé d'accepter les conditions rigoureuses des donateurs. De plus, les mutations technologiques rapides ont influencé la nature et l'organisation du marché du travail.

Il n'est pas étonnant que les gouvernements s'interrogent sur la valeur de l'enseignement supérieur et la part qui lui est allouée sur des ressources publiques limitées, alors que les autres niveaux d'éducation sont prioritaires. Mais, en même temps, les personnes qualifiées sont plus adaptées au marché du travail que celles qui n'ont ni éducation ni formation et qui restent le groupe le plus vulnérable de la société.

Des tendances se dessinent clairement :

- le concept de l'utilisateur-payeur est de plus en plus mis en avant ;
- des pressions sont exercées sur les institutions pour qu'elles génèrent des financements alternatifs ;
- de nouveaux profils d'étudiants apparaissent, les pays de l'OCDE cherchant à soutenir le niveau des effectifs ;
- l'enseignement et la formation postscolaires se diversifient ;
- l'enseignement supérieur devient plus accessible et la connaissance se transmet en dehors du système formel.

Primordiales dans les pays industrialisés, ces questions sont aussi dans une large mesure soulevées dans le monde en développement, bien que les conditions socio-économiques y soient radicalement différentes. Globalement, l'enseignement supérieur doit justifier les investissements et se montrer capable de faire face avec efficacité aux contraintes économiques.

Les projets présentés ont surtout porté sur le renforcement des capacités de gestion des systèmes et institutions d'enseignement supérieur dans diverses régions :

- **Le Programme mixte AAU/UNESCO pour les universités africaines** a pour but de consolider les services d'information et la formation ·des gestionnaires ainsi que de

développer la recherche sur l'enseignement supérieur lui-même - ces domaines étant vitaux pour l'efficacité et l'efficience futures du sous-secteur.

- **Le Programme conjoint UNESCO/ACU-CHEMS pour la gestion de l'enseignement supérieur** vise à ajouter de nouvelles compétences au génie universitaire traditionnel. Les modes de gestion doivent changer et cette évolution influera sur le leadership ainsi que sur les structures, les services et équipements institutionnels. Le partenariat en est une modalité clef et les universités du Commonwealth échangent leur savoir-faire pour générer les compétences nécessaires.

- **Le perfectionnement des personnels** est un aspect essentiel de la qualité dans l'enseignement supérieur, comme en témoigne l'intérêt croissant accordé à ce domaine dans toutes les régions. Aujourd'hui, l'excellence académique doit être liée à la compétence pédagogique - d'où la nécessité de la recherche, de la formation et de l'élaboration de codes d'application pour garantir la qualité. Du fait de son expérience en Europe et dans d'autres régions, l'Association européenne pour l'étude et la recherche en matière d'enseignement (EARDHE) est partenaire du projet pilote de l'UNESCO sur l'évaluation de la qualité de la formation relative au développement institutionnel.

- Le rapport entre évaluation et financement public a été souligné par le **"Higher Education Funding Council for England"** (HEFCE) dont l'objectif est d'aider les institutions à fonctionner plus efficacement. Pour ce faire, la responsabilité financière est indispensable et doit s'accompagner d'une très bonne base d'informations statistiques afin d'anticiper les tendances avec fiabilité. Cette tâche est complexe d'autant plus que les effectifs universitaires relèvent du comportement social. Si l'on veut appliquer ce principe à d'autres contextes, il est nécessaire de définir clairement les objectifs de l'audit et les tendances principales qui doivent être évaluées.

- **Le Programme CRE/COLUMBUS**, lié aux Chaires UNESCO, est consacré à la formation des ressources humaines de haut niveau en matière de gestion de l'université, de qualité de l'enseignement et de contribution de l'enseignement supérieur au développement régional. Ce réseau, qui canalise les idées et les moyens novateurs pour assurer une efficacité durable, est très apprécié en Amérique latine et en Europe.

Au cours des débats qui ont suivi, certains aspects de la gestion efficace du changement dans l'enseignement supérieur ont été examinés, parmi lesquels le respect de l'équité dans l'ajustement structurel, les liens avec le marché du travail, la valeur croissante accordée aux méthodes de contrôle et d'évaluation ainsi que les répercussions socio-économiques de l'enseignement supérieur de masse.

Les opinions exprimées ont mis l'accent sur l'importance de la formation des ressources humaines, qui permet de trouver des solutions à des problèmes d'ordre économique. Plusieurs participants ont évoqué des expériences confirmant la nécessité d'une direction saine et capable d'anticiper en période d'austérité. En effet, il a été jugé que l'anticipation doit non seulement être définie mais également gérée, ce qui exige des personnes talentueuses et compétentes, qui osent innover et peuvent s'adapter à des paramètres changeants.

De même, il est nécessaire que les administrateurs soient correctement formés afin qu'ils puissent faciliter la mission intrinsèque de l'enseignement supérieur, à savoir l'enseignement et la recherche de qualité. L'attention a été portée sur le rôle essentiel du corps professoral et des étudiants dans ce débat sur l'efficacité. A l'instar des autres groupes représentés sur le marché du travail, les universitaires méritent d'être reconnus en termes de statut et d'évolution de carrière. Par ailleurs, le point de vue des étudiants sur la qualité et la pertinence des études supérieures, y compris leurs liens avec le monde du travail, est devenu aujourd'hui une revendication des plus légitimes si l'on considère que les étudiants s'investissent de plus en plus pour préparer leur avenir.

Le changement peut survenir de plusieurs façons et peut soit être imposé de l'extérieur soit conduit de l'intérieur. Dans l'enseignement supérieur de cette fin du XXe siècle, la deuxième option est sans nul doute à privilégier. En effet, le changement peut être géré par un personnel proactif qui possède les compétences nécessaires pour utiliser l'efficience comme une stratégie assurant l'efficacité sociale durable du sous-secteur. En outre, malgré les problèmes de financement actuels, l'investissement dans les systèmes et les institutions d'enseignement supérieur peut être encouragé par l'image qu'ils donnent de l'excellence de leur capital humain.

Conclusion

La session finale a permis de recueillir des informations sur les stratégies présentes et futures des ONG quant à la formation des ressources humaines de haut niveau. Ces organisations ont des intérêts variés, allant du développement régional au statut du corps professoral ou au rôle des femmes diplômées. Nombre d'entre elles sont en train d'évaluer les moyens susceptibles de répondre aux conséquences des changements sociaux.

Le potentiel humain des femmes dans le développement économique et social, notamment au travers de la promotion des diplômées de l'enseignement supérieur aux postes de décision a reçu un fort soutien. Dans cette perspective, trois objectifs ont été fixés : améliorer l'accès des femmes à l'enseignement et en particulier à l'enseignement supérieur, améliorer le savoir-faire des femmes par l'éducation non-formelle, et améliorer l'accès des femmes aux postes décisionnels. L'attention des organisations doit essentiellement se focaliser sur les pays d'Europe centrale et orientale et les pays en voie de développement.

Un second thème proposait d'étudier et d'évaluer l'impact et les besoins régionaux de l'enseignement supérieur. Il apparaît que **le bassin méditerranéen** présente une telle diversité de systèmes et de programmes universitaires, qu'il est à la fois très profitable et complexe de les faire inter-agir dans des échanges d'étudiants, d'enseignants et dans des projets de recherche communs. Il s'agit à terme de créer une capacité de ressources endogènes dans le bassin méditerranéen.

Les pays arabes font face au besoin d'une réforme globale de l'enseignement supérieur pour affronter les défis sociaux-économiques auxquels ils sont confrontés; la nécessité d'anticiper les évolutions futures est évidente. Les besoins se font sentir en terme de croissance du professorat et du nombre d'étudiants, d'insuffisances financières et de maîtrise et de recherche technologique.

Trois domaines d'intérêt marquent tout particulièrement les représentants universitaires **africains.** Il s'agit d'une part du phénomène d'immigration ou de "fuite" des étudiants, enseignants et chercheurs des pays africains vers les pays développés. D'autre part le continent africain a besoin de recevoir un flux beaucoup plus important en transferts de technologies; la grande majorité de ces transferts se font actuellement entre les pays développés et nouvellement développés. Enfin, les intervenants ont aussi fait état d'une demande croissante des étudiants et des gouvernements africains de financement de l'enseignement par des systèmes et des réseaux de bourses. Ils recquièrent à ce titre le soutien des pays riches et des organismes intergouvernementaux. Les universités africaines pourraient profiter très favorablement de l'établissement de réseaux et de messageries informatiques, qui amélioreraient notablement les échanges inter-universitaires et relanceraient la coopération, tant au sein de l'Afrique que des pays développés vers le continent noir.

La question majeure de la définition et du partage des responsabilités dans l'enseignement supérieur a également été abordée. Qui est responsable de quoi, et dans quelles limites? La responsabilité des universités, des professeurs, des chercheurs mais aussi des étudiants se limite de plus en plus à des considérations purement contractuelles, matérielles et financières, alors que la part de l'éthique, du sens moral et humain tend à diminuer. La mission de la transmission de la connaissance de l'enseignement supérieur s'inscrit dans le cadre plus large du savoir-être, du savoir-devenir et de la transmission de valeurs comme la tolérance, l'écoute, la solidarité.

Enfin une partie importante des discussions étaient orientées autour des questions de pédagogie et de programmes universitaires. Pour ce qui touche à la pédagogie, les ONG ont tenu à réaffirmer la nécessité de renforcer les compétences des enseignants dont les "clients" ou disciples restent les étudiants. En matière de programmes, l'accent devrait être porté sur l'enseignement de la démocratie et des droits humains, tant dans le contenu des programmes universitaires que dans la forme et la pédagogie de l'enseignement.

Ces éléments précisant les stratégies des ONG par rapport aux nouveaux paradigmes de l'enseignement supérieur ont également été avancés, tels que la formation à distance dont le potentiel reste à reconnaître et qui fait appel aux nouvelles technologies de l'information, et un nouveau type de formation déspécialisée, davantage ouverte à l'enseignement de la philosophie et aux apprentissages communautaires.

Les organisations d'étudiants ont remis en fin de session aux participants un document présentant leur perspective commune en matière de stratégie de développement durable pour leurs membres. Cette perspective met en valeur les besoins en formations axés sur les techniques de l'apprentissage par l'action, d'aide à la compréhension internationale, de l'écoute active, de l'apprentissage interactif, du travail en équipe et de l'initiation et du développement de projets et de programmes.

Il est apparu tout au long de la Consultation que la réflexion et les actions de coopération entreprises par les ONG, individuellement ou en partenariat avec l'UNESCO, ont largement contribué à l'analyse poursuivie actuellement au sein de la Commission sur l'éducation pour le XXIe siècle, qui a déterminé six pistes de recherche, ainsi qu'aux objectifs du Sommet social mondial.

Deux facteurs prépondérants sont apparus :

- **l'accent général mis sur le perfectionnement des ressources humaines,**
- **la confiance accordée aux partenariats conçus pour améliorer le processus de formation des ressources humaines de haut niveau.**

C'est seulement par l'intermédiaire de personnes créatives et capables, qu'une vision du futur pourra être définie et concrétisée. La transformation de la vision en réalité est un processus complexe et donc problématique en raison des nombreux obstacles qu'il soulève, notamment l'évolution des comportements et un financement perpétuellement inadéquat.

En conclusion, il a été aisément admis que la formation des ressources humaines de haut niveau par le biais de l'enseignement supérieur joue un rôle de premier plan dans le développement social et humain durable. Cependant, des défis économiques majeurs exigent des réponses rapides en matière de gestion : la formation des ressources de haut niveau dans le sous-secteur lui-même semble donc être devenue la priorité immédiate. Toutefois, ces deux domaines, loin de s'exclure l'un l'autre, sont complémentaires et inextricablement liés. La formation des ressources humaines de haut niveau, qui a toujours été la fonction principale de l'enseignement et de la formation académiques, doit maintenant être étendue à d'autres secteurs de l'enseignement supérieur, notamment à sa gestion. Ainsi, les fonctions de critique et de fournisseur de services remplies par l'enseignement supérieur pourront-elles s'adapter pour relever les défis d'un monde en mutation.

UNESCO/ONG Consultation collective sur l'enseignement supérieur

Recommandation pour le 4e Plan à moyen terme 1996-2001

Lors de sa 4e rencontre (Paris 1994), la Consultation collective sur l'enseignement supérieur:

reconnaissant la contribution essentielle de l'enseignement supérieur à la formation des ressources humaines de haut niveau à travers la recherche, la formation, la promotion des réseaux et l'échange d'informations,

notant la pertinence de cette contribution pour le 3e Plan à moyen terme de l'UNESCO ainsi que pour le 21ème siècle;

soutenant la sélection du **développement humain et de la culture de la paix** comme les deux orientations principales pour le 4e Plan à moyen terme;

tenant compte des conclusions et des recommandations de la 4e Consultation concernant l'action future relative à l'analyse de politiques et aux projets coopératifs;

confirmant son soutien pour le Programme UNITWIN/Chaires UNESCO;

notant avec satisfaction la participation active des ONG dans ce programme,

adopte la **Recommandation** ci-dessous afin d'encadrer sa coopération avec l'UNESCO pendant la période 1996-2001:

Les ONG de la Consultation collective souhaitent exprimer au Directeur général leur soutien solide pour l'action de l'UNESCO dans le domaine de l'enseignement supérieur, y compris le Programme UNITWIN/Chaires UNESCO.

Elles tiennent à renforcer davantage leur engagement dans toutes les activités du programme d'enseignement supérieur dans leur domaine de compétence.

Les ONG recommandent que cette collaboration continue sous l'égide de la Consultation collective - un mécanisme qui, d'un côté, facilite la contribution des ONG à l'analyse de politiques, et, de l'autre, aide à élaborer des projets de coopération spécifiques dans le cadre du Programme UNITWIN/Chaires UNESCO.

*De plus, les ONG recommandent que l'UNESCO prépare **un Plan d'Action globale de la Consultation collective 1996-2001** afin :*

- *d'aider à exécuter le 4e Plan à moyen terme;*

- *d'aider à traiter en profondeur des aspects pertinents socio- économiques et socio-culturels de l'enseignement supérieur;*

- *d'assurer la contribution optimale des ONG elles-mêmes à la formation des ressources humaines de haut niveau en enseignement supérieur pendant la durée du Plan.*

La Consultation collective invite le Secrétariat de l'UNESCO à présenter cette Recommandation globale au Directeur général pour sa considération.

4th UNESCO/NGO Collective Consultation on Higher Education

"Higher Education and Capacity-building for the 21st Century"

OPENING REMARKS

Adnan Badran
Acting Deputy Director-General,
UNESCO

Professor Díez-Hochleitner,
Distinguished guests,
NGO colleagues of the Collective Consultation on higher education,
Ladies and Gentlemen,

I. Welcome

On behalf of the Director-General, it is my pleasure to welcome you to the 4th UNESCO/NGO Consultation on Higher Education whose theme is **Higher Education and Capacity-building for the 21st Century.**

This international forum includes many distinguished specialists from the higher education community and UNESCO is appreciative of the confidence indicated by the strong attendance today. This shows that the Collective Consultation has gained a solid reputation for its focused and effective contribution to UNESCO's action in higher education.

II. The 4th Consultation and Capacity-building

Since 1988, the Consultation has grown and has achieved a great deal in its co-operation with UNESCO in both intellectual and practical fields.

Its 4th Consultation is an event of special importance:

. **firstly**, it is co-sponsored by the United Nations University which has a wealth of experience in capacity-building, due to its research on complex issues of global impact;

. **secondly,** it is being held at a time when UNESCO is involved in several exercises of paramount significance for its future. These include:

- the **Commission on Education for the 21st Century**, whose report will appear in 1995;

and

- the **World Summit for Social Development** convened by the United Nations in Copenhagen next March.

More especially, it is significant in relation to higher education itself:

. UNESCO's **worldwide reflection on higher education and society** has been completed and clear regional plans of action have been established;

. UNESCO is finalizing its policy paper entitled **Higher Education for Change and Development**;

. and its preparations for the **Fourth Medium Term Plan** are well advanced - here, **lifelong higher education for all** will be the key priority.

In all these different exercises, the role played by capacity-building is universally acknowledged and, so, few subjects could be more topical at the present time. Capacity-building is basically about people - the human resources required so that broad objectives and concrete targets of the development process may be realized.

As the Human Development Report states:

"People's participation is the central issue of our time". (HDR Page 1)

People wish to be involved in the social and economic issues which shape their lives. But, to do this, they must possess the necessary education and skills.

Thus, capacity-building in higher education means the provision of skilled human resources. Their education and training should benefit the decision-making processes in society, thus acting as a motor for social and economic progress. This theme is of particular significance today because the higher education sub-sector itself is in transition and is seeking to redefine its mission and role. This process of change is extremely dynamic and - as we are aware - is proving an ordeal in many parts of the world. However, there is no reversing the trends now in train and the best way forward is for partners to join forces to share expertise so that society as a whole may benefit, as well as regional and national contexts.

Indeed, the real challenge of the capacity-building process lies in the necessity for it to address both social and economic aspects. UNESCO insists on this duality which is crucial to our thinking at this point in time. This has guided the launching of a number of interdisciplinary initiatives such as the UNITWIN/UNESCO Chairs, the MOST Programme which deals with the management of social transformation, and the interdisciplinary project for Environmental and Population Education. UNESCO believes that the necessary lines of action, identified through the worldwide reflection exercise, should be implemented by **higher education institutions themselves.**

The NGOs specialized in higher education have understood this need to consider a number of key parameters when designing and implementing training and research projects - for this reason, our partnership is a fruitful one since we share the same long-term vision of the problem-solving exercise.

III. The Holistic Approach to Capacity-building

Let us examine some of the issues which compose the holistic approach to capacity-building which is to be studied by this meeting.

i. Social Issues

At the present time, people are facing daunting challenges:

. human security;
. health, population and welfare issues;
. illiteracy despite the goal to eradicate this by the year 2000;
. the persistent knowledge gap between regions and their peoples.

Furthermore, the failure to find solutions to these issues is fast becoming one of the greatest risks for the future of society itself.

Sustainable human and social development will depend on the solutions sought. Higher education is vitally engaged in this search through its teaching, training and research. Thus, higher education institutions must become the conscience of society - bodies which uphold equity, neutrality, and objectivity. This is the raison d'etre of the UNITWIN/UNESCO Chairs Programme which tackles complex problem-solving via the strategy of international institutional co-operation in key disciplines of the higher education curriculum.

Hence there is clear evidence that higher education is proving its relevance for the issues facing society. Capacity-building is going on - but simply not at a sufficient level. Much more needs to be done and as quickly as possible to share knowledge and know-how so as to ensure that all people - and not just a privileged minority - can expect a peaceful world where they can live and work.

Put in these terms, the contribution of higher education to the expected outcomes of the 1995 World Social Summit is obvious.

ii. Economic Issues

Turning to the economic aspect, one must concede that the climate is not a positive one. Today, 3.7 million are unemployed in the OECD countries. In the developing world, economies are stagnating. Yet, the demand for higher education is increasing. Despite reduced public funding and the call for greater efficiency and accountability, institutions are urged to increase access for students.

All these factors depict a sub-sector under pressure which has important consequences for its capacity-building role. How can it continue to educate and train students properly in such conditions? How is the professoriate affected? Can adequate research be undertaken? Where can additional resources be generated in a time of economic recession? These are challenges for all countries and extremely difficult for those with weak economies.

iii. Technological Issues

As we approach the end of the twentieth century it has become clear that the capacity to master technological change is at a premium. More and better qualified scientists and engineers with an inter-disciplinary background will be needed to cater for the socio-economic and the cultural implications of this phenomenal change in technology. What measures should be taken by institutions of higher education to increase this type of technical human resources?

Moreover, new structures will be necessary to promote technological innovation and diffusion which lead to improved economic and industrial performance.

This reassessment has become more urgent in many countries because the national structures that worked so successfully in the 1960s and 1970s are being stretched to meet not only the demands of the regional communities but also the global scientific and engineering potential of both developing and developed countries.

Ladies and Gentlemen,

It is the task of the higher education community to adopt a holistic and long-term approach to the solution of these issues - because, in so doing, it could succeed in redefining its own role in society.

Certainly, the sub-sector must accelerate the reform and renovation of its management so as to become more efficient, to optimize available funding and to obtain additional resources.

However, at the same time, it must renovate the teaching, training and research which it guarantees. The quality and relevance of these have never been more needed by society - but they must be attuned to present-day issues. In this manner, they will become a key component of the development process for all countries alike and their value will be recognized both by policy-makers as well as by the community at large.

The holistic and long-term approach must be our common objective in higher education, as in other areas of social policy. Social well-being implies adequate economic growth; this, in turn, is essential to stimulate social and cultural development. Hence, higher education must put its economic house in order and direct its training and research towards serving society more effectively. This requires the highly skilled human resources in all these allied areas to co-operate closely for success.

In this way, the long-term benefits of higher education will be assured.

IV. Criteria for Human Resource Development via Higher Education

So, what, exactly, are these human resources produced by higher education?

▶ **What sort of professors have educated and trained them?**

▶ **What curricula have they studied?**

▶ **In what type of institutions or systems have they learnt?**

▶ **What resources have been available for these tasks?**

These are **the essential questions related to capacity-building in higher education.** They affect its management, the professoriate, the programmes and the delivery methods involved.

Moreover - to quote the Director-General himself with regard to the UNITWIN/UNESCO Chairs Programme - they reflect "the growing awareness of the crucial role of higher education in the modern world in which socio-economic development is becoming more knowledge-intensive and is relying increasingly on professional and managerial staff with advanced training. The developing countries in particular cannot hope to bridge the gap separating them from the industrially-developed world - and thereby reduce their dependence on external technical and scientific assistance -unless they develop their own institutions and programmes of advanced studies and research and secure ready access to the latest advances in science and technology."

At the moment, many NGOs are re-assessing their own contribution to the overall capacity-building process in higher education. This is timely as the results of your self-evaluation will make you even more viable partners for UNESCO during the 4th Medium Term Plan.

All of you have the same client in mind - the student population who will certainly be the leaders, citizens and skilled manpower in tomorrow's world but whose profiles are growing ever more diverse.

Three outcomes are expected from this, the 4th Consultation on Higher Education:

. firstly, that this exchange of views and experiences will enrich your own reflections on your capacity-building activities;

secondly, that you will accept UNESCO's invitation to align these activities more closely with our key objectives for the 4th Medium Term Plan - human development and peace. These should be our declared common intention and should drive our co-operation during the years which lead to the 21st century.

. Finally, the Director-General would like to receive concrete proposals from NGOs on how to strengthen collaboration among our Organizations.

V. Conclusions

Ladies and Gentlemen,

The issues we face are so critical that no wastage of human resources can be permitted.

Education and training are the two of the most sought-after prizes today - even in the poorest conditions, there remains the strong desire to learn as this represents perhaps the only way to progress and to improve oneself so as to have a stake in the future.

This is certainly true for young people - but also, increasingly, it applies to the growing numbers of life-long students of all ages and of diverse profiles.

Higher Education has a unique contribution to make to the capacity-building process - due to its ability to equip entrepreneurial people whose knowledge and know-how respond to social and economic needs.

Today's students are tomorrow's decision-makers who will face enormous challenges in the coming two decades and beyond. It is essential that their higher education studies should equip them for these tasks - both as citizens and as specialists. They should finish their student days with a sense of confidence and preparedness - aware, skilled, flexible and self-reliant. Such qualities will allow them to tread the path ahead with optimism and courage.

Thus, the social investment in higher education is evident - learning which is of high calibre, neutral and adaptable to changing needs. Such graduates are the valuable human resources which will construct tomorrow's world.
Ladies and Gentlemen,

On this note, I should like to turn to this morning's proceedings:

. the keynote address on our theme by our distinguished guest, **Professor Ricardo Díez-Hochleitner, President of the Club of Rome.**

HIGHER EDUCATION: CAPACITY-BUILDING FOR THE 21st CENTURY

Dr. Ricardo Díez-Hochleitner
President of The Club of Rome

I would like to thank all of you and, in particular, the organizers for the distinction you have bestowed upon me by inviting me to speak at this first session in order to share with you my points of view on the future of higher education, and to see to it that the "stakeholders" (as the basic working paper of this meeting calls them) are well served with appropriate "capacity-building".

To this end, we have first of all to recognize that the world is immersed in an accelerated process of over-all change and is suffering from multiple profound crises, in the middle of a "great transition" towards new horizons, all of which, in order to be overcome, need solidarity and accrued knowledge. Learning to adapt, to innovate and to anticipate in the face of a rapidly changing reality is the most significant task in these circumstances. Thus, the subject of the future of higher education is a matter of considerable priority as well as a source of great hope in these decisive years towards a new century and hopefully, above all, towards an era of peace and sustainable human development.

However, since in order to visualize the future it is appropriate to start from the past, let us say that universities have always been basically institutions in passionate search of truth, trying to contribute to human development with integrity and generosity.

The former **Universitas**, of pontifical or royal rule, has always been, since the 12th century, a moral and intellectual source and career of the best of the spirit in the civilizing endeavours of the West, somehow indemnifying for the pain and depredation caused by conquests and colonization. Moreover, Universities have always tried to contribute lessons of manifest universality and of ethical spirit.

Universities today, aside from having cultural, pedagogical and research responsibilities, continue to have also an undeclinable social responsibility and should aim at universalism (as the etymology of their name suggests) in order to welcome all trends of thought and knowledge, as well as to radiate its message all over the world. Only in this manner can we achieve the urgently needed dialogue with more diverse cultures in search of truth, peace and tolerance and place at the service of humanity their vision concerning all that pertains to the Universe.

However, higher education today has to deal increasingly with new major challenges and is being seriously questioned again, now that society is questioned itself in many global ways.

Events in the 60's constituted already a major crisis in time, although a poorly defined rebellion in their ideology and goals. To some extent romantic and utopian, aside from anarchical, it did not offer concrete alternatives or solutions, although continuously seeking, in the name of participation, anticipation, creativity and innovation, the change that the then

actors felt was necessary. It was, therefore, rather a sort of generational solidarity against the *status quo*.

1968 continues to represent, in any case, an enigmatic, very important year, which has yet to be properly analyzed since it represents a "great divide" in western civilization. In addition, it coincidentally happens to be the same year of the founding of the Club of Rome (at Rome's Linccei Academy). This was an important meeting-point in time of two unconnected movements, of young and older people, which should facilitate the much needed inter-generational dialogue.

The Club of Rome was born in search of a new vision to confront long-term global world issues, in a spirit of human solidarity, interdependence and co-operation against sheer lineal growth -- a squanderer of resources -- in the midst of an ongoing demographic explosion. In those days, very few believed that certain limits had to be set and that a new world order was necessary.

This background is truly significant because, with all of the profound differences of the present time, we are in the middle of another serious crisis, much more profound and far-reaching, although this time seemingly not violent, at least for the moment. The preeminent present fact is that societies are facing, all over the world, profound global crises, which are affecting all aspects and sectors of life and of civilization. This is now a global crisis of ethical values, underlined by considerable economic, trade, financial and employment problems, among many other mutually reinforcing ones.

We are also dealing with a generalized crisis of institutions. Universities have not remained preserved from such vast present changes and, there is evidence everywhere of their own profound crisis.

Meanwhile, too many universities have been essentially transformed into post-secondary institutions preferably dedicated to their immediate surroundings and, in a best case scenario, content with discovering and teaching subjects or knowledge isolated from one another. They seem to strive to better understand people in their diverse and contradictory particularity, forgetting about the global future of the world, of the harmony between mankind and nature, and of the harmony required among all people in order to effectively achieve peace.

In the majority of cases, higher education studies have become the culmination of a professional training process and from there, perhaps also the frequent failure in their critical role and as a source of interdisciplinary knowledge in response to priority needs of society.

Higher education is, therefore, not yet fully at the forefront of future opportunities for men and women, as it should.

World problematics and uncertainty are the signs of the struggle in search of a New World Order and of a new Humanity hopefully being born in our days. It is to such signs which higher education should soon adapt in order to better fulfil its universal vocation.

There is nothing more important for higher education, therefore, than to comprehend the meaning of this premonitory moment in the history of humanity and adapt to new social demands, to renew itself in the face of the requirements of a world in global revolution, as well as to carry out the mutations necessary. Only in this way can "stakeholders" of higher education be well served!

In this perspective, basic and applied research should always be an essential part of the activities of any University and their output has, in last instance, a considerable impact on the capacity-building function of higher education. In fact, however, the most concrete and immediate manner which higher or post-secondary education has of contributing to capacity-building is advanced professional training with carers of a medium or higher degree, as well as thanks to specialized post-graduate training and recycling, as part of a well established life-long education policy.

Nevertheless, it is in the teaching and research areas where the most piercing changes must take place. It is astonishing in this respect to see the academic and even social deterioration which university degrees have experimented as regards those institutions which have gone astray from the indispensable aspiration at all costs towards academic excellence.

Thus, the future of higher education will depend upon the quality, contents, and scope of research, which might provide an answer to greatest basic questions posed to science on the main problems the world has to face in all their complex interaction and interdependence. In this manner, for example, should the future of the environment, sustainable development, international co-operation, or the study on the future of society and the university be dealt with, including the updating of old professions, the anticipatory design of new profession and the evaluation and updating of curricula.

Even further: Every programme of higher training should include, as a matter of principle, a research component (at least of the so-called practical science or team research type) in order to learn to apply the scientific method without waiting until applying for a doctorate or post-graduate studies. Similarly, a certain "literacy campaign" as to new technologies used in higher education learning are indispensable as part of the training of professionals, and of men of culture in general.

All these innovations carry with them, naturally, many other changes of focus and contents in the face of the future, beginning with a much broader cultural formation. Thus, the study of letters, social and human sciences should be extended considerably as a part of the basic higher education curricula. Similarly, one must be able to, in the end, bring into practice an interdisciplinarian philosophy, remembering that this concept is supported in recognizing that economic, social or cultural conditions are not isolated and that they can only be understood in relation to human beings.

These postures should be reflected, starting from the very basis of the university career, with the recovery of some basic knowledge or *studium fundamentale*, which promotes incentives for excellence in studies, as well as stimuli and methods for permanent learning. The development of basic intellectual and spiritual abilities (knowledge, thought, etc.) is required to be "awakened" and formed as a prior condition for scientific work. For this purpose, various teams of professors should be able to organize periodic *ad hoc* seminars and courses

(once a week or every two weeks), throughout the academic course, to familiarize students with basic concepts of philosophy, culture, sociology, the arts, science, technology, economics, history, ethic and moral values, philology, etc., not only with the goal of broadening their knowledge, but rather, above all, to understand the theoretical underlying systems in each case. In this manner, they can come to form an idea of basic scientific methods, in general, but also better understand the networks and processes followed or which can be followed in their respective future professional fields.

Aside from the continuous updating of content in light of research, curricula tend to recognize little by little intersectoriality and internationalization of studies, although they are still a long way from the desirable model of "global classrooms" (R. Hutchins). In any case, teaching or research on any concrete subject is going to demand, more and more, an increasingly broad framework in space, in time, and in relation to all other areas of knowledge.

However, these and many other changes of focus, content and scope of the future higher education will only achieve visibility if they stem from a profound renewal of the student body, faculty, and university administrators.

As to the student body, students should be "full time learners" in their attitude: illusioned and thirsty for knowledge and not merely for money and high-level jobs, aware that higher education is part of a process of permanent training and that, therefore, they must bring themselves up-to-date and recycle themselves throughout life itself. In the near future, higher education will have to offer regular recycling courses in all specialized fields of its competence. The day will also come when academic degrees, in order to be considered professionally valid, will require a compulsory periodic recycling.

Professors, for their part, should not only be consumed specialists in their respective field of research and teaching, but furthermore professors with universal and interdisciplinary views. In teaching, the professor will have to be more and more open to dialogue proper of interactive pedagogy, aside from being essentially interested in the teaching of his students, with the assistance of distinguished outside professionals in the respective fields, especially in new technologies and in avant-garde experiences, on a part-time professorial basis.

As for the administrators of higher education of the future, they do not only have to be efficient in their ordinary management but also very especially in the planning of the institutional development and in the accountability of results. They must also continually explore new flexible modalities of co-operation with society, including appropriate arrangements in order to conduct higher education activities at the workplace in industry, agriculture or trade, as well as at institutes for applied research, and corporations in the immediate surroundings.

All of this implies a coordinated and considerable effort in the transformation of the current higher education institutions in the face of the future.

Another aspect now of capital importance is that higher education contributes to develop creativity and innovation of potential wealth builders. i.e. persons with the initiative and

capacity to generate at least their self-employment or, even yet, viable companies (even if small), instead of conforming with the more frequent, if not traditional path of becoming seekers of private or public employment.

From this paradigmatic change of scope, we can no longer continue to blame centres of higher education for the inadequacy of the number of persons discharged with the supply and demand of jobs, since demand is evolving more and more rapidly and the adaptation of fundamental training for a specific job depends increasingly on specific additional training and, above all, on the personal characteristics desirable in the candidate. The generalization of the principle of market economy, already makes human resources planning almost impossible for a specific medium-term demand, such as was recommended until nearly a decade ago by the policy on development supported in the 60s by the OECD and, above all the preceding works of Meyer, Harbison and Lord Ashby, to coincide rather, for the love of events, with the theses on the overall educational planning which I did promote and help to extend, first through the O.A.S. in Washington and later from here in Paris through UNESCO.

The World Bank itself, where I started their education investment programme, was first stubborn in establishing a direct relationship of training the specific human capital required in order to guarantee the results from investments in specific programs and projects of sectorial development (or of the successive stages of development, to speak of Rostow). It finally moved, fortunately towards financing general education training programs for teaching staff and for the correlative massive availability of school textbooks, convinced in the end that such is the indispensable basis to be able to incorporate the qualified personnel necessary in each stage of the investment programs and, especially, to be able to develop the social framework of our surroundings, thus making integral progress viable.

In these approaches, distinguished specialists in the economics of education in earlier days, such John Valzey, H.M. Phillips and Mark Blaug, have come in tune with my initial line of thinking.

However, for a more efficient relationship between education and employment one needs to have available the list and description of the new fields of specialized activities foreseeable, as well as of inventories much more complete than those available to us up until now in each country on the structure of employment, its evolution and perspectives, including estimates concerning activities in the submerged economy.

On the other hand, it is indispensable to know the professional profiles or actual prerequisites in order to efficiently perform jobs presently available and foreseeable in the future, describing not only the educational requisites but also the characteristics which must be met by candidates, as well as working conditions and incentives which such jobs may offer. Characteristics such as the capacity for teamwork, learning capacity, human relations and careful customer service, flexibility and an eagerness to succeed, are desirable qualities in all employees. To these characteristics one must add the capacity to create efficient working teams and the willingness to delegate. as well as a favourable disposition towards innovation and competitiveness, among other qualities necessary in regular management. For its part, advanced management is characterized by the gift of creative leadership, open to criticism, with a sense of strategic analysis and synthesis. with the capacity to delegate and to assume

well-measured risks, but prudent at the time of decisions and when providing the ways and means of implanting such decisions.

In any case and in order to better serve "stakeholders", educational institutions as well as ad hoc training programs have, for their part, to profoundly review their educational and teaching offering in accordance with the reality of employment perspectives or of initiatives for active life, starting from an educational guidance which brings the student's abilities in line with the studies to be pursued, together with an appropriate vocational guidance not limited to showing opportunities of existing work upon completing studies nor simply pointing out the advantages and attractive points of each one. It is fundamental to motivate the values of personal success, of a job well done, of creativity and innovation, of progress and of solidarity, for both personal achievement in active life and, no less, to integrate oneself and collaborate in the most noble human challenges within the specific environment in which one plans to live.

The profound changes underway, of every kind, are furthermore reflected in the present job opportunities and in the education-work equation. Thus, for example, seen from the West, there is presently a *decline* in employment opportunities in **public civil service**, in light of public expenditure constrictions, or in the **defense sector**, due to both relative worldwide distention as well as the economic crisis. The crisis in **naval construction** and in the **iron and steel industry** in general is also reflected in the decreased supply of employment in what were previously major sectors of employment, to which can be added other sectors with a declining tendency, such as **metal-mechanics, mining, textiles**, in the face of the vast competition carried out by far-away countries, and **agriculture**, due to its mechanization and intensity of major crops which have given way to immense surpluses.

Greater *stability* is observed for the moment in the **automotive** industry, presently in full transformation with a view towards the future, with foreseeable minimum energy consumption; the **chemicals and pharmaceutical** industry, on the eve of major transformations thanks to genetic engineering and biochemistry; **construction in general and public works**, although affected by budget cuts and lateness in payment on the part of the State; **computers and automation**, undergoing ferocious competition in the face of the rapid and continuous market changes, in part saturated as long as foreseeable structural changes in the organization of employment in the industry do not occur and, above all, in the service sector; **electronics and microelectronics**, with cycles of market saturation in certain products of mass consumption; **non-renewable energy**, nowadays with a low ceiling of profitable applications; **small banking and retail financial services**; or traditional **business counselling**, more and more self-sufficient, thanks to their own personnel who are increasingly better qualified.

Presently, the *greatest potential for active life* lies in the development of sectors such as the services of **insurance**, undergoing continuous growth, among other reasons because of the serious crisis with respect to the financial resources of the Social Welfare system, able to confront risk in times of rapid changes and given the numerous uncertainties in many fields of activity; **tourism, albeit cultural leisure, or sports-related, as well as hospitality**, whose growing peak may be affected locally by conjuncturally adverse circumstances, by structural unemployment of ample sectors and, in general, by a serious global economic crisis; **health care**, although there still exists an excess of supply of physicians, human

teams for the prevention and promotion of health and internists and general practitioners, among others, are however lacking; **education**, in order to achieve not only total and more qualified coverage for the different levels and types of the educational system, but, above all, to attend to all aspects of permanent education, including in-service training and recycling, as well as informal education in institutions of learning organized by companies themselves; **industrial electronics** and in particular automation; **global financial and banking services**, in the face of a world-wide universalized economy and growing free international trade; **telecommunications** in its new version of the so-called "communications super-highways", which interconnect all elements and forms of communication, to be able to go from one private terminal to other private terminals directly, without passing through a terminal or public communications area; and the **food production** industry, for the transformation, conservation and global distribution of the most varied food products continuing. in full development in light of global demographic growth and, above all, in light of the dietary habits of the most affluent societies.

Finally, the sectors foreseeable with *more of a future* for employment creation are, nowadays, **environmental protection**, striving for the survival of Humanity itself, from the elimination, treatment and recycling of urban and industrial waste (such as water purification) to everything related to the protection of nature (including reforestation and the struggle against desertification); **transportation**, starting with the optimization thereof, on the national and international networking systems, and new energy-efficient solutions to all transport modalities; **interpersonal communications** and occupational services from home, with profound repercussions on social organization and on individual and collective lifestyles; **efficient social occupations** for the care of senior citizens, children, sick and disabled persons, the needy, the environment, etc. with socially productive jobs and only indirectly related to economic profitability, also as a form of achieving a social redistribution of wealth and offering an activity with remuneration to permit one's integration in a dignified manner into a system of social security and into the economic cycle of society; **leisure** in all of its forms (cultural, sports-related, educational, tourism, and free time) as available working hours are being reduced drastically and progressively; and **culture together with the arts**, in all expressions and forms of production and diffusion.

Globally, it can be said that future highly productive professional opportunities will be greater and greater in the fields of **research and development (R&D)**, and **trade**, with a more stable tendency in computers and automation, in the traditional technologies, with regard to finances and in the formation of human resources, the latter with profound changes with respect to their present forms.

In the face of these probable priorities and trends in the structure of active life as we begin the next millennium, it is very true that the higher the level of education, the greater the employment opportunities will be. Nevertheless, if all university institutions had the degree of excellence assumed for institutions of this type, there would be fewer and fewer employment opportunities even for those who meet all required conditions, in addition to appropriate personal characteristics, given the saturation being created by the over-supply of graduates. In any case, whatever the solution to this dilemma may be, it must be agreed that higher education, in general, must respond to the aspirations of access to advanced, individual and collective knowledge, not offering to everybody the guarantee of subsequent

professional employment but rather a permanent equality of opportunities for pursuing life's endeavours.

Thus, the capacity-building of higher education should not be restricted, invoking a necessary correlation of its student body with job expectations. Nor can the criteria of accountability of resources earmarked towards higher education be defined by adjustment to the changing possibilities of employment of its degree-holders, an adjustment which, on the other hand, always reveals to be untrue due to its unavoidable deviation from economic data on which it claims to be based and the consequent need for a prospective and anticipatory vision. The criteria of accountability must be applied to higher education in broader terms, but not therefore less demanding, keeping in mind what higher education contributes to the raising of society's culture and the development of spiritual assets, which represents, in sum, the value of basic research and higher education and more generalized training among all members of society.

Nevertheless, in order for higher education to be able to efficiently assume its institutional role in the face of the new challenges of our time and, at the same time, train the researchers, pedagogues, professionals, scholars, entrepreneurs or civil servants which our future society will require, it is urgent to introduce a considerable number o changes within the higher education institutions.

Present trends in higher education governance deal with:

- giving an appropriate response to social change and development in progress;
- improving the criteria and methods of selectivity in order to make them more equitable and academic;
- internationalizing and updating or renewing contents;
- incorporating new fields and methods of research;
- increasing international co-operation;
- establishing interuniversity networks of teaching, research and co-operation in general;
- increasing the number and qualification of doctorates; and
- establishing structures of co-operation with society, with the educational system as a whole, as well as with the productive corporate sector, which is assuming a growing role in the training, updating and recycling of its personnel.

In this respect, it is worthwhile to follow developments and to learn from the methods and "philosophy" of the innovative *corporate or entrepreneurial universities*. More and more, corporations are in need to update or recycle their managers, employees, and sometimes even their clients as well.

Thus, for example, Corporate Universities in the U.S. (Motorola, IBM, Arthur Andersen, McDonald's, etc.) are estimated to already spend between $50 and $60 billion per year, for which they earmark approximately 1.5% of payroll of the respective companies or 0.75% of GNP, with a total of some four million permanent employees enroled in 1992 and a great number of part-time collaborators, who are employees at the companies themselves. In this manner the education of employees of U.S. companies is growing 10,000% more rapidly than academic higher education (!), with an average of 31.5 hours of class-time per year per each employee. In order to comprehend the extent and scope of this effort, it should be

pointed out that in order to carry out these activities at traditional universities, it would be necessary to build, every year, 13 campuses the size of Harvard.

This spectacular growth of education or training within companies is fundamentally due to the rapid rhythm of technological change and the growing importance of perfecting and updating the knowledge of managers and employees in order to be able to closely and efficiently follow such changes. Companies must incorporate technological changes to be able to survive in the middle of growing productivity and competitiveness, at the same time taking care that technological innovations are both people-friendly and biosphere-friendly, if they want their development to have a future. To accomplish this, revolutionary teaching technologies --still absent in traditional business schools-- have been introduced.

These new universities promoted by major corporations are, of course, the subject of ongoing severe criticism, accused above all of relegating philosophy and humanism, to which should be added the scarce basic research carried out by such universities.

A "deaf person's conversation" which might be common in our times is the following: "What do you teach?" "I don't teach, I organize teaching." "What subjects or areas of knowledge?" "Values and performance of business management for the next decade. And you?" "Modern art in the 20th century." "Where do you work?" "I'm in the Humanities Department of my University." "Oh, me too, but we call it the Human Resources Department!" "How much do you get paid?" "I'm a stable civil servant with xxx in salary and annual raises." "How nice, I don't know how long they'll keep me in my job, but I earn three times as much as you."

Independently of these important and new business experiences, it seems that the achievement sought nowadays is the establishment of new structures in order to achieve:

- active interdisciplinary and intersectorial co-operation;
- increasingly closer co-operation with companies and the public sector;
- co-operation with local, regional and national authorities.

In this perspective, the creation of international and inter-regional networks of higher education should be urgently promoted and encouraged, thanks to the emerging "communication superhighways", in a true system of multiple teleconferencing of a regional or even worldwide span. In the long run, costs could be drastically reduced herewith.

Universities should also become increasingly "open universities", open in the direction of creativity and innovation in teaching/learning processes and research (R&D) and in response to short and long-term local and global problems, in favour of the progress of knowledge, communications and co-operation.

In this horizon of changes and of previously unfathomed possibilities, the role and future influence of society with respect to higher education will continue to grow, from its present more local relationships to supranational levels, in addition to other private institutions, especially business-related, labour-related, religious, corporate, alumni associations, etc.

In any case, resistance to change is plentiful and, therefore a great sense of co-responsibility and competitiveness is required, always carefully looking at the long-term consequences of the decisions made right now. Nevertheless, future higher education reforms will no longer be, nor must they be, global, but rather, concerning specific aspects and in-depth, striving for application and consolidation.

A "multipolar" world and a new world order is now being born, based on convergence and co-operation, as opposed to the confrontation customary during the "cold war", and even throughout the present transition period in the form of "cold peace", given the eagerness of the major powers to achieve world economic hegemony. As a result, globalization and world co-operation have become the sign of our times, even in the fields of economics, finance, and trade. Shouldn't it be the same with regard to higher education?

We speak about the future of society, when in fact we should ask ourselves: What higher education for what future desirable society?

Universities are not institutions which can live isolated from society. The evolution of higher education is inexorably linked to the future evolution of society.

Therefore, we should all --alumni and NGOs-- help towards the future development of higher education dedicated to the service of Humanity, fostering international co-operation and a sense of human dignity through research and teaching for capacity-building at the highest level of excellence possible. Such should be one of the final commitments of this UNESCO/NGO Consultation we are starting today.

HIGHER EDUCATION: CAPACITY-BUILDING FOR THE 21st CENTURY

Tarcisio G. Della Senta
United Nations University

Capacity-building as defined in the annotated agenda prepared by UNESCO for this "4th Collective Consultation" may be discussed from various perspectives. I was asked to approach it in the future sense, anticipating the challenges for the 21st century from a global standpoint.

Envisaged from this perspective, our discussion should go beyond the current "trends dominating higher education policy-making worldwide". To begin with, we should understand better the major trends re-shaping the world order and recognize the powerful forces of change driving contemporary history. In doing so, we will discuss our topic in a broader context and we will discern new and unconventional approaches to education. What is this broader context?

Large-scale transformations taking place on our planet, at an ever accelerated pace, affect both natural and human ecology. The growth of the world's population (which is highest in the poorest countries) increases the demand for education, employment and other services, although these economies are weak. Global networks of communication are affecting traditional cultures and national politics. The natural environment is changing under greater stresses from industrial and agricultural activities. These transformations raise hopes and concerns about major shifts emerging in our civilization at the beginning of the new century.

In the United Nations University we attempt to study various aspects of the emerging shifts in a systematic manner. Using the overarching approach "Global Changes and Global Responsibilities", we identify the major global problems that are at the top of the United Nations agenda and which thus become subjects for research and capacity-building. For convenience in planning our academic activities, we cluster these issues into five areas. I would not claim that this is the only or the best approach to contemporary history, but I think it may provide an appropriate background for discussing capacity-building in the 21st century in a broader context.

Allow me to briefly mention the issues included under each of the five clusters so as to highlight the civilization shifts that scientists of various disciplines anticipate. It is my belief that, in contemplating such shifts, we will better define the thrust and purpose for education in the coming century.

Preparing Education for the Major Shifts in the Coming Century

The first cluster covers issues of **peace and security**. In this basket UNU places all sorts of threats surrounding individuals, local communities and nations: ethnic conflicts, wide-

spread violence in most cities in developed and developing countries, natural disasters as well as environmental degradation resulting from human activities. Political scientists usually connect threats to peace and security with population growth, cultural differences, revival of religious beliefs, shortages in natural resources and economic inequalities. In their view, such causes will not disappear soon; rather, conflicts are expected to increase in intensity and in number. They suggest that, in the aftermath of the bipolar order, our civilization is experiencing a state of chaos which may lead to catastrophies of major proportions. They further warn us about the need for a major shift toward new ethics and new political and legal parameters on which to develop a new world order. The promotion of this order should be placed at the top of the international community agenda and should be based on the advancement of culture and development, seen from different perspectives, so as to ensure peace and security. In this regard, the role of the United Nations and other international or regional organizations, becomes vital. New institutions and mechanisms of governance are required for establishing the rule of law on the global scale. Defining the rule of law for a new international order and the legal, military and economic instruments of enforcement are challenges for lawyers as well as for experts in International Relations.

The second cluster of issues relates to the world **economic order**. We all know the fragility of the global economy as it is structured nowadays and how this structure is sensitive to crises. While economists scrutinize the dramatic ups and downs in the economy and their impact on the markets, other scientists point out the imbalance in development and the unequal sharing of world resources by the various social communities in developed as well in developing countries. For instance, the poor in the US are marginalized by the market and deprived of employment, just like the Russians and the Mexicans in their countries. Furthermore, the concentration of trade surpluses in given regions, the growing impact of the debt burden on social services in poor countries, the trade wars and the disguised or overt forms of protectionism, coupled with wide-spread poverty are leading to crises of potentially serious proportions. Meanwhile, financial institutions, among them the World Bank and the IMF, seem unable to address these issues with a vision capable of generating strategies and capacity-building approaches to meet the new demands. Nevertheless, a major shift is to come in the world economic order, as various geopolitical analysts anticipate - hopefully, one that takes into account demands for environmentally sustainable development, ecological lifestyles, and a more equitable share of wealth among countries. Advance signals of this new approach may be perceived in Asian economies, under the influence of the largest ODA donor, Japan. In this region, alternative strategies for promoting development try to combine financial mechanisms, community involvement and alliances among the private and government sectors.

The third cluster of issues concerns **the environment**. There is an awareness of the grave problems facing the natural environment, most of which is caused by damage inflicted by human industrial activities in advanced countries as well as by primitive practices in using natural resources in less developed nations. These activities have existed for millennia, but in much smaller proportions. With increased population, accelerated industrialization and inappropriate industrial processes, life-support systems are dangerously disrupted. As a result, the survival of both nature and humans is increasingly threatened. A major shift is thus called for in today's civilization, which implies a fundamental revision of the industrial model and of the human life style. The UNU calls this shift "eco-restructuring" to indicate a basic change in human behaviour and economic activity. To be comprehensively achieved,

this requires contributions from scientists in Ecology, Engineering, Economics and Education (the four "Es" as this is known). Such a shift will require new parameters and skills for environmental management, industrial activities, population growth and agricultural production, as well as for monitoring natural phenomena and environmental changes so as to anticipate or mitigate the occurrence of ecological disasters.

The fourth cluster includes issues related to **science and technology**. At the risk of being accused of "utilitarianism", the UNU's approach to advances and uses of knowledge is axed on problem-solving. In recent decades, there has been renewed emphasis on the practical applications of science and technology in relation to economic activities, particularly in manufacturing and services. This is the utilitarian approach which influences the direction of scientific research and provides the economic sector with powerful instruments for progress. As a result of this trend, certain fields, such as information technology and biotechnology - as well as the countries that succeed in mastering them - gain an advantage over others.

This tends to widen the gap between the "knows" and the "know-nots" among economic sectors and among countries. Along this divide, disparities, tensions and disputes erupt with increasing intensity between the North and South, East and West, and include conflicts amongst developed countries. For example, the economic war between America and Japan is fought on scientific and technological grounds. To close the knowledge gap is a major challenge for the world today and the role of universities in capacity-building is essential in this regard.

The UNU's fifth cluster focuses on **population welfare**: demographic increase and the need for services for schooling,health and public transportation, food and housing, migration trends, ethnic conflicts and economic demands, urban concentration and its dramatic consequences for the economy, employment and the environment, land use and food production. There are also major health and behavioural issues such as organized crime and drug abuse, which challenge the capacity of governments to cope as individual nations. There is also the gender question related to the condition of women, their role in society, in the work force and in the family. All these issues must be addressed in an integrated manner, within a framework for environmentally sustainable development, where peace and security are assured. This calls for a major shift in global governance and in managing population growth.

Capacity-building from Different Approaches

While capacity-building may be viewed slightly differently by governments and by NGOs, it is certainly a priority for both groups. Japan, for instance, is concerned with the fact that its young generation of students is less interested in scientific careers than students in the past decades. This could weaken the capacity of the country to sustain its scientific and technological advantage. For most developing countries, education must prepare citizens to live in modern society as well as to train human resources in strategic fields so as to cope with the requirements of development. These different approaches have the common purpose of empowering people and communities to understand their own conditions and problems and enable them to find the means to meet their own needs and solve problems. They also

involve the physical and organizational structures required for human resource development, notably the acquisition of skills, including the training of trainers. Ultimately, capacity-building includes strategies, methods, technologies, instruments, institutions and people.

Together, these five clusters represent a meaningful way of aggregating the major problems of the 90s, both for scientific work and for policy studies. As universities organize their academic structure by schools, departments and institutes, the UNU uses these clusters as a conceptual framework for structuring its academic programmes and institutional setting. It was also intended that the present Medium Term Plan could guide the expansion of the University's network of advanced research and training programmes which constitute the UNU's academic and institutional capacity.

As a way of organizing the academic work of the University, such clustering may seem surprising to many scholars. However, they are often fascinated by the conceptual framework as they discover in it an imaginative matrix that induces multidisciplinary work. They also find that this rationale is helpful in resolving the dichotomy between the two logics guiding the UNU's work: the logic of academia and the logic of UN.

The Logic of Academia

Academia is concerned with knowledge - its generation and transmission. Rigor and excellence in research are the main parameters for assessing results. In pursuing research to cross the frontiers of science, or in making this available to students, universities create new and clearly distinct scientific fields through subdividing subjects.

To fully understand modern phenomena, science needs to penetrate complexity by means of an ever-deeper analysis of each phenomenon per se. The result is the further specialization of science. Only those directly involved in a specific field can fully understand the value of research results. Universities usually organize their research and teaching by disciplines, although some schools and curricula around the world reflect a degree of variation on this basic design. From time to time, attempts are made to re-integrate segmented knowledge into interdisciplinary frameworks. Not many of these attempts are multidisciplinary. Still, many philosophers of science and reformist scholars are trying to bring back a more integrated view of knowledge.

The Logic of the UN

Since it must address the concrete issues and problems of nations, the logic of the UN is action-oriented. Technical assistance, funding, negotiations, collective deliberations, direct interventions - all these actions reflect policy-making and problem-solving approaches. Departments, commissions and organizations are set up, with ever-increasing segmentation, so as to cover the various distinct types of problems. The rationale justifying the division of labour among the international bureaucracies depends on the nature of the problems to be addressed (education, health, environment, etc.). They accomplish their mandates using existing knowledge to understand phenomena under their jurisdiction and apply readily

available know-how to solve problems. New knowledge and know-how can be generated in this process, but this is seldom the main purpose.

This logic showed signs of change - at least in language and jargon - in the early 90s. Under the pressure of complex issues such as environment, population and sustainable development, a more integrated approach to problem solving is emerging within the UN and is being followed by other international organizations.

As a result, the division of labour within and among agencies is changing from a segmented to a more multi-sectoral approach. A better understanding of the complex and multi-faceted dimensions of global issues and of the need for more integrated actions to cope with them has resulted in broad alliances - and, at times, in some reluctant restructuring - among the various agencies.' The new trend is introduced in terms of "agenda": Agenda 21, Agenda for Peace, Agenda for Sustainable Development.

The Logic of UNU

As an organ of the UN, the University is mandated to undertake research and post-graduate education related to "the most pressing global problems". Problems, then, are taken as a point of departure for scholarly work. To fully understand and solve them, knowledge from the various disciplines is applied and new know-how is developed. In this process, the logic of academia is merged with the logic of the UN - like two waterways flowing into a large river.

The UNU's challenge and its continued objective has been to bridge academia and the UN so as to become the intellectual arm of the UN family. Since the early planning in 1975 and during the implementation of the three initial programmes, the University adopted specific approaches and concepts to define the subjects and methods for its research: "themes" instead of disciplines; "programmes" instead of departments. As well, the work was conducted through "networks" rather than in schools or institutes.

New Parameters for Capacity-Building

My intention in sketching this broad framework is to prepare the ground for discussing the challenges for education and capacity-building from the perspective of future civilization shifts.

Such a discussion now has three new parameters:

the first is the global dimension of the civilization shift, which implies that no government will be able to act effectively alone, no matter how powerful and rich it may be;

the second parameter links education and capacity-building - one must recognize that issues are interdependent and should be approached in a multidisciplinary way. Problems of environment and economics, population and peace, security and

development are connected and thus should be approached as multiple scientific disciplines;

the third parameter is the sweeping change which must occur if education and capacity-building are to cope with the magnitude of future development. A change in the way we think and a change in structures will be needed. Most current international and national institutions and structures need to be adjusted, reformed or rebuilt, and new ones created. In particular, there is clear evidence to indicate that it will not be possible to meet the challenges of the 21st century with the conventional structures of higher education.

This rather provocative statement is meant to focus our discussion on capacity-building in two directions.

Expanding and Improving Current Structures

First, there is a need for a sustained effort to expand and improve our present physical and organizational structures. This is a limited solution, but immediately feasible, despite the growing mismatch between the size of populations and the existing educational structures in the various countries and regions of the world. In developed countries, for instance, populations have stabilized but are ageing, due to longevity and low birth rates. Campuses, physical facilities, libraries and labs, human and organizational facilities (administrative bodies in institutions and nation-wide, academic communities of faculty, students and employees) - all are already there, but very often functioning below capacity. For decades, research, teaching, information exchange and related activities have been undertaken on a regular and adequate basis. Yet and in contrast, every year sees increasing numbers of young people (especially in developing countries) who are demanding their right to education. This requires the continuous expansion of educational structures. However, public funds to meet this demand are being reduced - in some cases, due to the squeeze of the structural adjustments imposed by the international monetary system. In other instances, the human and intellectual facilities needed to ensure minimum standards of research and higher learning are simply not available. This disproportion highlights the disparity: where capacity-building is most needed, the means are scarce; yet, in developed countries, number of physical and organizational facilities are under-utilized. The challenge I submit to our discussion is the following: is there any way to share existing educational facilities better, beyond the traditional strategies of international university co-operation? Are there possibilities for extending existing facilities and structures of higher education so that these are available across national borders and between developed and developing countries as has happened in Europe in recent decades? Can international organizations such as the World Bank, technical assistance agencies and the UN institutions promote and facilitate this extension through their own co-operation? Some mechanisms and know-how are already available and UNESCO has been very active and continues to play a significant role in this regard. Nevertheless, can we push further?

Beyond Current Thinking and Structures

The second direction of our focus is towards new concepts and methods of teaching and of learning. To meet the challenges of the 21st century, the world will require imagination in order to alter traditional education and the way this functions, both locally and globally.

This will necessitate a philosophical shift in the very foundations of education so as to incorporate into the curriculum values concerning peace, global concerns and the special needs of multicultural and multiracial mass populations. If liberal education emphasizes individuality, personal development, creativity and freedom, a new set of values will have to guide human behaviour and life styles in the future. Amongst these are:

-    the ability to live in harmony with millions of neighbours, which requires social discipline, the preservation of individual freedom and creativity, respect for ethnicity and cultures and the absence of fanatism;

-    respect for the natural environment, which implies caring for the sustainability of the ecological system and living in harmony with nature;

-    patterns of consumption and standards of living compatible with the promotion of environmentally sustainable development and an equitable sharing of wealth.

This approach constitutes a shift in terms of educational structures so as to incorporate other forms of learning and reaching larger numbers of different people. With marginally additional costs, educational structures may be enlarged and numerous other partners may be involved in education - and so, in capacity-building. Would it be viable, for instance, to validate learning obtained outside of the "schooling establishment"? Are there ways of accrediting teaching which is provided outside the formal schooling system? If, in theory, the response is positive, the next question would then be: what partnerships can the existing educational structures establish with other institutions? How to enhance capacity-building via links with the physical and organizational facilities available in business, the armed forces, labour unions, political parties, churches, clubs? Would it be possible to provide the sort of capacity-building which is more relevant to working life? For instance, could education accommodate the specific skills required for banking, for industrial manufacturing, for managing public services? This would need flexible legal and administrative structures regarding curricula, academic calendars, teacher-student relationships, student performance, academic credits, diplomas and degrees.

The expansion of educational structures is becoming technically feasible as communication is easier for the individual, and since access to information and learning is growing in all regions. Initially, this expansion should take place in strategic sectors where results are rapid - for instance, in the training of trainers, or for a segment of the population such as women, whole impact on society overall is greater.

However, despite this analysis, too often it seems that the real barriers are the lack of political will and a conservative way of thinking which unfortunately impede our progress towards the goals which should be our priorities in education for the 21st century.

UNIVERSITIES AND CAPACITY BUILDING - KEY CONCEPTS

Berit Olsson
International Association of Universities

Universities and Capacity Building

It is an honour and a pleasure for me to be invited to present some thoughts on the theme of this conference, *Higher Education and Capacity Building for the 21st Century*. It is also an honour to be here as a representative of the international university community, the International Association of Universities. Let me say at once that there is no doubt in my mind that universities are key institutions in the building of a future society we all want to live in. I say this after some careful review of development options. I have followed the debate on universities in the North, particularly the one on Swedish universities and I have followed the debate on African education including higher education. I have also been involved in shaping Swedish support to some of the weakest countries in the world. This has made me fully convinced of the essential role of universities both in rich countries and in the poorest countries of the world. If you find my views biased, please accept that this is not because I now represent university interests, but on the contrary, that I work with international university affairs because I see higher education and research as strategically important for societies in all parts of the world.

I have taken the theme of the conference to imply a focus on the situation in developing countries, and on a possible role for universities and NGOs, including university associations, in redressing global imbalances. My own experiences from developing countries concern mainly Eastern and Southern Africa. My relative ignorance of the situation in other regions, including Francophone Africa, limits my perspectives, however, the concepts which I will try to outline are more of a principal, rather than a specific nature and relate to the overall framework for international collaboration and support for higher education and research.

Universities - part of the problem or part of the solution?

Universities have been much addressed in the development debate during the last few years. UNESCO presented a draft policy for higher education at this meeting two years ago and is soon to present a final version. The World Bank recently published their policy after years of debate. While I find all this interesting, I have become increasingly worried about the concerns, the driving forces behind this debate. It appears that much of the discussion has focussed on universities as a problem in societies while less emphasis has been put on universities as key actors and engines in development. Instead, universities have come into focus following economic decline and have become targeted for cuts in public spending.

University reforms are now suggested across the board in the North as well as in the South, and a redefinition of the role of universities is requested. But, to use

the words of Barbara Kehm at a recent OECD meeting on higher education[1]:

> *"An appropriate concept of the university for the future has yet to be developed and this needs a vision, not only of the role of universities in a future society, but also of this future society itself. Thus reforming universities means reforming society as well".*

Realizing that we are in a rather chaotic world where it is difficult to find global visions or ideologies addressing fundamental problems actually being put into practice, I suggest that we keep this question in our minds during our discussion. What vision do we have of a suitable future society for people in all parts of the world? Now I do not think of the next five but, say twenty-five years. What world do we hope to live in by the year 2020? What changes would be required to bring such visions from Utopia into the real world?

I will try to set the scene for the discussion within the wider context of international (politics and) cooperation. This will lead us to the concept of capacity building as a new aid paradigm. I will then look at strategies to develop essential high level competencies and skills in poor countries and the potential benefits of university cooperation. Finally, I will raise some questions of general concern to us as representatives of the civil society.

Setting the scene for Capacity Building

Let us start by reviewing some aspects of international relations leading up to the current aid paradigm of "capacity building". Our concern with development issues was accelerated after the Second World War. This is when the whole international framework for cooperation, as we know it today, was put in place - the basis for the entire UN system, of which UNESCO is an important part. Also, the International Association of Universities, which I represent, and a number of the other NGOs here today, have their origins in the post-war international ambitions.

The ambition was to create conditions for peace for ever. The 1950s was labelled a "Development Decade" when international cooperation should focus on a forceful attempt to redress global imbalances. These imbalances were seen as unhealthy for the mutual and peaceful interaction among nations of the world. However, this increased cooperation did not automatically lead to increased equality. On the contrary, the income gaps were seen to widen during the decade. A second development decade was proclaimed in the 1960s, and several agencies organising cooperation became agencies for aid. Programmes were modelled after the Marshall plan. They built on the assumption that independent development would "take off" following some massive investments in key areas. Education and health were in the focus for such investments.

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[1] Kehm B. : *Implementing Reforms or Conceptualizing the University of the Future?* Paper presented at OECD/IMHE Twelfth General Conference, Paris, September 1994.

Within education, the vision was to develop comprehensive systems from primary schools to universities and bold goals for expansion were set in a Conference of African States in Addis Ababa in 1961[2]. In fact, that meeting stressed the need for massive external support, particularly to secondary and higher education where the greatest expansion was outlined. The short supply of qualified competencies and skills were seen as major bottlenecks for the independent "take off" situation. Mechanisms proposed were massive recruitments of external teachers to African universities, where 90% of students were to be educated, while some 10% received fellowships for degrees abroad which would make them qualified to take over the running of the universities. This way, the capacity of African universities should expand from 25,500 students, constituting 0.2% of the age cohort, in 1961 to about 330,000 students, about 4% of the age group in 1981.

Sadly enough, the 1960s were also a disappointment in terms of redressing imbalances. The hopes that developing countries could race through the path of development already walked on in the North, proved unrealistic, and developmentalists embarked on the path of alternate strategies. The key areas of health and education should expand through massive mobilization and cutting short the formal training systems. Various projects were developed to mobilize villages to take on barefeet doctors, crash course school teachers and midwives, etc. African communities became experimental ground for testing alternate strategies in large scale-efforts. These projects were often spear-headed by bold and committed African visionaries and solidarity workers from the North. Some of these alternative development efforts became unrealistic dreams, but lessons were also learnt and many initiatives were extremely successful.

However, higher education suffered. Universities were looked upon with scepticism. Academic ambitions and endeavours made towards quality and excellence were labelled diploma disease. This was the time of rapid expansion of higher education both in the North and, at a slower pace, in the South. However, while the elite universities in the North somehow adjusted, and society invested in the build-up of a functioning diversified system of mass education, universities in developing countries, particularly in Africa, were urged to become "development universities", fully committed to involvement in rural and urban grass root projects. Society should use, rather than build, university capacity, even if most universities at this stage were far from independently functioning institutions.

When we entered the 1980's, African universities had successfully educated civil servants to substitute colonial management, but had not moved on to become fully qualified university institutions. Few had developed capacity for research and analytical excellence. Few were capable of reproducing their own capacity. More often than not, their graduates depended on external fellowships to become qualified university teachers and few graduates were seen fit to substitute the growing number of foreign experts. Furthermore, in the beginning of the 1980s, it became clear that the economies of most third-world countries had only marginally expanded. It was the rich world that had benefitted the most from the overall economic growth. During

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[2]   UNECA & UNESCO: Final Report on Conference of African States on the Development of Education in Africa, Addis Ababa, 15-25 May 1961

the 1980s, many of the poorest countries, particularly in Africa, suffered negative growth and grew poorer, not only in relation to the expanded economies of the North, but also in absolute terms.

The income gap between the 20 richest and the 20 poorest countries in the period between 1960 and 1989 had increased from 30:1 to 60:1 as highlighted in a 1992 UNDP report. This report also contains the famous cocktail glass which illustrates the proportion of wealth among the richest 20% and the rest of the world, sharing the meager resources contained in the foot of the glass[3].

GLOBAL INEQUITY

INCOME

POPULATION

1/5	82.7%
1/5	11.7%
1/5	2.3%
1/5	1.9%
1/5	1.4%
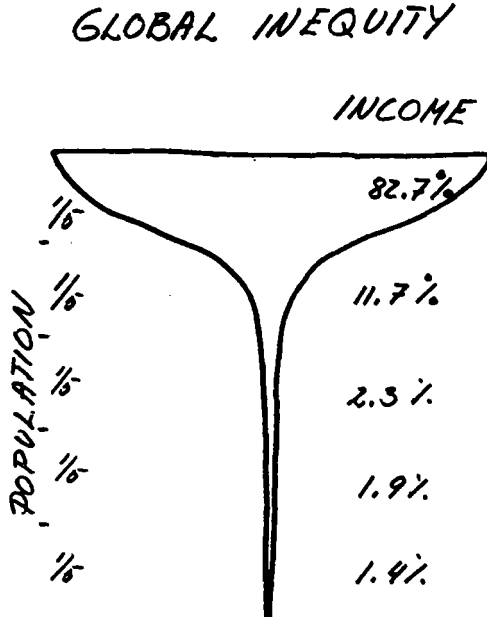
Fig 1. *Global income distribution.*

Source: UNDP 1992

How could this happen with all nations agreeing to collaborate in efforts to redress global imbalances? The orientation and organisation of aid has been blamed, but aid has only been one of the mechanisms for international interaction. Without speculating in what ambitions have been expressed for foreign policy and trade of the rich countries, we can safely conclude that only in exceptional cases have these activities been concerted with the international solidarity embedded in the aid philosophies. Thus, it appears naive to blame the situation of marginalised economies on failure of aid, rather than on the failure of foreign and international politics in a

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[3]   UNDP, Human Development Report 1992, New York, 1992.

broader sense. I will return later to these broader perspectives, which I believe are the most urgent and important discussions we have to face. In the meantime, while we discuss how to collaborate in building capacity, let us keep in mind the fact that we operate within a system of strong polarizing and marginalising forces.

Nevertheless, it is clear that aid has been less successful than hoped for. Two major mistakes stand out. One is the omission to direct support for women in development. The aid makers have reproduced the gender pattern of the North and trained men in agriculture also where the majority of farmers were women, and there are many similar situations. The constructive role of women, not only in caring for the health and well-being of the family but in the production trade and society at large, has been grossly underestimated. The other major mistake has been the tendency to take over responsibility and to create dependence. The support should ideally strengthen the weaker partner, and the interaction should move towards real cooperation. Unfortunately, the urgency felt by benevolent field workers and advisors has lead to the takeover of responsibilities, thus reducing the role of those meant to be responsible. As a consequence, responsibility, capacity and competence have diminished. The normal learning from trial, error and success, was left to the aid makers, who have also been those that have accumulated and learnt from experiences. The transfer of skill abilities and competencies suffered in the perceived urgency to complete the mission.

Capacity Building, a new aid paradigm.

The launching of the concept "capacity building" as a new aid paradigm should be seen in the context of the scenario I have just described, with donors as the more and more active partners and recipients as the less and less active ones. This new aid philosophy is very closely related to The World Bank strategies for change, originally used in the context of capable institutions and good governance[4]. "Ownership" is another term which has come to be used to describe a shift from agency driven development to one directed and implemented in and by the countries. The paradigm involves a shift away from aid projects to support for the process of change within a sector. Thus, it involves a redefinition of the role of the aid system, which should be assisting in various ways but not take over any activities, neither planning, nor implementation. Instead the responsible authorities should coordinate external support. This should not be done as "donors coordinating" but as "countries coordinating their donors".

The capacity building strategy involves the strengthening of structures and institutions. Building capacity for research implies more than training of individual researchers, and refers to the build up of functioning laboratories, access to scientific information, the institutional framework and a supportive policy environment. This is distinctly different to merely involving someone in a network or a project, even if such activities in the best of circumstances may contribute to the "building". Naturally, any training activity may be referred to as capacity building, but it seems unnecessary

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[4]   The World Bank : *Accelerated Development in Sub-Saharan Africa: An Agenda for Action.* The Berg Report, Washington D.C. 1981

to give new labels to things we always used to do.

Like many slogans or "buzz words" in the international jargon, the concept has then floated into various domains and have been used to anchor a variety of strategies and approaches among supporting agencies. In fact the term has become so overused that it sometimes mystifies rather than clarifies when used in operational terms. Its usefulness lies in the basic notion that countries should be supported in their efforts to build capable and responsible institutions.

"Help for self help" is possibly the most widely accepted aid slogan, and this needs to be put into concrete practice. We need to stop thinking of aid as a permanent phenomenon and design assistance so that responsibility is indeed shifted to where it belongs. How we use words is important in this context. I suggest that we stop talking about donors and recipients, even if this is convenient. If we use "responsible" government, institution, etc. instead of recipient, something happens and we think about someone active and in charge. If we exchange "donor" with supporting agency, partner, etc, a similar shift forces us to rethink.

Here I would like to voice a concern. The new paradigm cannot justify a sudden drop in external support. There is an eminent risk that the new paradigm is used to justify sudden drops in external support and withdrawal of technical assistance. After all, the Marshall plan provided support for 15 years in a situation where skills and capacities existed.

The Role of Universities

Against this background, it would appear obvious for higher education and research to be regarded as central in the capacity building strategy. However, the role of universities has been questioned, most notably by The World Bank, which has been the rallying force behind the new strategy. The need to have national competent and qualified institutions of higher education and research was clearly recognized as a strategic investment in the Addis Ababa meeting in 1961, when the vision was to turn poor countries into equal partners in international cooperation. The recent World Bank document on higher education, on the other hand, argues that expensive university education for a few privileged people is unfair in relation to the important needs of basic education for all. It recommends that the "consumers" of higher education, students and other private sources, should shoulder some of the costs, thus off-loading the state. This is understandable only if education is seen primarily as an individual benefit. It is nothing but disastrous when seen from the needs of the most disadvantaged societies. While it is important to mobilize for literacy for all, it is crucial to get off the poverty trap. This burning social need cannot simply be left to individual market forces. The failure to invest in higher education would cement, rather than prevent, dependence and underdevelopment in the least developed countries. It is like eating the seed potatoes in times of crisis.

There is no one strategy or formula for how this should be done and it is far from certain that university policy issues emerging from Western societies, and a given situation in their development, would be particularly relevant in countries with a very different historical situation. We may agree on a multitude of specific skills needed in

society, for all the different tasks at hand. In my mind the most important one is to build political strength and competence to interact with external interests, and capacity to selectively accept aid and set conditions for cooperation. This involves also competencies and skills to utilize resources in society and to create the necessary mechanism to protect undue exploitation from the globalized economic forces. But there are no recipes!

It may be useful to recall the broad mission of universities, to provide general education experience, the trained mind, to prepare for knowledge creation, the research skills, in addition to the preparation for various occupations. Some urge developing countries to concentrate on technical skills, but science and technology cannot be taught without science. Simple transfer of knowledge is often inappropriate. It has even been questioned if it is appropriate in the post industrial society of today, to concentrate on learning skills for industrialization, when the world has moved into a knowledge society with other educational requirements. Such strategic choices can only be made in the countries, and may be better assisted by universities operating as qualified independent "think tanks".

The contradiction between using and building capacity

The following part of my presentation concerns the situation in the very weakest countries. It is not meaningful to see developing countries as one world. There is a rich variety in culture and tradition and various strategies for modernization. Some have become fruitfully engaged in international collaboration. Others are extremely marginalised. Before coming to the benefits of university cooperation, which I think carry a great potential, I will try to illustrate the need for capacity building in such very weak countries using an inverted triangle.

Fig 2. *Model of qualified "actors" symbolized as "I"s concerned with the problem in the country.*

Discussions and conferences are held in international and bilateral fora, people from the country brought in and experts consulted. Finally, advice is produced on how best to tackle the situation. Only, there are very few competent people, and they have become so busy attending all the conferences and meetings. They have so many other things to do, and they have little time to share all the information produced on their behalf. These are also the people we want to engage in joint research programmes and other cooperative activities. I have recent examples from Mozambique, where university teachers are striving to complete their masters and doctoral work at the same time as teaching more or less full-time. Often they are the only qualified persons in their field and a major problem is that several external agencies or groups concerned with the problems, want them to engage in collaborative work, or special projects. In such cases, the contradiction between using and building capacity is obvious. Those who aim to support will have to decide on the primary purpose: immediate problem solving or long-term development.

In some situations there is no capacity to benefit from external contacts, visits and guest professors. They may only tie up resources at the expense of capacity building. Therefore, we have to be careful and sensitive to the true needs when we propose collaborative work. A careful analyses may reveal that there is a need of more basic assistance before cooperation becomes fruitful. Again there is no model, and support should be tailored to the situation in the country, rather than to follow one or the other model.

Elements in productive support

How, then, can qualified university capacity be strengthened in very weak situations where usually "everything" is needed. In the Swedish analyses of the situation in some of the poorest African universities[5], support for research on one hand and support for university management were found to be most suitable for external support. The build up of national post-graduate and research training was also seen as essential. Many agencies have now started to shift towards support for home-based research training which may be supported and, if needed, supervised by collaborating universities.

One important benefit of the home-based programmes are that they favour female participation. SAREC has recently reviewed the outcome of research training within their support programmes, usually involving so-called "sandwich" or split site training bilateral support, and found that 43% of those who took their Phd were women. This is very high in relation to the gender gap commonly found in universities[6]. This is one step towards getting more women in high university positions, careers which rarely offer conditions compatible with ambitions in

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[5]   Olsson B. & Rosengarth G : *Ownership and Cultivation of Knowledge*. SAREC and SIDA, Stockholm 1992.

[6]   The gender gap in higher education has recently been shown in a World Yearbook of Education 1994: *The Gender Gap in Higher Education*. Ed Stiver S., Malik D. & Harris D. Kogan Page, London Philadelphia, 1994.

maintaining family and friends, as well as professional interests. Such sandwich models also give an opportunity to focus on the situation at the department and institution, and thus contribute to retain those who are trained. A recent IAU regional Round Table held in China[7] concluded that the build up of creative research environments, and the shift from scholarships on graduate level towards post doctoral exchange were important elements in strategies preventing brain drain.

Thus, we may agree that both researchers and a research environment is necessary for capacity to build, but where do we start? Again I will use a model which I developed for the analysis of early support for research development in Mozambique[8]. Since they were starting from scratch, it was not suitable to use commonly used indicators for evaluation of research. I made a "hierarchy" of the elements required.

HIERARCHY OF RESEARCH DEVELOPMENT

**** Excellence in research:
- Scientific leadership
- Critical mass of researchers

*** Qualified research
- Post doctoral research
  & dissemination

** Capacity development
- Research training
- Scientific equipment

* The basis for research:
- Recruiting for research
- Scientific information
- Data bases
- Research administration

Fig 3. *Some critical components necessary for creative research environments organised in a hierarchy, where each level depends on the functioning of the lower levels for its viability.*

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[7] *Migration of Brains: International Cooperation and the Mobility of Highly Qualified Manpower.* IAU Round Table organised by the University of Nankai, Tianjin, China, May 1994.

[8] Olsson B : *Research for Development in Mozambique*, SAREC Report Series forthcoming 1994.

The basis of infrastructural element, the most important being library resources. The next level is the research training phase and the build up of laboratories and research equipment. Then comes the stage of qualified research, and finally what I have called excellence. We found that, as long as there was no minimal capacity for research, the university could not benefit from the presence of qualified external researchers. Participating Mozambicans remained merely field workers or assistants unless they were involved in proper research training towards a degree.

Support directed to the build up of the institutional basis on the other hand proved to be productive and small research environments are now merging. This simple picture gives a good summary of the conclusion I have drawn from this and many other cooperative projects, there is a need to have a minimal basis for collaboration to be productive. Otherwise, there are two risks: either that the efforts are completely lost in the poor university or, even worse, that the small capacity they have, chooses to move away to the stronger partner.

HIERARCHY OF RESEARCH DEVELOPMENT

**** Excellence in research:

*** Qualified research

** Capacity development

* The basis for research:

External resources
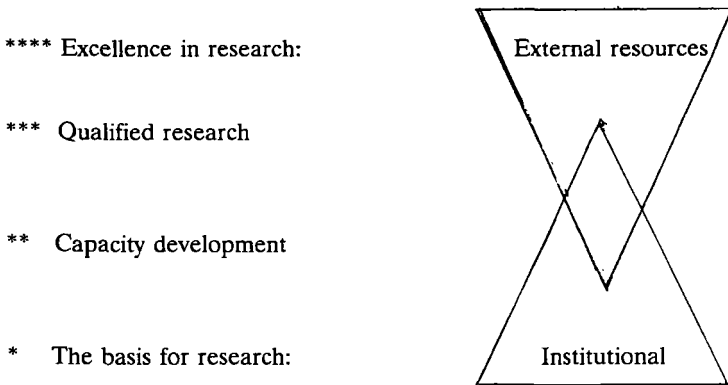
Institutional

Fig 4. *Some critical components necessary for creative research environments organised in a hierarchy in relation to institutional and external resources.*

University collaboration may be extremely useful in both these situations, but the orientation and nature of the collaboration must be adjusted to the situation. It may be useful to differentiate between cooperation aiming to produce a specific result in a shorter perspective and assistance aiming to have long-term capacity building impact. When we deal with strong partners it is less of a problem. They usually benefit from all kinds of exchange and experiences and are capable of setting their own terms for the cooperation. However, when weak universities are invited to cooperate in a programme where the agenda is set, it rests upon the stronger partner to be careful and make sure that the proposal does not offset other key priorities. If, on the other hand, the primary purpose is to support, rather than presenting a set agenda, collaborating universities need to be responsive to their needs and tailor

activities accordingly.

Broad university collaboration with universities in the North may, in the best of cases, help institutional development. However, all universities, departments and researchers should freely be able to seek their partners and engage in cooperation with a variety of different institutions. This way, they can eventually build networks and form alliances fitting the interest of the academic staff. Productive regional networks may be formed when they are established as true collaborative efforts between neighbours. Experience has also shown that such university links may be sustained over a long time. In contrast, regional programmes directed from outside, seldom survive their period of external support.

Management of funds

Another important element in uneven collaboration concerns the question of who manages the funds. It is important that the weaker partner has independent access to funds intended for their side of the cooperation. This facilitates a degree of choice and responsibility. It also allows the institution to charge overhead costs, much in the same way that universities in the North do, in order to finance the maintenance of basic needs. Unfortunately, it is common, in collaborative ventures, that the rich university in the North manages funds for both partners. When this is the only immediate possibility, efforts should be directed to strengthen management capacity so that responsibility for the management of funds can be transferred. Such change is sometimes resisted by individual researchers who prefer to have their funds managed outside their institution, and by the Northern partner who prefers to retain full control.

Again, it is essential to understand the nature of the project and the "ownership" of the funds. When the primary intention is to obtain a specific result, such as elements in vaccine development, what happens in the institution after the project may be of secondary importance. If, however, capacity building is intended, the long-term effects are more important than the immediate product.

A further complicating aspect is that universities in the South are required to meet a variety of reporting requirements posed by supporting agencies[9]. Each of these tend to develop their own follow-up criteria, request report according to their specific format and, at intervals, suiting their financial cycles. In addition, they send their evaluation missions and external auditing teams as they see fit. A few African universities have now started to develop a uniform system for the reporting and auditing of external funds, and hope to convince their sponsor to adjust. Some have also started to organise annual consultations where representatives of Governments, society and external agencies are invited. Collaborating universities in the North could assist their partners in such efforts. It would greatly facilitate the management

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[9] David Wield has looked at the time consuming reporting requirements to be met by the Universidade Eduardo Mondlane, Maputo, Mozambique, and the University of Dar-es-Salaam, Tanzania. He has also reviewed the flexibility of various supporting agencies in relation to reporting. The two studies will be published in the SAREC Report Series under the title: *Beyond the Fragments*.

capacity of weak universities if their supporting partners could adjust their systems to accommodate variation, rather than forcing the weaker partner to comply with a variety of demands.

Universities in the North

At this point, I would like to emphasize that I have seen many examples of extraordinary efforts and achievements being made by committed individual researchers and their institutions in the North, many leading to long-lasting relationships of mutual exchange and benefit. Joint research projects have often involved supervised degree work as well as assistance in a broad way to acquisition of equipment and literature and to training of assistants, etc. Several funding agencies in the North have also moved towards this kind of support, rather than support for scholarships. Recently, however, universities in the North have also become pressed for resources and have started to look for income generation also in their interaction with developing countries. This has been, most notably, in relation to the recruitment of fee-paying full-time students, but universities have also started to compete for resources for university links. They are often forced to ask full compensation also to engage in collaboration with very poor universities. This naturally represents a problem for the poor university which has to spend much of the aid in payment of the collaborative partner.

There are two sides to this phenomenon. On the one hand, the increasing interest in developing countries is positive. It may serve to counteract the tendency to restrict university cooperation within the regional spheres of the North, the European programmes, the North American/Mexican alliances, and the Pacific Rim networks, all designed to strengthen the relative competitiveness of the regions. On the other hand, it contributes to sustain the N-S gaps, if aid resources are spent in payment of services from universities in the North instead of being invested in the build up of universities in the South. Indeed, we could ask ourselves if universities in the South behave responsibly, if they spend large portions of aid offered to them on costly Northern institutions and if alternatives can be developed.

In the last few years, internalization has become an important quality aspect of universities, also in the North, and funds have been allocated to such efforts. It would be extremely appropriate if the understanding of the situation in the less developed countries was also seen as an important quality, and part of the internalization funds could be set aside for such links.

Evaluation of failure and success

Against this general background, the basic philosophy of the UNESCO framework for UNITWIN is important. First and foremost, it emphasizes the important role of universities within the education system, also in very weak countries. Secondly, it emphasizes the need to strengthen what happens in the country, and thirdly, it stresses the objective to build postgraduate and research training programmes in developing countries. Another aspect, which may be seen as a weakness of the initiative, is its character of an umbrella rather than a coherent

programme. However, I suggest that this may turn out to be a positive aspect.

In my view, a very important role for UN specialized agencies, is to develop into knowledgeable resource centres. This involves following their field of their expertise, collecting and analyzing information. A very important aspect is to provide an overview of experiences, comparative evaluation and analyses. With this view, their role is one of a resource bank rather than one of an implementing agency. However, pilot programmes may provide valuable input. The more important part of such projects would then be the in-depth evaluation, the identification of factors responsible for elements of success and of failure. From this, it follows that it is preferable to get experiences from a variety of programmes carried out under different conditions. For this to become useful, however, the evaluations must not be biased. They must be carefully designed and carried out with a view to learning, not demonstrating success. We may be even more interested in learning from mistakes. This would be my advice for the future of UNITWIN, to see it as a set of broad guidelines, encouraging different initiatives to be carried out by different actors, while focussing the attention of UNESCO on the comparative analyses and on lessons learnt.

We, in IAU, on our hand, will continue to contribute to such analyses. We hope to be able to compare experiences of collaborative programmes from the perspective of universities in developing countries, what elements in cooperation have been most productive, what are the risks involved, etc. We may also get the perspective of the universities in the North, what are valuable elements in collaboration with developing countries from their perspective, and what are the problems. Such analyses may complement evaluation of programmes commissioned by various agencies.

A Brave New World?

Now, I would like to switch back to the overall perspective. I have, in vain, tried to reconcile the deep contradictions embedded in the discussion on higher education. The more fundamental issues have triggered off a series of questions. I have tried to organise some in a model:

EQUITY	EXCELLENCE
DISTRIBUTION	CONCENTRATION
DEVELOPMENT	GROWTH
SHARING	COMPETITION
COOPERATION	COOPERATION
ASSISTANCE TO	ASSISTANCE TO
CREATE STRENGTH	AVOID DISASTER

What are the ideals we are striving towards? Let us first look at the left column. The redressing of imbalances is often seen as the objectives of aid. We talk about fair distribution of resources, of development through sharing and cooperation.

The purpose of assistance is to create strength.

On the other hand, sharing and distribution have lost their image as dynamising forces. We want to strive towards excellence and the pooling of resources as a more efficient strategy. We talk about growth instead of development. Competition is seen as the dynamising force. So far, everything is fine. With more efficient growth, we can achieve more, and we have more resources to share. This is where the problem comes in. Somehow, we have lost the capacity for sharing. It has become difficult to tax the major multinational companies and superstructures. They may move around in the world and there is no efficient international regulating and legislative system. Governments have to adjust and try to join in the development race. In order to be competitive, they have to pool resources inside the country, and cannot afford to distribute resources. In spite of total growth, we note that governments have less money. Thus, we get increasing polarization and marginalisation, not only between countries but also within countries. This process is accelerated by what Guy Neave[10] call the "off-loading" state, which transfers some of its classical responsibilities to the individual. Banuri and Amalric refer to a de-responsibilization process which leads to the erosion of concern for public matters.

When I look at my model, I feel that what has happened during the last few years is that we have moved from the vision of an equitable society toward one where competition and market forces reign. Aid was meant to redress imbalances and includes strategies to generate strength. But, where are the strategies? We urge all "partners" to join in efforts to save the world, but where are the structures which can reinforce a minimum of regulating mechanisms? The current emphasis on basic needs will, at the best, help avoiding disaster.

A Role for NGOs

I have no solutions to offer, but hope this sketch will help us reflect. Where are we heading in the *Brave New World* we have created in 1994? Is our only option to adjust or can we contribute to change? Is there an alternate way out of the "growth trap". I see a very important role for NGOs and civil society at large, to initiate discussions on: where we are and where we want to go.

I feel that universities and university associations have a particularly important role. IAU was created in 1950 by university leaders seeing an important mission for universities[11],

> *conscious of their mission as guardians of intellectual life and the search for truth, and conscious of their obligation as social institutions to promote freedom and justice, human dignity and solidarity.*

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[10] Banuri T. and Amalric F. : *Population, Environment and De-Responsibilization: Case Studies From the Rural Areas of Pakistan*, Sustainable Development Policy Institute, Islamabad, 1992.

[11] From the introduction to the Constitution of the International Association of Universities .

The text may strike us as a bit archaic, and may not apply to the role universities have become forced to take with new competitive evaluation and funding structures.

However, many feel that it is high time that universities reassert their integrity, go beyond an adjusting role, and become offensive institutions, active in leading the debate, influencing their governments and, in short, in shaping the future.

HIGHER EDUCATION, CAPACITY-BUILDING
AND SOCIAL DEVELOPMENT FOR THE 21st CENTURY

Yogesh Atal
UNESCO Co-ordinating Unit for
the World Summit for Social
Development

Had I been invited some fifty years ago to deliver this speech my idiom would have been very different; I would have said: forget the "past" and reconstruct or develop the "present". But now a paradigm shift is taking place, as we come closer to the end of the present century and as we prepare to usher into the twenty-first. Keeping with the changing times, I must advocate the new message: "evaluate the past, assess the present, and build the future".

Fifty years ago, my country, India -- that continues to be the second most populous in the world -- had a literacy rate of around 16 per cent; many other countries in the so-called developing world, emerging out of the yoke of colonialism, had similar, or even lower, literacy profiles. Populations were mostly rural, health standards were pathetic, infrastructures of transport and communication were abnormally poor, and industrialization and urbanization processes had hardly begun. Freedom arriving with the decolonization set these countries on a path to development. As "nations-in-hurry", they copied the alien models of development -- western or socialist -- and set their priorities and goals. Obviously, in those circumstances it was eradication of illiteracy and universalization of primary education that received priority, and very rightly. In the face of mass illiteracy, talking of higher education would, of course, have appeared ridiculous.

But the situation has changed today. The literacy profile of the world in 1994 is vastly different from that of 1946 -- when UNESCO came into existence. While there are still a billion people who belong to the category of the illiterate, they constitute only 20 per cent of the world population. We must admit, however, that a significant fall in the percentage of illiterates has not lessened the problem of an alarming rise in the absolute numbers of the illiterate; their heavy concentration in selected areas, and among girls and women, is a continuing cause for worry.
While we must continue all our efforts to eradicate illiteracy and universalize primary education in order to achieve, in the near future, the goal of *Education for All,* we must also not neglect the demand for higher education. Viewed in a holistic perspective, the two issues are interrelated: as more and more people enter the arena of literacy and complete their primary and secondary schooling, the number of aspirants for higher levels of learning also goes on rising. To anticipate this demand and make provision for accommodating the ever-increasing number of entrants into the institutions of higher education is a logical next step. During the colonial period, and the period immediately following the decolonization, students from the developing countries moved to the metropolitan centres for their college and university education. Now with the increase in the numbers of those who aspire for higher education, it is no longer possible for foreign universities to absorb all of them; nor is it

possible for all the individuals from the developing countries to afford such a costly education. Thus, while the size of the student population studying abroad is increasing in numbers, its percentage compared to those "studying at home" is continuously on decline. This has been possible due to the setting up of institutions of higher learning in the developing countries.

During these past fifty years, not only the literacy rate has shown a remarkable upward trend, even the figures for higher-education have almost tripled -- from 28.2 million in 1970 to over 60 million today. It must, however, be noted that in the developed industrial countries the rate of growth in higher education has sharply declined, while in the developing countries it is still around 6 to 8 per cent. Countries that have registered a higher rate of enrolment are those which had a lower base, or which were late in instituting centres of tertiary education. But the pattern of growth has not been similar in all the regions. Higher education in Asia, and in Latin America has exhibited a promising upward trend, but the same cannot be said of the Pacific island counties or the Caribbean sub-region. Moreover, the situation of higher education in Africa is particularly distressing. Three decades back when countries of the Sub-Saharan Africa began gaining their independence there were only six universities in that region, excluding South Africa. Quite understandably, the number of university graduates in those countries was infinitesimally small --fewer than 100 graduates in any country; Zaire having only 16; and Burundi none at all.

While in the 1980s the number of universities in that region has crossed a century, and a 61 per cent increase in enrolment has brought the number of students to half a million, it is still minuscule. UNESCO survey suggests that even today there are only 100 students for each 100.000 people in Uganda; 63 in Malawi; 60 in Burkina Faso; 21 in Tanzania; and 16 in Mozambique.

Notwithstanding these differences, the fact of rapid expansion of higher education has significant implications for future planning of education.

The most important change brought about by the rapid expansion of higher education is the acceleration of the process of indigenization. It is reflected in several ways: (i) changes in the composition of the faculty; (ii) changes in the ratio of students going abroad for studies compared to those studying within the country; (iii) changes in the curricula; and (iv) use of national language as the medium of instruction. On the research front also, there is now a major difference: former colonies of the West, which had been subject matter of study by the anthropologists, are now being studied by the natives. The scope of these studies is much larger and of contemporary relevance, contributing to the understanding of the problems of the development process. Thus, higher education is beginning to contribute to national development: by training the graduates to take on responsibilities in government and in the corporate sector; by producing scientists and technologists to do research and assist the process of industrialization and modernization; by carrying out social science research on topics of national relevance.

Availability of such indigenous manpower has necessitated a shift in the prevailing paradigm of development which was built on the premise that developing countries neither have money, nor machines, nor the trained manpower; therefore, all the three will have to be brought from without to generate the process of development. Now the countries that have made

significant strides in higher education have begun questioning the desirability of outside expertise. This is evident by the fact that in the past few years many countries have opted for national level implementation of projects funded by UN agencies and the Bretton-Woods institutions.

This change is significant in another respect. In the earlier era of development, all failures in programmes of directed social change were attributed by the outside experts to the traditions and cultures of the developing societies; in the changing academic milieu, the indigenous scholarship has begun to question the very validity of outside models of development and is engaging itself in evolving culture-specific strategies of change. Rather than treating culture as a variable for post factum explanation of success or failure of an innovation, there is now an advocacy for inclusion of culture as a factor in planning. Cultural resilience has discarded the homogenization hypothesis and brought forward a case for the variety of development options in the context of heterogeneity of cultures. The strong message that the forthcoming World Summit for Social Development will issue relates to this aspect.

The three core concerns of the Summit -- poverty, unemployment and disturbing tendencies toward marginalization and disintegration -- are common to all nations, rich and poor, developed and developing. This is enough to infer that the solution to these problems is not available in the developed world, nor was it there in the communist block which had collapsed under its own weight. All the countries are, thus, looking for solutions to these commonly experienced problems. And it is now acknowledged that the solutions to these common problems will differ from region to region and from culture to culture.

Growth in indigenous scholarship in the developing world is, thus, paving way for the abolition of vertical relationship that existed between the scholars of the so-called North and the South. Already some of the rapidly expanding economies of East Asia have begun experiencing the phenomenon of *reverse brain drain*: Koreans, Thais, Japanese, and Singaporeans -- for example -- are returning to their countries after receiving exposure to higher education in the West; in several other countries, the proportion of those receiving higher education at home is rising; there are also countries in the developing region which have opened "doors" to the foreign students. Let me hasten to add that the African situation does not correspond to this scenario although there are visible signs of the growth of the indigenous scholarship. That region is experiencing a near-total collapse of the system of higher education because of resource crunch and political chaos. Quoting a Kenyan professor, a report published in the *International Herald Tribune* says : "If you look at the collapse of Makerere University from the once revered institution that it was, you get a picture of the destruction of educational institutions in Uganda and beyond".

The present day world profile of higher education is very diverse. It is in this newer context that one will have to re-examine the question of transfer of knowledge in order to come up with realistic strategies.

Let me elaborate this point. Indigenization process has affected the pattern of cross-cultural exchanges. In the Asian region, for example, institutions of higher learning are gradually adopting national languages as the media of instruction. Such a shift has created a three tier hierarchy: the senior professoriat that is well-versed in foreign language; the middle-range

faculty which exhibits bilingual proficiency; and the younger scholarship which is getting insulated from outside influence because of its lack of competence in the foreign language. Thus the seniors, as well as those who are trained abroad, are able to relate themselves easily with the outside world, but they face difficulties in communicating with locally trained people in vernacular. Their role models and reference groups are also alien, and their grip over the local realities is rather weak. They were the ones who had created difficulties in the switchover to the national medium. Rather than gauging the waves of change in advance and preparing for the smooth transition, many among them attempted to resist that change. In the changing scenario, the indigenous scholarship is getting cut off from the international stream knowing less and less of what is published abroad and not being able to diffuse what it is producing by way of research. The present crisis is that of two-way transfer of knowledge. Thus, while there is a rise in the number of higher institutions, and in the number of college and university graduates, there are increasing difficulties in cross-cultural communication. In Asia geographically proximate and culturally close societies that were kept academically remote by the colonial regimes are now being distanced by the linguistic barrier. Whatever outside exposure is still possible is maintained through the international languages -- English, French and Spanish.

It must, however, be said that research carried out by indigenous scholarship has begun to contribute to the understanding of the societies in two significant ways: (i) by providing an "insider" view as against the previous pattern of research by "outsiders" that was often criticized as "distortion of the reality"; and (ii) by carrying out research on issues and topics of national relevance, particularly those that related to planning, development, and socio-cultural change. The developing societies are now being studied both by "insiders" and "outsiders", and by the practitioners of a wide variety of social science disciplines, not just anthropology.

While this may be regarded as an important contribution to national development, it must, however, be admitted that considerable gap exists between generation of new knowledge and its utilization; this is more so in the field of social sciences. There is lack of effective channels of communication between the social scientists and the planners and administrators. The latter regard social science research as esoteric, and criticize its literature as being "jargonated". There is also the feeling that there is nothing new that social science research can offer; administrators consider themselves as "know-all". It is also true that answers to many vexing social problems are not known and carrying out research on them is a long and time-consuming procedure for which the "planners-in-hurry" cannot afford to wait. It is, thus, a major challenge for the social sciences to open out channels of communication with the planners and administrators, so that the knowledge produced by them, as well as their expertise, could be suitably utilized for national development.

Associated with the delivery of research results is the major question of **commitment** on which there is no consensus. The "users" in the government regard only that research as "committed" which subserves its "cause" and supports the "ideology" of the party in power. Others view social criticism as an expression of commitment, and of academic freedom. To the people within the academe, commitment signifies scientific objectivity, commitment to the discipline, rigorous pursuit of research methodology, and honest presentation of findings. It is not uncommon to have a clash between cultural values, values of a particular group, personal values, and academic-scientific values. The issue of academic freedom is

entrapped into the cobweb of differing value systems. Growth of higher education contributes to the propagation of alternative ways of thinking, processes of social criticism, and research into hitherto unexplored territories. It is in this perspective that the entire issue of academic freedom must be examined.

The phenomenon of educated unemployment concurrent with the growth of higher education raises significant questions regarding the relationship between education and employment. Education has not only transformed part of the *uneducated unemployed* into the category of the *educated unemployed* but also created newer kind of unemployment among the educated. Thus, while there is demand for endogenous capacity-building, many economies have not been able to absorb the available trained capacities. Such crisis, particularly in the developing countries, is caused by an alarming mismatch between the demand and supply of skills. Educational systems in several countries have failed to respond to the manpower needs by refusing to adapt to the changing demand structure. Educational institutions, in the present day context, are expected to be the agents of change and not as mere centres of continuity and conservatism. Neither the institutions are able to cope with the burgeoning numbers knocking at their doors for admissions, nor are they in a position to train the manpower in the skills that are required to manage new technologies. Thus, while on the one hand there is rising frustration and growth of extra-academic activities in the university campuses leading to the decline in quality and erosion of academic culture, there is also emergence of *surrogate* institutions outside the campuses which are attempting to meet new demands for learning. The fact that such surrogate institutions are flourishing not only suggests their *raison d'être* but hints at the incapacity of the formal system to respond to newer sets of demands.

A survey recently carried out by a prominent fortnightly in India unravelled the growing disenchantment with the university education. Of the 1365 students interviewed, an emphatic 60 per cent said that "college taught them nothing of practical value". The survey found that "those who have reconciled to a three-year prison term keep filling in the hours with part-time jobs, computer courses, and MBA preparations". Furthermore, "an increasing number are avoiding the hassles of going to a regular college. They are opting for distance education instead. Since 1981, enrolment in correspondence courses has risen by 50 per cent from four lakh to six lakh". The survey showed that "40 per cent of the students in both small and metropolitan cities were taking job-related courses. Among the well-off, computers were the rage......The poorer ones contented themselves with learning typing and shorthand. But they all agreed on one point: a simple degree is just not enough" (*India Today*, 31 January 1994).

In India, the incapacity of the formal system of higher education to accommodate all aspirants has resulted into imposition of stringent conditions for admission at the first degree level. Already a significant percentage is kept out because of not making the grade at the higher secondary examination; of those who are declared successful, only the ones securing more than eighty per cent marks in the aggregate are eligible for admission in the first instance. This implies that a significant percentage of higher secondary graduates is denied admission to colleges. Fortunate among these rejectees, who come from well-to-do families, gain entry into medical and engineering colleges through the payment of huge capitation fees, at times amounting to half a million Indian rupees. Thus, only those with very high

percentage of marks, or those from the moneyed class, are allowed access to higher education.

The key question is: where will those students go who qualify, and aspire, for higher education but who could not get admission? Inability of the existing system to accommodate the rising number is resulting in the denial of access to higher education and creation of newer social distance. Both for such students, as also for those students who gain entry into the colleges but feel the need for supplementary training in new skills -- such as computers or business management -- the off-campus surrogate institutions have provided a partial answer. But that is not enough.

The emergence of parallel structures, or functional equivalents, have broadened the arena of higher education. While thinking of higher education for the 21st century we will have to focus on this enlarged institution-set and evolve suitable policies both to improve quality and ensure better delivery.

I must also say that problems exist in regard to the relationship between institutions of higher learning and school education. Continuous renewal of school education depends upon an effective interface between schools and the universities. As centres of research, the latter generate new knowledge through research; this needs to be transmitted at lower levels of education. There are several hurdles in this process. School text books usually borrow and copy materials from developed countries without regard to their relevance, and ignore relevant material generated within the country by institutions of higher learning. Apart from contributing to the process of alienation, such a situation accounts for ill-preparation of the future generation. Researchers and educators must pay attention to build bridges between the two sets of institutions. There is a need to translate the findings of research in the language of the user and establish effective channels of communication to transmit the new knowledge.

It is urgent that institutions of higher learning relate, on the one hand, with the school system, and on the other, with other sub-systems of society -- namely, the polity and the economy. The university system cannot afford to remain a closed system, as ivory tower; it should be viewed both as a sub-system of the wider society, and a sub-system of the knowledge domain --both national and international. Living as we do in a period of rapid social and technological change, educational institutions cannot be allowed to perform only the role of transmission of conventional wisdom and traditional values; they must recognize the rapidity through which both knowledge and technologies are facing the crisis of obsolescence. Such a situation demands a pattern of continuous learning and unlearning, a mind-set that readily adapts to the changing times and engages in the task of discovery and renovation. Endogenous capacity-building does not imply training people in outdated skills and in the knowledge about the "gone by"; it involves preparing people to deal with future - - to perceive and anticipate the demands likely to be generated and to develop strategies to meet them; to fashion the future rather than entering into the "unknown" or the "undesirable". We have to develop our own agenda for development and a programme of action to implement it.

Higher education cannot be seen as a panacea for all the ills of society -- poverty, unemployment, or social disintegration; for, it may contribute to, and even aggravate, these

crises. But in the absence of qualified manpower no society will be able to diagnose the malaise and cope up with their possible cure. Investment in higher education cannot be regarded as an unaffordable luxury. While not neglecting primary and secondary education, ways should be found to fund tertiary education so that endogenous capacities in different areas can be built to reduce external dependence.

I can do not better than to quote on this point from the *African Common Position Paper on Human and Social Development* adopted by the Conference of African Ministers in January 1994 to be presented to the World Summit. The Paper acknowledges the fact that only two out of every three men, and one out of every three women are literate, that gross enrolment rate is declining, and that there are wide disparities in the provision of educational facilities and access to education in the African continent. And yet the Paper rejects the view of giving less emphasis to higher education, especially university education, on the ground that "its comparative social rate of return is much lower than secondary and primary education". The African ministers boldly asserted that this

> "........*is an erroneous policy stance that ignores many realities, for example, such policy fails to acknowledge the important role of university education that is closely linked to development, and prepares and supports people in positions of responsibility in governments, business, and the professions. It also underestimates the key role of the universities as centres of development-related research in fields ranging from economics to environment, and natural resources to nationality issues; and minimises importance of the link between indigenous knowledge, human resources, and the indigenization of the development process. Without acquiring the scientific and technological knowledge that is so crucial for the acceleration and sustainability of growth and development, Africa will have no future to speak of, and the role of Africa's higher learning institutions in this regard is crucial.*"

Present century focused on eradication of illiteracy and universalization of primary education to pave way for secondary and vocational education. The coming century takes on from these foundations to diversify higher education and make transition from a "learning" society to a "learned" society. That tomorrow is already in sight.

MACRO-ECONOMIC TRENDS AND THE HIGHER EDUCATION SECTOR

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It is no exaggeration to say that the transformations occurring in higher education today, and the changes that, inevitably, will continue into the next century, are remaking its meaning and character. This meeting is very much all about that.

A certain amount of that transformation has been generated internally by higher education institutions themselves, and by the larger higher education community, of which, nearly everyone in this room is part.

But much of the impetus for change has come from outside the higher education community. The explosion in the social demand for higher education has proven an irresistible force. Changes in elementary and secondary education have had their own independent knock-on effects.

I would like to take the opportunity I have today to talk about the more important economic factors that have a direct or indirect bearing on what happens in higher education, and then pose a few questions about the possible implications for higher education. I should warn you that most of what I have to say is based on the experience of the OECD countries. But, the OECD experience is far less insulated than it used to be, from what happens in the rest of the world, and vice versa.

A shift in perceptions about what is important

In considering the more important economic developments, it is useful to consider first the shift that has occurred in economic thinking over the last several years. Aside from any impact it may have on the pecking order in the economics community, it has important consequences for public policy.

Economists like to divide their discipline into two fields of specialisation: macro-economics (dealing with aggregate demand and income) and micro-economics (dealing with markets). To save time in explaining the difference, we can rely on a metaphor. If national economies were cars, macro- economists would study the throttle and gearbox, and micro-economists would study everything else. Until the time of the second oil shock

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The views expressed are those of the author and do not commit the Organisation or its Member Countries.

(1979), public policy makers were broadly content with governing the speed of their economy (which affected employment growth, income growth, and standards of living) by relying on the throttle and shifting gears (through the use of interest rates and fiscal policy). From around the time of the second oil shock, though, the speed faltered, and macro-economic policy appeared to ineffective; no amount gear-shifting, stepping on the gas, or taking the foot off the accelerator seemed to help. Since then economists and policy makers alike have agreed that economic performance depends also on a range of what they call "structural" factors, that include how well various markets work (markets for everything from energy, to financial capital, to human capital), as well as considerations such as how well we educate and train our citizens. In the terms of our metaphor, economists and policy makers alike, in trying to speed up the car, also are looking at the condition of the tires and checking the engine. There continues to be bitter dispute over how much of a role macro-economic policy has to play (and how much blame it must bear for the current unemployment crisis)[2]. But it is accepted that structural factors do influence economic performance.

Globalisation and Economic integration

Globalisation and economic integration are among the most fundamental of structural developments. **Globalisation** is the extension and expansion of enterprise structure and business strategies beyond national borders. It takes the form of increased trade, globally- or regionally-dispersed investment in production capacity for individual enterprises. It includes strategic alliances between enterprises for the purpose of carrying out research and development or sharing marketing arrangements, or for further structuring customer-supplier "marriages" that facilitate technology transfer. Globalisation has grown dramatically in scale. Trade, over the last two decades grew at twice the rate of GDP growth. Moreover, the growth in trade today between OECD and non-OECD countries far outpaces the growth within OECD countries. Foreign direct investment, a measure of enterprises moving productive capacity to other parts of the world, rather than just relying on trade, doubled as a percentage of GDP in the OECD area during the 1980s.

Globalisation, the extension and expansion of enterprise structure and business strategies beyond national borders, has not proceeded in a policy vacuum. It has been aided actively by public policies aimed at furthering the goal of **economic integration** between national economies. The recently- concluded extension of the General Agreement on Trade and Tariffs is only the most visible of bilateral and multinational agreements and conventions that address everything from the flow of capital, technology, and labour across borders, international recognition of intellectual property, to standards for products and services. All have the effect of enabling various economic players to act across national borders, if not all over the world.

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[2] Another part of the economic backdrop is the constraints under which governments find themselves. By 1994, most OECD countries have committed themselves to fiscal policies aimed at lowering public deficits. Such shifts have been made necessary by a low output growth, which has led to lower tax revenues and higher outlays for unemployment benefits and social insurance. Other contributing factors have included the growth of outlays for entitlement, such as disability benefits, and for items such as increased higher education enrolments.

The ultimate effect of globalisation and regional integration has been to intensify competitive pressures on enterprises. While enhancing opportunities for productivity growth, rising national incomes and standards of living,they have contributed to a business climate in which the rewards for flexibility are great, and penalties for slowness to react and adapt are harsh and quick.

Technological change

Technological innovation transforms patterns of consumption, the goods and services that are available for consumption, and the processes by which workers produce those goods and services. While there is nothing new about the process of technological change, per se, its impacts may be faster and more forceful than in the past because of certain other conditions. Globalisation and economic integration, and the more generalised liberalisation of markets that is occurring **within** OECD and non-OECD countries, put enterprises under more intense pressure than seen before to adopt and exploit technological innovations quickly. At the level of national economies, "technology" -- access to it and its application -- assumes more importance as a determinant of economic performance.

An important part of "technological change" has occurred in connection with the nature of human input to production. It has been in the structure of enterprises and the organisation of work, reflected in phenomena such as the use of "quality circles" and teams to replace assembly lines in manufacturing, to the reliance on a range of consumer services provided in the growing service sectors, and as a strategy to add value to more traditional manufactured goods, for example.

There is obvious interaction between technological change, on the one hand, and globalisation and economic integration on the other. Because enterprises can operate more easily on a global basis, while also being under threat for outside competition, they come under pressure to utilise technological innovation quickly as a basis for their competitive edge. Technological innovations, particularly those in "information technology" (computer, telecommunication, and micro-processor technology), help facilitate and operationalise global business strategies and production by enterprises. Liberalisation of capital flows, improving licensing arrangements, and inducements to technology transfer further amplify the mutually reinforcing tendencies between globalisation and technological innovation.

Consequences for individuals

The areas outlined above are not the only features on the economic landscape. But they are two of the most fundamental, having an enormous impact on how jobs are created and destroyed, the content of jobs, and their location. When combined with restrictive macro-economic policies, that are heavily responsible for 35 million unemployed and additional 15 million underemployed and discouraged workers in the OECD area, these factors appear to have been particularly important in influencing who is most affected.

In the OECD countries, unemployment is falling most heavily on the least qualified. Jobs requiring little in the way of skills and competences and having the lowest productivity

levels, have been the most vulnerable. And so, workers with the lowest levels of qualifications are the hardest hit, being far more likely to unemployed. Not only do the least qualified suffer from being more at risk of being unemployed, they suffer from having far less access than more qualified workers, to opportunities for further training. These deficits in initial qualifications and lack of access to further training are a recipe for marginalisation given the apparent acceleration in the pace at which qualifications requirements change.

What does this mean for higher education?

Experts, like yourselves, are in the best position to ponder the implications for higher education, of the economic circumstances that prevail today, and seem likely to do so for some time. But I would like to pose some questions, that, from outside higher education, seem especially important.

The first, one that Ministers for Treasury, Economics, or Finance like to ask when making decisions about the allocation of scarce public resources, is how well, relative to lower education levels, higher education can justify its claim on public resources?

One of the conclusions that we would draw from the OECD Jobs Study is that the most important educational priority is to raise the level of qualifications of the least educated. The poorly qualified are two-and- a half to three-and-a-half times as likely to be unemployed as the highly qualified. This means reducing the numbers of young people who leave school "early" -- which in the context of the OECD countries is before completion of upper secondary education -- and ensuring that adults with low levels of qualifications have access to further education and training. The social rates of return of spending at that level are much higher than at the level of higher education. This implies attaching less importance to higher education as a means for ensuring employment growth.

One can also to question the social return for public ·spending on university-based research. Given the increasingly easy flow of financial capital and technology across national borders, a lack of homegrown expertise and research is not necessarily the barrier to scientific knowledge or technological know-how that it once was.

A second question, following from the first, is whether and how higher education might shift its basis of finance, relying less on public resources, and more on fees from students and other users?

Changing educational priorities seem likely to severely limit the availability of net new resources for higher education -- at least in the OECD countries. But the growth in participation in higher education is also forcing the question. One way for higher education authorities to rely less on the rationing effect of fixed enrolment levels (driven by "fixed" levels of public funding), is to shift a larger burden of finance on to students.

A third question is who higher education expects its clients to be?

In the OECD countries it is already clear that, notwithstanding the growth in higher education participation rates among young persons, higher education institutions will depend, increasingly on attracting adults if they are to sustain enrolment levels. The declines in the number of young person of university age makes this inevitable. What changes are needed if education is to succeed in meeting the needs of adults, individually, and as part of employer-organised education and training.

A fourth question is how higher education will respond to the fact that increasingly, learning, even at advanced levels, takes place outside of the formal institutional context? There have already been cases in countries as diverse as Finland and the United States, in which private enterprises have found it cost-effective to set up their own "universities" to provide advanced studies. Can formal higher education institutions "compete" with such developments, or does their survival depend on evolving towards a more narrowly defined institution? In either case, what is the role of higher education in a setting in which the assessment and recognition of knowledge, increasingly, can take place separate and apart from a formal education setting?

INTER-UNIVERSITY TRAINING PROGRAMMES:
AIMS AND IMPACT FOR CAPACITY-BUILDING

Hans van Ginkel[1]
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My contribution to this 4th Consultation on Higher Education will deal with inter-university co-operation and its impact on capacity-building. In order to do this in at least some degree of specification, I will make use of experiences gained in the inter-university co-operation between my university and some universities in what I will call the south.

First, I would like to begin with a few words on the mission of universities; to identify some of the central themes in the debate on the future of universities all over the world. Universities in the south however, find themselves in a distinctive situation; a situation characterized by "weak", even shrinking economies, a contracting labour market and a disproportionate participation of youngsters in society. It is a challenge for universities in the south to reflect on and act within this specific situation. I will try to propose some preliminary perspectives for a system of higher education in developing countries which might break a seemingly vicious circle. Those perspectives are entirely my personal thoughts, based on some experience as Rector of Utrecht University, a university from the North that has developed close and long term relations with a number of partner universities in the south. I will give you some examples of our inter-university programmes as a possible means to assist our partners in the south in reinforcing their position in such a system of higher education, to strengthen their role in capacity-building in some strategic areas.

FUTURE DEVELOPMENTS

Because of the profound changes now affecting our world, particularly western industrialised society, universities in the last decades have attracted ever more interest. Their future has become intensively debated, for economic, as well as social and cultural reasons. The relationship between universities and the society in which they operate, has become gradually much more direct. That offers new opportunities for universities and new challenges.

Let me here make a few short observations on the mission of the university, because that is the starting point for all debates on the future of the university. Well then, looking across the world, one thing becomes clear: nothing is the same, nothing is clear. There is a lot of ambiguity. Of course, there are tasks like teaching or doing research, but let me put it another way. There is no such thing as a precise definition of the university, of what the true university should be. It seems as if there are as many opinions on what a university is, as there are participants in the debates. Yet we all agree about the people who together make

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[1] Paper prepared in collaboration with Drs Henk van Rinsum, International Relations Office, Utrecht University.

up the university; people who are creative, capable, critical and professional. And that is the essence of the mission of a university. What matters is the structure and framework in which we can allow creativity and innovative power to reach their full potential. We will call this form and framework a university even if it may look very different in the future, even if it may look different in another country. It is the organization of creativity and innovation that is the backbone of the mission of the university. Taken this definition of a university, I have, implicitly, said something about the relationship between higher education and capacity-building. It is evident that our universities play an eminent role in preparing our students for their future role in society. But as I have indicated in my definition of a university, I prefer to use the word "capacity! in a broad sense. It is not only professional skills but also creativity, a critical stance, that should characterize students who leave our university to take up their position in society.

In Europe as a whole, and in countries like the United Kingdom, Germany, France and the Netherlands, new directions for the university are actively debated. In recent years, a Memorandum on Higher Education, formulated by the European Commission, was debated by all the Member States of the European Community. It is interesting to note that this Memorandum has evoked severe criticism a.o. from politicians, because of its highly utilitarian approach as if the labour market as such should regulate the scope of higher education. Also in the United States, a discussion on higher education has been initiated by the Clinton-Gore administration, recognizing the enormous importance of education and knowledge at this advanced level.

Universities themselves, of course, participate actively in this debate, in particular from the perspective of renewal and quality. The European Rectors Conference (CRE), for instance, is at the moment working on an institutional quality audit system, and started and implemented interesting programmes like COLUMBUS and COPERNICUS.

I gave you these references mainly to underline the worldwide dimension of the debate we are going to have tomorrow and to stress the legitimacy of having this debate. The future of the universities is directly depending on the future of the society we are living in. We have to do our utmost to get some sight of the developments that influence both our society and within the university.

What are the underlying, long-term developments? What are the developments that mostly influence society and science alike? I think there are three major, but interconnected developments:

1. the development of a knowledge-intensive society;
2. technological developments;
3. the process of up-scaling of society.

Increasing knowledge-intensiveness

The first process I describe as dominant in the long term is the increasing knowledge-intensiveness of society and science. Roughly speaking, it means that more and more knowledge will be produced. Estimates say that the amount of knowledge, the world

reservoir of knowledge doubles itself now every five years. But the whole concept of education will shift as a result of this knowledge intensification, and this will have a fundamental impact on universities. The increasing importance of learning throughout the course of one's working life will play an important role. This is currently a strong focus of interest, and with good reason. It will open up the university, more than it ever has done before.

What has also increasingly become knowledge-intensive is science and scholarship themselves. The development of new knowledge demands more and more other knowledge, while at the same time the lifetime of knowledge increasingly declines. That contributes clearly to a raise of costs for development of new knowledge and therefore for concentration on some of the disciplines. Up-scaling and increasing knowledge-intensiveness go hand in hand with specialisation and selection. In the Netherlands, a very rich country, this debate on concentration, on which fields of top-research are to be stimulated, is already started because we will not be able to join the international research frontier in all disciplines. That is not only due to the costs involved, but also because talent, human resources are by definition limited.

Technological development

Second aspect is the development of technology. Modern science and education will increasingly be using modern technology. Both for the development of knowledge and for communication. In Western Europe and Northern America, we have reached the stage that if computers were suddenly made illegal, civilization would collapse in a single day. Most households are depending on chips and computers and so is science. And that tendency is irreversible. So science development has gained a strategic importance.

The development of technology in an other way also challenges the universities all over the world. One only has to think of the demographic trends. It is expected that within the next half century the world population will be doubled and will exceed the ten even eleven billion. The burden of this growth will almost totally fall on countries outside Western Europe and North America. This is an overwhelming thought if one thinks of the consequences: environmental pressure, food insecurity, but also social aspects, over-urbanization and the like.

New technologies, agriculture technologies and other, will be and must be developed in reaction to these developments, but it is essential that this will be part of a policy for sustainable growth. Sustainable growth is the only answer to the great problems of the world's fastly growing society, the alternative being environmental crisis and economic and social segregation.

The north has as much responsibility in this as the south, due to the fact that in the north we put a far larger burden on the environment and natural resources than in the south. These developments stress the role of science and universities and their international co-operation. Technological, as well as social and cultural questions must be addressed in that co-operation.

The up-scaling process

The processes of knowledge- intensiveness and the fast rate of the development of technology has resulted in a third process which is possibly the most influential: the up-scaling of society. Up-scaling of society is a combination of increases in scale, of globalization, with the simultaneous narrowing of the processes of society. A number of different levels of intensity exist. The pulse of the world economy and world culture is in some parts faster, or even much faster, than in others. More and more, every part of the globe is connected, in some stratification. The connection with the world economy and culture, differs in intensity from place to place, from sector to sector. The same is true for the international community of universities; not every university is equal to the other; and some disciplines are more international than others. Some universities are more integrated in the international networks than others, depending of quality, profile and patterns of co-operation.

The process of up-scaling is continuously going on and will go on for the next decades. Leading academics have always pushed back frontiers, not only in the sense that the limits of human knowledge and ability are expanded, but also in the sense that political and geographical borders are continuously bridged. As growth in scale and globalization advances further, universities and research institutes work together more and more on a much broader range of activities. This naturally leads to further fine-tuning and profiling of separate universities. The cost of ground-breaking research naturally encourages this tendency.

With the world changed and still changing, the position of developing countries in the international arena is once more being questioned. Will they be able to keep up with the global developments, the world economy, or will their future be to become the slums of Global Village? And the universities: will these be integrated in a world system of universities? At the same time retaining or even strengthening their commitment to the (often regional) society they are part of?

PRESENT SITUATION OF UNIVERSITIES IN THE SOUTH

How can we characterize the present situation in the south? My presentation is especially focused on the state of affairs in Sub-Saharan Africa. A dominant factor is the slow rate of economic growth, or even a shrinking of the economies compared with the rate of the population growth. I do not need to remind you of the political instability in this region and its consequences. Recent developments in South Africa are no doubt promising. On the other hand these same developments might pose a threat of the economic development in Sub-Saharan Africa. We already can observe a brain drain to South Africa. But will this continue?

Reports say that the system of primary and secondary education in general is weak in this region. But at the same time a disproportionate part of the population is relatively young and awaiting a position in society. Bureaucracies cannot absorb the young labour supply any more due to structural adjustment programmes.

In this region there has been an enormous growth of the number of students in tertiary education over the last 10-20 years, partly because the private costs for higher education have been kept low through public subsidizing. The distribution of students appears to be uneven in a sense that disciplines like humanities, law, social sciences are outnumbering disciplines like science, engineering, agriculture. The reason for that is likely to be the costs involved. Disciplines like science and engineering require expensive capital investments and costs for maintenance.

There is a growing rate of unemployment among graduates which in return is giving cause to frustration. This situation is exacerbated by the structural adjustment programmes through which the bureaucracies were curbed. It is obvious that there is a relationship between the unemployment and the unbalanced distribution of students. This enormous growth of students on the one hand and a reduction in financial means provided by national authorities on the other has resulted in a deterioration of the working conditions at universities. Salaries are not adequate to meet a normal standard of living for university employees. Research is for a large part depending exclusively on donor-funding and, I would add, their agenda.

One of the results of this development is a significant brain drain to western countries. Countries in Sub-Saharan Africa are in acute danger of losing part of their intellectual elite. Nowadays more Africans having PhD degrees do work outside rather than within the "lost" continent. This, no doubt, jeopardizes a human-centred sustainable development in Sub-Saharan countries.

Much has been said and written about ways to counter this negative development. I have no clear-cut panacea for this situation. But one thing is clear to me. We, i.e. the Western world, should not fall into the trap of a new model of colonialism, a knowledge-colonialism. Knowledge should be truly international and not monopolized by a centre that dominates a periphery. Institutes of higher education and research in Sub-Saharan Africa should formulate their own strategy, set their own priorities within the boundaries of their own society. But allow me to formulate some thoughts that could be of some value for my African colleagues.

Universities in developing countries (and I can assure you, not only in developing countries!) should be engaged in a continuous process of designing a model of an organization in which people can be creative, capable, critical and professional in such a way that it accounts to and reflects on the needs of the society. It seems to be a utopia to expect a gradual rise of the budgets available for universities in the years ahead of us. It is on the other hand imperative for universities to improve the academic standards, in education but especially in research. Also, universities in developing countries need to have a chance to move to the frontiers of science. That means that inevitably priorities have to be set. There should be a balance in the input of students in order to avoid an unbalanced output. This means that to a certain level the universities have to respond to the needs of the local and regional labour market. A reduction in the number of students should be envisaged but always in connection to developments in the total system of higher education. Student fees should be introduced along with an adequate grant or loan system. Improvement of quality in research can be reached through the development of a system of centres of excellence in education and research. A regional system of differentiated levels and specializations of

education and research should be developed. I do realize that such an "architecture" of differentiated layers of higher education will be difficult to develop. Although we find ourselves in an incomparable better position, we, i.e. Dutch universities, are involved in a similar process of developing our own "architecture" in order to respond to the gloomy financial perspectives but at the same time trying to keep up quality both in education and research. At the moment, the research landscape in the Netherlands is characterized by a system of specialization, and prioritization through inter-university research schools.

Such a system of differentiation, necessarily on a regional scale, including centres of excellence, might be able to reverse a brain drain from Sub-Saharan Africa to other parts of the world (including South Africa).

It is apparent that donor agencies will have to support universities in the south in the next decades. In this respect I would strongly favour a system of donor consortia who will assist universities through a system of deficit payment. It is my experience that universities in the south face difficulties to respond adequately to the many donors just because of the fact that these donors all set their own priorities, priorities that tend to shift from time to time as the political arena in their home countries changes.

In order to develop a regional, differentiated system of higher education is imperative that universities in the south, just like their counterparts in the western world, develop a clear and transparent institutional policy formulated in a university development plan. University management should be improved not by imposing expensive expatriate tough managers but by involving their own academic staff and by giving them the chance to upgrade their knowledge and expertise. I repeat, a university is an organization of people who are supposed to be creative, critical, capable and professional, that means also in university management, conceived as a process of steering in continuous dialogue and interaction.

INTER-UNIVERSITY PROGRAMMES

All the years I have been Rector of Utrecht University, I have always advocated a university policy of shifting boundaries. My university has devoted much energy in becoming an active member of a global academic village, not for the sake of international contacts as such, but in order to be able to shift the scientific boundaries which is the heart of a university. We have also embarked upon a process of selection and prioritization in research programmes at our university through a system of research priority areas within our institution in order to anticipate the processes o increasing knowledge intensity and up-scaling.

Being member of our global academic village implies a responsibility for other members of this village, also members who are threatened to live in the squatter camps of this global village.

This responsibility has been translated at my own university in an institutional policy on development co-operation and inter-university co-operation with universities in the South. Through participation in the process of transfer and development of knowledge in co-operation with counterpart institutes in developing countries, Utrecht University wishes, to contribute to the improvement of the system of education and capacity-building in the south.

The leading principle has always been long-term commitment in order to stimulate the development of a sustainable educational and research capacity of partner-institutions of higher education in the south. The concept of institution-building is central. This implies strengthening the institutional education and research capacity of the counterpart institute in various ways.

Utrecht University has clustered its activities in the area of development co-operation in a problem-oriented perspective, and focuses on two major geographical areas.
Within the first cluster the problem of 'health', concerning both human beings and animals, is the central issue which is addressed from various angles, particularly from a medical-biological point of view. In accordance with that, the cluster comprises disciplines such as human medicine, veterinary medicine, pharmacy, and basic natural sciences. But one can also look at health from a public health perspective, in which case the input from the social sciences and law disciplines becomes relevant. The second cluster takes the interaction between humankind and environment as its starting point. Man uses but also frequently abuses natural resources. The way human beings use, allocate and control natural, economic and political resources affects the socio-geographical and socio-cultural environment. This cluster therefore ranges from earth sciences to geography, from ecology to anthropology, from religion to law and also includes women studies. The third cluster concentrates on science and mathematics education. Education is a vital issue in the development of any country. Sciences and mathematics are generally regarded as one of the basic elements within the educational system. However, in developing countries, especially these disciplines are poorly developed. Therefore, attention will be paid to the development of sciences and mathematics education, particularly in the form of curriculum development and teacher training. Basing itself on the idea of an institution-wide approach, Utrecht University has also decided to co-operate in improving university infrastructure in such areas as management, library-infrastructure, informatics and computer-networks and maintenance of laboratories.

These features, institution-building, long-term commitment, and true partnership have governed our policy until recently. In October 1991, we discussed our policy on development co-operation with the Vice-Chancellors or Rectors of all partner universities of Utrecht University in third world countries during a conference entitled 'Utrecht Revisited'. We did this together with Wageningen Agricultural University, which also invited its long-term partners. This conference, in which UNESCO also participated, gave birth to the concept of networking which has since become the central feature of the university development co-operation programme of Utrecht University and its partners. During this conference, Utrecht University, its partners from the SAC region, and UNESCO discussed the possibility of transforming the existing bilateral links into a multilateral network, following the concept of the UNESCO UNI(versity)TWIN(ning) Programme and in line with the Utrecht policy on development co-operation. In March 1992, a constituent assembly of the UNITWIN network was held in Windhoek. At present, the following universities participate in the network: University of Zimbabwe, Universidade Eduardo Mondlane, University of Western Cape, University of Namibia, Utrecht University, Lund University and Ruhruniversität Bochum.

Its first aim is to develop twinning and other linking arrangements such as programmes of co-operation between participating institutions in both Europe and southern

Africa, particularly developing south-south regional co-operation networks. Secondly, to develop centres of excellence for specialized postgraduate studies and advanced research, and finally to establish UNESCO chairs within this UNITWIN network that would serve as the cores of the centres of excellence. One of the most important characteristics of the network is the institution-wide approach which involves not only disciplinary-based co-operation, but also co-operation in the field of university infrastructure. With regard to the disciplinary-based co-operation, the partners followed the clustering proposed in the policy paper of Utrecht University.

Another important feature of the network is the establishment of the UNESCO chairs as the nucleus within existing co-operation activities. The chairs are embedded in a larger programme of research and should function as the catalyst of a regional framework in such a way that junior staff from the participating institutions in the southern African region will be able to spend some time at the research groups built around the chairs. In line with the proposed disciplinary division (health, environment, and science and mathematics education), and considering that each chair should have a regional impact, it was decided to establish the following chairs. A chair related to 'health' (immunology and infectious diseases) has been established at the University of Zimbabwe in Harare; early in 1995 a chairholder will be appointed. At the University of the Western Cape in South Africa, a chair in science and mathematics education has been established and the appointment has already been effectuated. At the Universidade Eduardo Mondlane in Maputo, a chair in environmental issues (environmental geography) is envisaged, while at the University of Namibia in Windhoek, a chair in law (human rights) is planned. At Utrecht University, a UNESCO 'Africa' Chair was established in 1993. This visiting professorship is open to academics from the UNITWIN partners from southern Africa in order to participate in research and postgraduate training at Utrecht University.

The UNITWIN network is administered by a board that consists of the Vice-Chancellors or Rectors of the participating universities. Professor Walter J. Kamba, former Vice-Chancellor of the University of Zimbabwe, acts as president of the board. The main task of the board is to outline the general policy lines of the network and to monitor the development of the UNITWIN network. Utrecht University is responsible for the general secretariat of the UNITWIN network. The network activities are financed by various sources. Some of its activities are financed by the partners themselves. All partner universities will create a post with local salary for the establishment of a UNESCO chair. In some cases, the salaries of short-term expert consultants will be met by the sending institutions. A special UNITWIN fund has been established to cover the south-south activities. For some activities, such as purchase of materials and long-term assistance, financing is sought through national government funding. Through the UNITWIN network possibilities for additional funding are identified with existing donor agencies.

This UNITWIN network is our modest answer to the developments sketched in this presentation. We hope that this model serves as a vehicle for initiating and support regional co-operation which is of vital importance for our regional partners. Through this network we hope to assist in a modest way some of our colleagues in Southern Africa. Let me give you just a few examples of the activities of the network. Since 1986 we have been co-operating with the Faculty of Veterinary Science of the University of Zimbabwe. Within this co-operation, one can perceive a shift from activities in the field of staff development,

training of staff, etc. to collaborative research; fundamental research but of relevance for the development of part of the economy of Zimbabwe. We have also developed a link with the Faculdade Veterinaria of the Universidade Eduardo Mondlano in Maputo. This also means that we appear to be in a position to stimulate regional co-operation sometimes just by making available small scale funding.

Last year we organized a conference on Women and Violence together with academics from the universities from the south. It was surprising to notice that this conference offered the arena for women from those universities just to meet each other for the first time and learn of each other's activities in the field of education and research.

Recently we started a co-operation in the field of solar energy. ,An interesting area, because it enables the academics to move to the frontiers of science while the application of the results are promising for the region.

It has become apparent that a network, such as UNITWIN, comprising seven universities requires a sound management infrastructure at each of the participating institutes. Management of international co-operation and donor co-ordination will therefore become an important issue as the network is expanding. I spoke about the donor policies with regard to universities in developing countries. In March 1994 the network organized a meeting hosted by the University of Namibia in which university personnel in the area of international co-operation and donor co-ordination participated. it was surprising to note that all four universities in southern Africa were engaged in the same discussions on management of international co-operation and donor co-ordination within their own institutions. This meeting in Namibia enabled the participants for the first time to exchange views together with their European partners.

The benefits and perspectives of the network have become apparent. Through the network, an infrastructure is gradually developing within which bilateral activities which were based on a north-north connection will be continued on a multilateral basis, with a particular emphasis on the south-south axis. In this respect, I would like to stress the fact that a component of our network is also north-north co-operation, not only for the sake of internationalization, but especially to reach an optimum in expertise and continuity that can be provided in north-south co-operation.

CONCLUSION

International co-operation, the concept of a regional knowledge and training infrastructure and capacity-building are in many ways linked. The emerging threat of a brain drain to Western Europe and North-America stresses the importance of a strong regional, differentiated system of higher education and research. Developing regional structures and centres of excellence is a practical way to counteract the deteriorating situation in higher education. Inter-university programmes like the UNITWIN programme could prove to be a major tool in this development. My university has only taken minor steps along this path. But we strongly believe in a programme like UNITWIN. It provides an opportunity to proceed in a stepwise manner, building on the expertise and initiative of the universities involved and at the same time building up the capacity necessary for the development of

society and future generations. And it has become very clear to us: the strengthening of North-South co-operation in capacity-building implies, for reasons of efficiency, continuity, and quality at the same time the strengthening of North-North, as well as in particular South-South co-operation. Such extended networks, however, have to be managed in a transparent way by the stakeholders themselves with a view of institution-wide development for all.

CROSS-CULTURAL EDUCATION AND TRAINING
FOR THE SOCIETY OF THE 21st CENTURY

Uli Schwämmle
Gottlieb Duttweiler Institute

Ladies and Gentlemen thank you very much for the invitation to share some of my experiences and reflections with you.

The topic implies the challenge to assess what I know and do not know. It provides an opportunity to locate myself in relation to the past -my experiences- and the future -my visions. It is like building my own compass and mapping a course at the same time. Although I am presenting my thoughts and experiences in a one-way communication format, I intend to inspire dialogues between all of us. I invite you to join me.

First some remarks about myself, where I come from, where I stand now, how I see my challenges, what I define as my role and my contributions.

I am currently heading the department of Intercultural Management Development at the Gottlieb Duttweiler Institute in Switzerland. The Institute is a non-profit organisation dedicated to anticipate and identify trends in the society and organisations of today. We want to promote dialogues with different people from different walks of lives. We organise conferences and mainly management training events. The founder of the Institute, Gottlieb Duttweiler, a well-known Swiss entrepreneur and remarkable visionary, emphasized the significance of the human being at the centre of all our activities. He saw the main purpose of the Institute in bridging actual issues with the development of managers and organisations.

Although the main focus of the Institute are open conferences and training programmes, my expertise is to engage in management development projects or training events on site, i.e. in organisations in other countries. With other colleagues from all over the world, I design and implement custom-designed management training and consulting programmes.

I was originally trained as a sociologist and adult educator. My professional activities started with teaching in universities and colleges; training, counselling and consulting with a wide range of organisations and target groups followed. I worked in different countries as a senior manager as well as in private practice.

As far as my cultural background is concerned, I grew up and worked in Germany, emigrated to Canada 1984, and have worked since 1992 in different countries mainly in Europe, including Russia and Greenland. In my work. I combine the understanding of different organisational systems with the diverse psychological aspects involved within an intercultural framework.

More and more, I see myself as a co-designer of social systems considering their evolutionary context. With other colleagues from many different parts in the world, I engage

in social innovations which aim to generate meaningful sustainable developments. It seems terrible to present oneself with all these labels. I found it difficult but important to describe myself as a growing intercultural professional with a strong western bias.

After this rather conventional personal introduction, let me focus on what could be the most triggering questions we can come up with to start our search, building a compass and mapping a course.

Each search starts with a question.

The most fundamental question that I come up with is "what matters most to me and to know it deeply". Then, to know what matters most to others, find interlinkages and above all to bring that into relationship with one another. In 25 minutes!

How about you, do you know what matters most to you? A decent life ... unfolding one's potential, fulfilling one's purpose, a peaceful world, the survival of the planet? Take a moment to think about that... Does it relate to your everyday activities, to your work, to your view of the world? Do your activities indicate a significant difference, a unique contribution to the world? Are they congruent?

What I am trying to get at is that designing a new world and talking about societies of the 21st century means to start with ourselves, and in one way or other, has to relate to the caring about ourselves and others and the planet.

Stephen Covey in *First Things First* (Covey et al., New York 1994) says, what matters most has to be related to four human needs, which he describes with to live, to love, to learn and to leave a legacy. He goes on in aligning these needs with value principles and human endowments. In short, he suggests a value-centred approach which will guide and enable us at the same time to design and create our own future.

James Redfield (New York 1993) in his bestseller *The Celestine Prophecy* presents a narrative vision consisting of nine insights of the human race, which each of us has to grasp sequentially as we move towards a spiritual culture on Earth. Learning is to go on a searching adventure.

Both authors are combining the individual path with the collective one. Both relate to different inner and outer realities, to come to a new awareness which is fundamentally different from the previous one. Both point to a common future where we have to engage very courageously and with high risks. The quality of this engagement is not to modify and reform existing systems but to leap out of them and transform them. They promote transformation within a evolutionary context.

Designing cross-cultural education and training for the future of the society of the 21st century starts, of course, now. As it is the main purpose of each of us to gather here, it also means we all do it already, consciously and unconsciously. The main challenge becomes the question: what prevents us from doing it in more efficient and intelligent ways? Can we do it together?

I wonder, if anybody else can design educational systems for all of us, or even can do this for somebody else. What we can do now, during the next few days, is to act as an open learning system where we can influence each other in profound ways, where new directions can come from anywhere.

Again back to the topic.

My theme today seems to indicate that we need to find the right balance between the four main components cross-cultural, education, training, 21st century so that we reconcile the ideal with the pragmatic. Reconciliation means to make something whole, something which is broken apart, a deeper wound which is not yet healed between cultures, between education and training, between how we live today and how we want to live in the future.

A Buddhist practice (see Thich Nhat Hanh in *Buddhist peace fellowship Newsletter*, Vol. 9, No. 1) for conflict reconciliation used by Vietnamese monks, talks about understanding both sides in a conflict, about speaking one's own truth assisted and witnessed by others; practising forms of deep listening, reaching one's own vulnerability and deep desires, leading to new understanding which truly respects all the other beliefs which were held.

The long ongoing analysis of higher education and management training, issues of cultural diversity, the survival of this planet, seem to indicate that we have to develop forms at many levels which reflect this practice.

On a symptom level, we can describe that we are trapped within the images we are holding of ourselves. (See Morgan: *Creative Imagination* 1994.) The images we have from us and others. Typically a lot of us seemed to hold a major world view which Peter Senge (St. Gallen 1994, page 71) describes as "reacting mode". We do not connect our present problems to our past actions. Things happen and we just react. All what is needed, is to identify faster when something happens and to react fast as it happens. Changes are so dramatic and so unpredictable that we experience a great pressure which reinforces a reactive mode and not proactive thinking. We follow consciously or unconsciously mental programmes which Argyris (HBR July-August 1994) describes as defensive routines. These routines are working on the personal, interpersonal and organisational level and have a self-immunising effect. They prevent us from facing our challenges with an open heart. We are caught in a self-defeating pattern.

In a highly selective approach, I want to focus on three main features, which I believe are key points in discussing education and training for the society of the 21st century and which may inspire a new synthesis (see also Mannheimer / Mir 1994).

Key Components:

An innovative approach to learning

Employability

Designing (whole) system change

Obviously these key points are rather a set of interrelated subsystems. For example, an innovative approach to learning is intimately connected with having the competences which generate employability. Learning is a key competence to deal with turbulent environments, high fragmentation and increased speed of acceleration, to manage change of the change. Learning has a key role in managing one's employability. Learning is crucial for systemic changes and organisational learning.   :

I want to put the main focus on what I consider the central qualities of learning committed or carried by a notion of synthesis. I will share some of my present project activities and briefly cover Employability and Designing System Change later.

Learning Dimensions

Delearning   **Just in Time Learning**   **Reflective Learning**

    Self Organisation   **Co-creation**
    + Process

Delearning

Delearning means to alter deep, unquestioned mental models.
If mental models become outdated they need to be recycled. Recycling means to disidentify, let go from what has served us. Psychologically disidentification means that we release energies which were bound to too rigid forms. The attachment of big companies to their success strategies is a vivid example.
    We are able to use the released energies to reach for new identifications e.g. the flattening of organisations, other management concepts through benchmarking etc. Often we experience a stage of confusion and chaos before we can use that "empty" space for new forms of learning. New learning becomes inventing and not reacting.

In practical terms, delearning means to get out of control, to question assumptions, successful and defeating strategies, to ask what prevents us from being creative, how we use our defensive routines on an ·individual and on a organisational level, how we immunise ourselves.

Education and Training have a lot to delearn together like the letting go of mechanistic thinking as an overriding principle and the unlimited validity of hierarchical models. They have, as well, to deconstruct their images of one another.
    They need to give up the illusion that educational systems in their present form are able to prepare their students for the future society, that they can guarantee jobs and work places. A lot of training institutes may find out that they have the wrong trainers.

Just in time learning

Literally it means knowledge is:

- delivered in the appropriate dose;
- at the most appropriate time;
- on concrete cases in which one is involved.

Managers, for example, as adult learners, learn best when an actual work issue becomes the centre piece of the learning and when the learning environment allows for dealing with it in active ways and includes its transfer to the workplace. It means a synthesis of knowledge and experience tailored for a specific situation in a specific organisational context, in a specific process with an operational result.

In my work, I predominantly design custom tailored programmes and use only open training programmes to explore new approaches to learning in different environments.

In terms of training and training design, this requires a tremendous flexibility in terms of approach, high mobility in choosing training sites, and a lot of creativity in designing proper learning situations.

Reflective learning

Argyris' approach of double loop learning, Schon's notion of a reflective practitioner - these refer to the learning to learn concept which describes many facets in which reflective learning occurs.
Even if we learn meta skills, we learn not in generalised theoretical or decontextualized ways but in a context of a unique set of circumstances.

Reflective learning allows us to ground learning experiences and transfer them into strategies in the workplace. Reflective learning is cyclical and holistic and requires a continuous redefinition of what we do and how we do it.

Just in time learning and reflective learning generate new knowledge. They both include a systemic and psychological understanding of inner and outer realities and of the embededness of systems connected to other systems.

Self organisation and process

"We are leaving the age of organised organisations and moving into an era where the ability to understand, facilitate, and encourage processes of self-organisation will become a key competence". Gareth Morgan (Creative Imagination, 1994) considers self organisation as the key competence.

Self organised learning means that the learner creates his or her own learning. The learning process becomes cyclical and far less hierarchical. Like in a computer-based user system,

the learner can connect to the forms of information and resources he or she needs. The learner is empowered to learn - self responsible and accountable. Turbulent environments with all their uncertainties require the highest form of flexibility in a given time span. It reflects that nobody literally knows what is ahead - for oneself or for anybody else. In order to create our future, we need to invent knowledge, develop competences and build capacity by ourselves. Self organised learning transforms the teacher-learner relationship in a learner-learner relationship. It has even more consequences for the large educational agencies which need to define new purposes and transform their organisational structure.

Co-creation

Co-creation is not only mutual learning and creating of knowledge. As we engage in a self organised process around a question all the stakeholders are concerned with, we create the opportunity to generate a new form of knowledge, which none of the participants were able to do alone.

A rather sad example, which illustrates how far we are away from actually co-creating knowledge, is the way western countries impose their educational and training models on eastern European countries. In my work in Russia I encountered a fundamental inability to get involved in a mutual know-how transfer particularly from the west. I consider the ability to learn from others a foundation for creating relationships towards social and economic development which could benefit all.

All these dimensions have many implications for education and training, for teachers and trainers and for the way we organise education and training in and between societies. We can expect radical shifts in the role and identity of educators and managers of educational institutions. This will require new learner associations and it will mean working on many different levels at the same time.

As you may review the sequence of these key dimensions of learning, you may also identify that they can be used as a guiding procedure for intercultural work on individual and collective levels.

Finally I will give you brief illustrations about some of my working projects.

Present Project Activities (some examples)

The Learning Expedition and Learning Edge Training

In both projects we use the metaphor of 'expedition' to initiate new forms of management and organisational learning. You identify challenges and you go out, like in the hero's journey, to deal with the task and the surprises on your way. In the first case, inspired by our own experiences in Russia, we asked a group of junior managers of an international company to go with us to Russia. Their main task was to engage in mini-projects with the Russians. Our job on site was to overview the different activities and to coach their

experiences. We believe that young managers often do not have a clear idea of what they are able to do by themselves.

The "learning-edge" training is aimed at managers who face a new challenge, a new project. With various indoor and outdoor activities we deal with boundaries, risks, peak performance etc. The combination of mini-expedition in nature and mental expedition gives them a variety of scenarios to come into a relationship with their challenges and design the strategies they want to implement.

Tourism Project in Eastern Greenland

We were asked to join a project team to explore the chances of touristic and regional developments for an Inuit community in Greenland. Our task was to engage western specialists from different countries - a tour operator, an environmental specialist, journalists, polar medicine experts - in a dialogue among themselves about the possibilities and with the local people and organisations. The most difficult task was to encourage Inuit hunters and people from the community to trust a western style problem-solving mode and to empower them to discuss their own concerns also among themselves. Last week they presented their community on a Travel Fair in Iceland for the first time together: the Inuit hunters, the Danish hotel manager and the representative of the municipality.

International Retailing Project

A number of central European retailing companies got together to discuss management training approaches for potential top executives. They decided that these groups have to come up with their own knowledge and strategies to define and develop their competences for their future job. They allocated SFR 12,000 per person and a time budget of 30 days for each candidate. They selected candidates in their companies who agreed to join this experiment of self organised training. Till now I was only involved in the starting phase but I am curious about the process and the outcome.

With these brief examples I want to illustrate that we use the learning principle discussed above in organising and developing projects. I assume that in innovative projects we use roughly 50% of know-how we already have, the other 50% we develop along the way.

Learning has many purposes and I want at least briefly to mention two contexts which are extremely important as context realities for the discussion above. These are Employability and Designing System Change.

Employability

Having the competitive skills required to find work when we need it, wherever we can find it, expresses the notion of employability. Employability depends on the ongoing changes in four major areas:

Work force and society
Work place changes
Migration
Career strategy

You all know that tremendous changes are going on in terms of the differentiation of work and work forces. We expect that in western industrialized countries, we will have a much smaller number of core employees within organisations, a higher number of supplemental employees and, through outsourcing, different interrelated work relationships.

Demographic developments and different forms of migration will create different a mixture of work forces.

Work place changes are widely discussed, such as from physical to knowledge-based work, from mechanical to process technologies, from manufacturing to service economies, and from central to local control.

The traditional linear and deterministic-oriented career path will decrease in favour of a multi-directed probabilistic one. Everyone needs to become his and her own career manager. Educational and professional training institutions need to become much more customer-driven. Employability will become the major common concern.

I expect that traditional teaching activities will be reduced drastically while coaching, guiding and a variety of training skills will be in demand. The professional training faculties may represent a real mix of people with different work experiences and backgrounds, the training sites may be in different organisations and communities. This leads to another challenge. How to plan social innovations, new organisational systems?

Designing system change

According to Banathy, our ability to shape change in an age of transformation depends on creating systems "... that have 'goodness of fit' with the emerged new realities of the information/knowledge age." (Banathy 1994: 101). The pressure not simply to reform, fix or modify educational and professional training facilities, but to transform them as well requires new thinking, new approaches and new methodologies. Whole systems change means that the relevant stakeholders of a defined system plan and design their organisational processes and structures together. One main difference is that not a special system designer designs a system for them, but a design facilitator assists them to create their working and organisational future. The process of designing resembles a weaving process. Envisioning and planning a new organisation while learning the necessary competences along the way.

There is one more step to go to follow the loop around and form a potential synthesis of my topic. Let's have a look:

What are the conclusions now? Where are we going?
How do we want to locate ourselves, with all our specialities?
How do we, as a group and as individuals, resolve differences and maintain our unique identities?
I want to present to you at least one suggestion.

Building cross-cultural learning communities: The vision and the process

We need to redefine culture and society.

If you live in a country which has foreign trade, tourism and television you live in a multicultural society, you are a multicultural being. And as we include race, gender and sexual orientation, we are all a blend of different identities and different communities. The task becomes what constitutes my blend and what is yours and in what way can we form a bridging understanding. In terms of learning, I believe we are entering a new stage of cultural learning and understanding.

We are cultural citizens beyond geographic boundaries and we are citizens in nation states. As Willian G. Tierney formulates, "Cultural citizenship involves transcending borders and trying to understand cultural differences" (Tierney 1993, 141).

Cultural learning is based on locating and reflecting oneself in one's own culture so as to come to grips both with one's culture origins and, also, with the confusion caused by the loss of these.

It means honouring and respecting other cultural identities in one's society and in other societies. This is an ongoing task and will be the foundation for communicating and cooperating on many levels in education and training and in general. Dramatic shifts will occur when we learn and live at least partly together on a everyday base. Then, we can form vital local and global communities. These communities may be the missing link which moves us into the society of the next century.

We have a responsibility to initiate and create cultural learning in many different forms.

We have the responsibility to build up diversity in our organisations.

We need to design cross cultural learning communities organised around working projects (see also Fox 1994).

We can form learning cultures which promote and respect diversity and synthesis.

Too often, leadership development seems to cling to a sequential model, assuming that the "person in front" knows the way. Let's break out of the circle.

PROFITING FROM BUSINESS

Susan Simpson
The Prince of Wales
Business Leaders Forum

Until quite recently it was assumed that the role of business in relation to education was primarily one of funding - preferably with no strings attached. any more than that - allowing business to have a major influence upon course contents, for example - and accusations of unwarranted interference in academic freedom and narrow business self interest would soon start to fly. Yet, if we are to achieve the kinds of societies we will need to take us into the 21st century, it is imperative that we find an acceptable form of partnership between the academic and business sectors - one based on a shared vision, mutual gain and, very importantly, trust and understanding.

Quite deliberately when I was trying to think of a title for my talk today, I wanted to confront the issue of business and profit. Is it the case, as many people would attest, that business exists solely to produce profits for itself? "Profit" in this case tends to acquire somewhat pejorative overtones - it is profit for the few, the majority reaping no reward from business activity. But is it really true?

The evidence suggests that global trends in business are bringing about a sea change not only in the way business is conducted, but also in who actually profits from it. A new scenario is emerging where profiting from business can truly begin to mean "to everyone's benefit". It is our experience at The Prince of Wales Business Leaders Forum that business is responding to the challenge of the increased social responsibility being thrust upon it, and is shaping up as a credible and vital partner for sustainable development throughout the world.

Marrying business with sustainable development would have been undreamt of a few years ago. It was a concept environmentalists and governments wrestled with,

as they admonished business for being major creators of pollution. At best, business paid its fines when it had to, otherwise it largely ignored the debate. What changed?

The answer was the UN Environment Summit in Rio in 1992.

This event focused world attention on the whole issue of sustainable development. For the first time, business was asked to participate fully, to examine the positive role it might make in achieving the goal of sustainable world development. Whilst sceptics expressed the view that development and sustainability could never go hand in hand, the business group (collectively known as the Business Council for Sustainable Development) set about trying to reconcile their natural desire for growth and profit in the immediate future without prejudicing the needs of tomorrow's generation. BCSD's definition of sustainable development is most revealing:

> *"Sustainable development means having the aim of simultaneously improving economic growth, social opportunity, ecological balance and participatory political structures."*
> BUSINESS COUNCIL FOR SUSTAINABLE DEVELOPMENT

This statement is no sacrifice to profitability or competitiveness; rather, BCSD members are recognising that economic growth cannot exist in isolation from everything else in society. It is directly in business' interests to do what it can to build confident communities whose individual members are equipped to play his or her unique part in that community. It is a realisation that people have to be well educated and informed to take advantage of the opportunities afforded them. It is the first clear statement by influential business leaders that business has a crucial role to play in community development.

If Rio 1992 provided the most important stage for business to redefine its role in relation to society, it is world events that have propelled business into substantially changing its behaviour. These include:

- the dramatic political changes of the last five years which have seen communism swept aside in Europe and apartheid dismantled in South Africa - worldwide, it seems, billions of people are being exposed for the first time in generations to the opportunities and the challenges of free enterprise, with some emerging obvious winners, others falling desperately by the wayside;

- the explosion of economic growth in Asia Pacific which is radically shifting the balance of economic power in the world;

- the unstoppable trend towards globalisation of business which means business not only trades but also sources, manufactures, distributes and sells its goods and services on a truly global basis;

- the declining role of government in the direct provision of welfare services;

- the growing reach and influence of new forms of instantly accessible and constantly available information - the information super highways - which are producing a much more discerning public;

- raised consciousness about the environment and the culpability of business, particularly in the light of a number of pollution disasters - Union Carbide at Bhopal, India, the Chernobyl nuclear explosion in the Ukraine and the Exxon Valdez oil spillage in Alaska are just three examples.

All of the above has combined to raise significantly the public's expectations of business. It is a far cry from the traditional view of whose opinion counts with business. Until a few years ago, that would have been regarded as those of a company's owners or shareholders. Nowadays, business has to serve a much broader church of opinion - those of its 'stakeholders', a term which is being used increasingly to mean not only shareholders, but also its employees, suppliers, customers, surrounding communities (including the education sector, non-governmental organisations and the media) and host governments. Without approval from these stakeholders, business can find it difficult to operate effectively - in effect it can implicitly be denied what is commonly known as a "licence to operate".

Business is responding to this new era of accountability in a pro-active way, becoming involved in community projects for social improvement, upgrading its environmental standards, supporting the development of young entrepreneurs and helping transfer skills and know-how beyond its immediate employee base, in addition to the more.traditional areas of support such as the arts and sport.

And because of the increasing globalisation of business, which is having a marked effect on profit location (by which I mean that for many multinational companies by far their largest profits originate from outside their home base), it is becoming a necessity rather than an option for big business to apply the same standards of conduct whether at home or abroad. Good company image is seen as not only being essential for building business, but also for establishing real relationships with the community, which is what sustains that business ultimately.

To capitalise on this new relationship to society and to challenge business to make maximum use of its dynamism, skills and experience to the benefit of all, The

Prince of Wales Business Leaders Forum was set up in February 1990. Founded on the personal initiative of the Prince, the Forum is an international network of business leaders who recognise the benefits of this new business philosophy or 'good corporate citizenship'.

PWBLF is registered in the UK as an educational charity and is supported and

largely funded by its international business membership. It describes its mission as:

> *"promoting the practice of good corporate citizenship and sustainable development internationally, as a natural part of successful business operations."*

A three-pronged approach is adopted to fulfil this mission, and involves working with PWBLF members internationally to:

- raise awareness of the value of corporate responsibility - ie show that it makes sound business sense to do good by the community;

- demonstrate that business has an essential and creative role to play in the prosperity of local communities;

- encourage partnership action between business and communities as an effective means of promoting sustainable economic development.

PWBLF restricts its activities to countries that can broadly be described as having emerging economies, which means the countries of central and eastern Europe (to date this encompasses Hungary, the Czech and Slovak Republics, Bulgaria and Russia); India; Bangladesh; Asia Pacific (in particular Hong Kong, China, Vietnam

and the Philippines); southern Africa (Zimbabwe and South Africa); and Latin America (Brazil and Mexico). It is in these countries that business has a particularly important development role to play, primarily because it is here that business can be a critical and substantial force for positive change.

This is a undeniable fact. Consider just a few startling statements about business:

- The global revenues of many multinational companies far exceed most countries' GDPs.

- Private investment represents the largest category of external financial resources for many developing countries, eg in 1993, 58% of the USA's $160 billion flow of investment funds to the developing world came from the private sector. Ten years ago, it was only 42%.

- Since the 1980s business has demonstrably played a much larger role in social provision, including education, in almost all developed nations. The same pattern is emerging in the developing world.

- Business likes stable economies in which to do business. It is in its interests to help create and preserve stability, both economically and socially.

It all adds up to business becoming a major player in world development. The impetus is no longer one of pure philanthropy, it is founded on an increasingly well defined business case for community involvement.

So what is that business case, and is it genuinely something more than another form of PR? Here are some of the more substantial benefits some of the PWBLF's members have detected from partnerships with the community:

1. By generating wealth, living standards are raised.

2. By helping to create a stable society, business growth and development is more assured.

3. Human resources are better able to develop their full potential, creating the kind of workforce business needs if it is to sustain its international business competitiveness.

4. There are detectable improvements in operational efficiency and quality.

5. Improved competitive edge is achieved as the need to 'go global' conversely means knowing and being known in the business locality.

6. There is improved market intelligence, enabling companies to anticipate trends, including legislative ones.

Higher education establishments, such as Boston College in the USA, the Asian Institute of Management and the UK's Ashridge Management Centre are working alongside NGOs, such as the PWBLF and the Washington-based Ethics Resource Center, to develop this business case more fully. They are also seeking to establish evaluation mechanisms which may eventually prove without doubt that "good

corporate citizens" are increasingly more competitive than companies that set less store by such reputation.

One thing is certain. Business *needs* partnerships - with government, with local communities, with the education sector - if it is to become an effective corporate citizen. Yet, one of the hardest things is to build a successful sustainable partnership. What *is* partnership, after all? How does a partnership differ from a looser relationship, such as an association, confederation, union, alliance or cooperative?

The word 'partnership' is used somewhat indiscriminately by all manner of people - politicians and government bureaucrats, business and community leaders alike - to describe a huge range of joint ventures, such as project funding, community development schemes, environmental initiatives or construction projects. In the dictionary 'partnership' has two distinct meanings:

- an association between people in business where the risks and profits are shared

- a relationship between two people (as in a marriage, games playing and dancing)

Partnership, as defined by the Forum' Partnership Unit, is extremely precise:

Partnership is a formal cross-sector relationship between individuals or groups in which expectations and commitments are agreed beforehand and which has at its heart a shared profit/risk element. It is a relationship built upon fulfilling an obligation or completing a task.

. Any association or collaboration which falls short of this definition is therefore *not* a genuine partnership, and by this definition many of the activities described as partnerships would fail the test!

In the Forum's experience, genuine partnerships must be based on three fundamental principles:

- equity

- transparency of operations, and

- mutual benefit.

The Prince of Wales Business Leaders Forum seeks to mobilise partnerships in a number of ways, for instance through:

- awareness-raising events

- a high profile communications programme

- a wide-ranging training and education programme

- the creation of local mechanisms (such as local Business Leaders Forums) for implementing and sustaining partnerships

- the establishments of local demonstration projects

• the collection and dissemination of case studies

So what are the implications for higher education in the light of this growing desire by business to forge partnerships? Firstly, there will continue to be a growing emphasis on the **need for lifetime education and training,** and private enterprise will be examining ever more closely whether current teaching and courses meet their needs. There is undeniably a **tendency among the business sector to set up its own teaching institutions** to serve its specific needs, particularly regarding management training.

In eastern and central Europe, for example, many of the business members of The Prince of Wales Business Leaders Forum and the Business Council for Sustainable Development are collaborating on a new initiative to agree **practical ways in which the international business community can work more effectively with the donor and lending agencies, such as the European Bank for Reconstruction and Development, the World Bank and Overseas Development Agencies, to multiply managerial skills in the region.** It is vitally important, not just for business, but for the whole future of eastern and central Europe, that a new generation of local managers is trained quickly and effectively. The job is so big that a collaborative approach - or partnership - is crucial.

Another thing business is agreed upon: there is an urgent need for a **new breed of international manager,** one whose qualities reach far beyond the traditional competencies that used to be demanded.

> *"There is a need for management to be developed as a profession and seen as an integrated, comprehensive and vital set of*

disciplines, not *a collection of unrelated subjects."*
MULTINATIONAL BUSINESS LEADER, AUGUST 1994

This holistic view of what managing needs to be about puts leadership at the heart of the matter, where the primary need will be for flexible, free-thinking minds capable not only of 'doing things right' but also of 'doing the right thing'. Business schools especially, and other higher education establishments, will have to re-evaluate how they tackle the subject of corporate responsibility. Because, far from being a 'satellite' module of a typical business management course, **corporate responsibility and accountability is fast taking up a centre stage location, and will be used to inform *all* the skills and competencies that are needed to run a company in the next century.**

It will be equally important that all our **future leaders (no matter which sector they are working in) have knowledge, and preferably experience, of each other's area of expertise.** Not only will this help obtain the necessary holistic view of society and each sector's role in it, it will help smooth the path towards partnership, which in turn is increasingly being seen as the most effective approach to many of today's social and economic problems. In many people's view, **a partnership approach offers the *only* hope of sustainable global development.**

As far as **business and education partnerships** are concerned, there is likely to be:

- growing collaboration on curriculum design

- skills of management likely to become a part of almost every course, because every sector has a need for them

- new trends in approaches to teaching - eg far more cross-

curricula teaching

- more opportunities for students to undergo periods of work placements, on-site visits and study tours alongside their academic courses

- greater emphasis on the development of more relevant case studies and simulations in the training of managers

- acceleration of cooperation between higher education institutions in different countries in order to shape the desired international manager of tomorrow

- business sector skills are increasingly likely to be applied to the management of the academic sector, including aspects such as future funding and evaluation of results.

Is this a future that the academic world should fear, and actively resist? It would certainly seem to promise much less academic freedom, and place far heavier emphasis on accountability. But one thing is certain: such fundamental changes are taking place in societies around the world that the academic sector cannot seek to stand still. It has to re-examine what it has to offer and look creatively at how it can forge partnerships with other sectors in society, including business, to fashion a more pertinent role for itself.

Partnership means gaining advantage from working with others, it means achieving an outcome greater than would have been possible through working alone. It is an effective way of embracing change and turning it into something worthwhile and positive, but to be successful, it takes courage, dedication, a sense of

willingness and, above all, *trust.* The academic sector, like all the other sectors in society, should examine it closely.

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AUDITING TRENDS

Bahram Bekhradnia
Higher Education Funding
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Introduction

I am extremely grateful to UNESCO for organising this conference and for inviting me to speak. It is an honour and I am happy to join you, and hope that what I say will be of interest.

The subject that I have been asked to speak about is 'auditing trends'. I have taken a certain amount of liberty with the subject heading - with both terms, and will speak only loosely both about auditing and about trends, but I nevertheless hope that what I say will be relevant to your discussions.

Background

I would first like to give a little background and context. The Higher Education Funding Council for England, who I represent, is an agency of the Government, but is legally independent, and is responsible for providing public funds for Universities. The Government does not itself provide funds directly to Universities - all the money that it wishes to spend (#3 billion last year, or $5 billion) it gives to us, and we have the job of deciding which Universities should get how much.

I will relate what I say to the experience of the UK. Three important background facts which inform our approach and our interest in the auditing of trends are as follows:

Participation

First, The UK, in common with many other countries, has recently seen a massive increase in higher education. Whereas in 1987 only 15 per cent of the 18 -21 year old age group were active in higher education - a figure which had remained constant for almost 20 years, while the proportions in many other European and other western countries had increased rapidly - in 1993, only six years later, the proportion had more than doubled to 31 per cent.

And now, because of the public expenditure implications, this growth has been stopped by the Government. For the first time, we have had to place strict limits on the number of students which each university can accept. But interestingly, there also seems to be evidence that quite inexplicably and suddenly growth in demand may also be declining. I have my views about the reasons for this, but there is not the time to develop them.

Expenditure

Secondly, during this period of rapid expansion, public expenditure on higher education increased as well, though by nothing like the same amount. The result of this is that unit costs - the cost per student - has declined significantly. Government estimates suggest that between 1989 and 1993 they reduced by over 25 per cent, and are expected to decline by another 10-15 per cent in the next three or four years. This places great strain on the system.

Autonomy

Thirdly, the constitutional position of universities in the UK is that they are independent institutions, and the degree of autonomy which they enjoy is considerable. By and large, within a broad framework, the Government, through the Funding Council, gives each university a block grant, and the university is free to determine how it is spent. The Government exercises no control over the universities in terms of their staff, their management, curriculum, the balance of subjects which they can provide, their admissions policies etc.

Which Trends?

I would like now to consider which trends it is that we are interested in auditing or monitoring, and I will relate these where I can to the background factors about the UK which I have just described.

Firstly, Financial and Academic Health. I referred to the changes which have taken place in higher education over the last few years, both the financial situation, and the expansion of the sector. Both of these naturally give rise to concerns about the health of the higher education sector, in terms of its quality and in terms of its financial health. As far as expenditure is concerned, we wish to be reassured about the financial viability and continued solvency of the universities and colleges which we fund.

And it is essential that we keep a view of the quality of what is provided. It is in the nature of the problem that if quality deteriorates, we will not be aware of that until it is too late to do anything about it - it is like a precipice which you do not see until you have gone over the edge by which time it is too late to avoid it.

Second, given the autonomy of the universities in the UK, we are at one distance removed in our ability to influence developments in higher education. We nevertheless need to monitor the development of the sector - for example we wish to maintain diversity in the sector to ensure that the range of subjects and the levels of provision do not reduce: that the missions of universities are not compromised. Importantly as well, our relations with universities are governed by a contract - we provide them with so much money, in exchange for which they undertake to provide so many students or so much research. We need at least to check that these contracts are being fulfilled. There is another dimension to autonomy. This is perhaps a controversial thing to say, but I believe firmly that the autonomy of individual institutions

has increased over the last few years. By contrast, the autonomy of individual academics has declined. There is no time here to explore this apparent paradox, but I mention it here because increased institutional autonomy has a price, and that price is increased accountability. Financial accountability, accountability for quality and so on.

Thirdly, as a Council we are also interested in the crude numbers which indicate how the system as a whole is developing - the number or the proportion of failures or non completing students, for example, which may give an indication of trouble. The number of graduates being produced by the sector - it is interesting that until the recent expansion, although the UK had one of the smallest undergraduate populations pro rata it nevertheless had one of the largest graduate populations pro rata. In may ways ours was a high quality, efficient system previously, when it was small. There was a price for that, of course, and that was the elite nature of the higher education system in the UK. There is a danger that in growing we may be reducing its efficiency.

So these are some of the trends which we are interested in monitoring and auditing.

UK Systems

Let me describe now some of the systems which we have in place in the UK for monitoring trends. The first I need to mention is not a statistical or financial system at all, but a system of quality assurance - or rather two such systems.

Research Assessment

We have in place a very well developed system for the assessment of the quality of research. Every four years or so we undertake a research assessment exercise, in which we assess the quality of research in every department in every university and college in the country. I'll not describe this in detail now, but will gladly describe it afterwards in private or in questions if anybody wishes. Suffice it to say that it is now a well established and accepted part of British higher education.

Teaching Quality Assessment

The acceptance of the research assessment exercise is in contrast to the position of teaching quality assessment. In this case, partly no doubt because it is new in England, partly because I suspect that teaching is inherently more difficult to assess with less clarity about what it is that is being assessed. Partly perhaps because whereas in research assessment we are able to attract the very best in the field, this is unfortunately not necessarily the case in teaching, and there is some resentment that people are not being assessed necessarily by people whom they regard as their equals. This last is an important point, since both teaching and research quality assessment are based on peer review - the assessment of academics by their equals.

The other thing briefly to mention about both teaching and research assessment is that certainly research assessment and in principle teaching assessment are in place not just to

inform us about trends, but also to inform funding - 95 per cent of the money for research is allocated in response to the research assessment exercise, with the highest quality universities getting the most money. I would argue that in part the teaching quality assessment is part of the accountability process.

The second thing to mention is the data systems which we have in place. We have established a higher education statistics agency (HESA) which is a body owned by the universities themselves, but with whom we have a contract which defines the level of service they will provide, the time by which they will provide data and the accuracy with which it will be provided. Remember, that by law we have the right to request information from universities.

We also carry out a small number of surveys ourselves to provide us with data that are not available from the records kept by the HESA, and in particular we carry out a survey of student enrolments six or eight weeks after the beginning of the academic year.

P.I.s

Thirdly, jointly with the vice chancellors and the principals of colleges we have been considering the performance indicators which institutions should collect and publish. The very strong view which we have adopted is that the primary purpose of performance indicators is to inform institutions themselves to enable them to manage themselves better. There are other purposes - to provide information to students and society more generally, and also to provide information to us to inform our funding. But these are secondary. Interestingly, the Committee of Vice Chancellors and Principals for many years have produced their own performance indicators, precisely for the purpose of self-management, and we have said that we will base any indicators which we might wish for funding or for monitoring on the indicators which universities are collecting for their own purpose.

Statistical Systems

Underlying everything that I have said so far is the need, which is essential, to have in place adequate statistical systems to provide the information required. This is essential, but it is not straightforward.

First, it is necessary to establish the purpose of the statistics required, and I have outlined some of those. We need statistics in the UK to inform policy; to inform and monitor payments to universities; and to enable university autonomy but also to enable us to monitor the use of that autonomy.

There seem to me to be two conflicting principles at work in considering the statistical systems to put in place:

The information must at all costs be timely - there is absolutely no point in information which is out of date and arrives too late to inform the decisions which you need to make, and even worse information which is inaccurate and which leads to wrong decisions. We have some experience of both in the UK, and I will give an example. In 1987 the Government

produced a White Paper about the future of higher education which projected student numbers through the 1990's. Here is what they projected. And here is what happened. You will see that even in the year of projection - 1987 - they were considerably wrong. They were not just wrong about the future but they were wrong about the past. This adds weight to the dictum which I heard from the former Chief Economist to the Midland Bank who said the Government statistics made looking into the future even more uncertain than looking into the past! I should emphasis that in saying this I am not intending to be unkind about statisticians in general or British statisticians in particular. We all have had similar experiences, and it is a fact that statisticians are not any better at predicting social changes than anybody else - why should they be?

The other requirement, which in some ways conflicts with the need for timely accurate information, but which is also essential is that we should minimise the burden on institutions. We should try as far as is possible to use regular surveys reducing ad hoc surveys to a minimum, and we should build on the existing data systems of universities - for example data which they are collecting for their own performance indicators or for the HESA records.

Applicability

Well, I leave it to you to decide what bearing what I have said has on problems and issues in other countries. I hope that our experience in the UK will be of interest and of relevance to you. If I had to draw a general conclusion which I believe would be universally applicable it is that it is essential:

First to identify what it is that you require - which trends you wish to audit and why you need them.

Secondly to put in place statistical systems for this - this is neither straightforward nor easy.

And thirdly to avoid over burdening institutions with information demands.

STAFF DEVELOPMENT - A KEY ASPECT OF QUALITY FOCUS STAFF (FACULTY) DEVELOPMENT FOR IMPROVING TEACHING AND LEARNING IN THE EUROPE REGION

Brigitte Berendt
Free University Berlin

Introduction and Survey

In the current discussions on the efficiency of universities and quality assessment, the maintenance of good teaching and learning - and their improvement - are important aspects. Successful teaching and learning are influenced by various factors (e.g. the competence of the university teacher in the subject, the wider context, the pre-conditions of the students). The pedagogical qualification of university teachers, however, is crucial. There have been increasing demands during the last years for the proof of pedagogical qualifications in order to become a professor. Participation in specific staff (faculty) development programmes can provide this skill.

The paper tries to give a survey on the historical background of staff (faculty) development, its main areas and relevance in the current discussions on university efficiency, the progress achieved to date in this field, and the partners, sponsors and obstacles involved. The last section focuses on some ideas for re-launching the UNESCO project "European Network Staff Development in Higher Education" (ENSDHE), started in 1985.

The paper is based on oral and written reports by national representatives/co-ordinators of ENSDHE and on my own research and practice in staff development since 1974 at the local level, in Europe and internationally. In addition, the main results of a national conference and three international conferences of EARDHE (European Association for Research and Development) which I co-organized between 1990-1993 are considered. These conferences focused on current problems of higher education and, in this context, on quality assessment, evaluation and staff development.

1. Historical background and areas of staff development

The improvement of teaching and learning has been discussed in Europe since 1965. There have been a lot of national and international conferences; numerous books, materials and newsletters have been published. Remarkable efforts have been made to improve the quality of teaching by so-called staff (faculty) development programmes, mostly started as pilot studies. As a follow-up to successful experiences, units for staff development and research into higher education were established within universities. (e.g. 1978: 17 in the FRG, 30 in the Netherlands.)

Over the years, staff development programmes have enabled teaching staff to achieve or improve teaching qualifications by gaining knowledge, developing skills and changing attitudes (Berendt 1991, Teather 1979).

Areas and topics of staff development programmes cover:

- the level of curricula and of courses

- the choice of aims, contents, methods, media and forms of evaluation at all levels of teaching.

As well, the context (e.g. the role of universities' laws and regulations, equipment, finances) and the pre-conditions of students (such as learning styles, previous experiences) play important roles.

The main characteristics of successful staff development concepts for in-service training can be summarized in the following way:

- the need of the institutions and their members are the basis for the choice of activities, topics, methods;

- workshops of 1 - 3 days aiming at gaining knowledge, improving skills and changing attitudes are the best way of addressing teaching staff and are foci of staff development programmes. These workshops use a problem-orientated approach, based on the participants' practice and problems and aim at developing tailor-made solutions;

- workshops are linked to other activities such as consultancies, self-study materials, research, classroom assessment and audio-visual media;

- university teachers are in the focus, but other persons relevant for teaching and learning are involved in special events - for example, students and employers (Berendt 1994).

Many units offered between 20 and 30 workshops or courses.

2. Staff development and the increased efficiency of higher education

In recent years, there has been greater public discussion on the efficiency and effectiveness of Higher Education in the Europe region. Access to Higher Education broadened in many countries but without increased teaching personnel. The number of first year students grew beyond the target figures, but the percentage of graduates decreased. Thus, an intensive analysis of the situation and the development of solutions to the numerous problems began.

In this context, contradictions arose: there were demands for democratization of higher education (including the individual right to a study place) and analyses of the future needs of society. These urged the provision of access to higher education for a large number of students.

At the same time, there have been permanent budget cuts as a consequence of the economic conditions in many countries which prevent the maintenance of adequate staff-student ratios and adequate facilities for the masses of students.

Consequently, the maintenance or even the improvement of the quality of teaching has become a key point of discussion, including

- the maintenance of high academic standards

- the unity between research and teaching

- the imparting of more than basic knowledge, abilities and skills (e.g. problem-solving not only for standard situations, but for new and unknown situations as well)

- the motivation for lifelong learning (Berendt 1993, Webler 1993). ·

The issues of the aims of higher education and of the role of the university teacher have been raised. UNESCO-CEPES has summarized some crucial aspects of these:

"One way by which a higher education institution can face the challenges of the time is by having staff members who can knowledgeably assess both the value of tradition and the need for innovation. Teachers hold a strategic position: they are the ones who produce, organize, and transmit knowledge, set "standards of excellence" and direct learning and evaluation. They are institutionally, socially and professionally responsible for the development of courses and curricula and for the ways by which the minds of students and their qualifications are moulded so as to better cope with increasingly more complex professional roles and functions in modern societies.

At the same time, university teachers are faced with new challenges arising from the need to adapt their institutions to new requirements being set both from inside and from outside higher education. It has become, slowly but surely, obvious that the process of adaption cannot be undertaken haphazardly. What is needed is deliberate planning, which in its turn requires knowledge, as well as innovative skills, and attitude" (UNESCO-CEPES 1987 b).

In the ongoing international - but particularly in the European - discussions on increasing the efficiency of higher education and meeting the current social and economic challenges, staff development activities are regarded as essential to maintain or even to improve the quality of teaching. (The selection of possible criteria for defining quality are discussed by Harvey and Green 1993 and by Brown and Atkins 1990. Berendt (1994) stresses the aims of university teaching, the need for empirical results related to student learning to achieve these, and the vital role of the university teacher.)

It is, however, emphasized that staff development programmes alone cannot solve the complex problems of higher education. Still, they are the most promising approach in that direction: Quality in higher education can neither be maintained nor be improved unless the teaching/learning process, - i.e. the direct interaction between university teachers and learners on the level of a course and its sessions -is the main focus. Only staff development via its analysis of good teaching and innovative methods gives direct access to the crucial

improvement of the teaching/learning situation. Different ways of assessing quality cannot replace this direct access. (Results of the national German conference on Evaluation for improving the quality of teaching and further activities: Berendt and Stary 1993.)

Additional approaches to solving these complex problems have been discussed in detail in the context of evaluation and quality assessment. Moreover, in the Netherlands and Great Britain, concepts were developed to link the results of assessment with the funding of universities (Milton 1993, Vroeijenstijn 1993, Yorke 1993).

3. Progress achieved to date

A comparison between recent reports and other publications (e.g. UNESCO-CEPES 1985, 1987a, 1989, 1991, 1991 a-c and 1994) indicates that the main task of universities has been to educate an elite. The university teacher was regarded first of all as a researcher who taught by enabling students to participate in research. Activities and publications on research in his/her subject were relevant in order to become a professor.

Since 1970, preparing massive numbers of students for professional fields has been increasingly defined as the main task of universities. In these circumstances, the necessary elements seemed to be standardized curricula and the relevant pedagogical knowledge and skills (e.g. how to activate and motivate students with a heterogeneous background of knowledge, experiences, skills, interests, learning styles and how to teach large classes). In addition, different attitudes towards students (e.g. regarding them as partners in the teaching and learning process) became desirable.

The status of staff development has increased greatly in recent times because it is now seen as a pedagogical qualification which can improve the quality of teaching within the context of the enhanced efficiency of universities.

a) In Great Britain the Committee of Vice-Chancellors and Principals (CVCP) started an initiative in 1987 in order to motivate institutes in higher education to establish staff development programmes. The resulting Code of Practice deals with relevant questions of institutionalisation of content and of methods. It describes necessary structures and contains examples for staff development courses and workshops. This initiative was successful: Every university and a lot of colleges have implemented aspects of the code or are about to do so (Brown 1989).

In 1989, the CVCP founded the national Universities' Staff Development and Training Unit (UDSTU) in Sheffield. The focus is on staff development in the sense described as an essential route for universities to become more efficient. The activities also include a list on offers of workshops and courses in Great Britain, a newsletter, self study materials on Effective Learning and Teaching in Higher Education (Cryer 1991).

A Standing Conference on Educational Development developed an accreditation system for staff development courses and workshops on the national level (Baume 1992).

In universities and at the national level, additional audit units were established to evaluate data mainly for the purposes of legitimization, planning and steering.

The national Society for Research and Development in Higher Education (SRHE) still has an active role in organizing yearly conferences and publishing research results.

b) In the **Federal Republic of Germany**, intensive discussions on improving the quality of teaching started in 1987 (Berendt 1993, Webler 1993). Recommendations included staff development. In 1993 the Standing Conferences of Rectors (HRK) and the Ministers of Education and Culture (KMK) published a common declaration. They emphasized that teaching deficits are often caused by missing pedagogical qualifications. They have recommended

- strengthening pedagogical competence

- considering pedagogical qualifications in the context of professorial appointments.

Participation in staff development courses and workshops has been regarded as an essential proof of the necessary pedagogical qualification. Meanwhile presidents and rectors in different parts of the FRG were asked by their responsible ministers to promote this approach.

In 1994 the executive committee of the German national association for research and development (=AHD) forwarded a detailed declaration on qualification for teaching to rectors, presidents and ministers of education. This declaration was one result of the 23rd annual conference on **Good teaching: Methods, concepts, promotion of junior teaching staff** where more than 200 participants took part.

c) In 1989, **France** started the monitoriat system: future university teachers have pedagogical mentors for 3 years. The national plan provides pedagogical training courses of 6 weeks in 3 years. 14 Centres d'initiation à l'enseignement supérieur were founded. The national association, ADMES, plays an important role by regular conferences and publications (Bireaud 1988, INRP, 1994).

d) In **Austria**, the new university organization act (Universität-sorganisationsnetz) covers the pedagogical qualification of university teachers by introducing the evaluation of research and teaching.

e) In **Canada**, co-operation between 55 universities and 30 colleges could be intensified on the national level in view of the increasing status of staff development (Donald 1986).

f) In **Spain**, there are now 8 units for teaching, administrative and service staff. Additional grants are provided for developing teaching materials.

g) The developments in **East European** countries also illustrate the increasing status of staff development. Topics like **Steps to students' autonomous learning** are of specific interest. **Slovenia** plays an active role with a variety of activities both locally and at the regional level. Workshops for training the trainers of East European countries were started in the context

of an EC Tempus-sponsored project on **Improving Teaching and Learning in Higher Education** (Marentic-Pozarnik 1994).

In the **Czech Republic**, a national network on staff development was founded in 1993 and now 7 institutions are co-operating. In the Slovak Republic, 5 departments are concerned with staff development activities.

Following the national reports on staff development activities in 1993 (UNESCO-CEPES 1994 a-b), there is also promising progress in Albania, Belarus and Turkey.

In all countries, there is not only an increased status for staff development, but a stronger motivation, particularly on the part of junior staff, to participate in courses, workshops and other activities.

In the context of this paper, it is not possible to deal with the variety of topics in staff development workshops and courses and with relevant research and projects (UNESCO-CEPES 1994 a and 1994 b, Berendt 1994). However, mention should be made of the additional activities related to this area: e.g. round tables, libraries, documentation centres, newsletters, publications, grants for innovative teaching and awards for excellent teaching, evaluation of classroom teaching.

4. Partners and sponsors of staff development

On the **level of a university**, there is a close co-operation amongst staff development units, committees for the improvement of teaching and learning and deans of faculties. New staff development activities established by working groups or institutes of education are often supported by presidents, vice-presidents and chancellors.

On the **national level**, there is - as a rule - close co-operation between staff development units and relevant persons or bodies active in the field (e.g. project groups, researchers). Important partners are the national associations for research and development in higher education (e.g. in Canada, France, Germany, Great Britain). Conferences are co-organized, while journals and books publish pertinent aspects of teaching and learning. Usually, there is also collaboration between staff developers as experts, the national associations and the national committees of rectors and presidents. ENDSHE seems to have been successful in motivating the national representatives to initiate new national networks of staff development, or to reinforce existing structures. The work of staff development units and of working groups is very often financially supported by the responsible ministers via projects, research, conferences and meetings of staff developers.

On the **European level**, partnerships could be promoted by UNESCO-Cepes through ENSDHE. The different activities (described in 6) involved bi- and multilateral contacts resulting in reciprocal visits, of conferences and workshops. A common project between the universities of Ljubljana, FU Berlin, Louvain-la-Neuve and Surrey could be started with financial support of EC-TEMPUS.

From 1978-81, the EC supported a project between the universities of Aachen, FU Berlin, Copenhagen, London and Utrecht. One of the results has been bi-annual European workshops

for training the trainers (so-called Maidstone Workshops). The 9th workshop will be organized for 1995 by the author as president of the European Association for Research and Development (EARDHE). Founded in 1972, EARDHE's main focus is on conferences, whose participants also come from Africa, Asia, the USA and Latin-America. Specific topics have included **Higher education by the year 2000** and **Higher Education and new technologies**. The conference on **Advanced study courses and cross-cultural dialogue** (1990) included staff development as one important focus. A round table on this topic could assemble representatives of UNESCO, UNESCO-CEPES, the President of the IAU, representatives of the African, Latin American and Arab networks, staff developers from the US and national representatives from several East and West European countries (all members of ENDSHE). Several papers on staff development are usually presented at these events (Berendt and Stary 1992). In 1993 EARDHE co-organized with American and British colleagues the 5th international conference on assessing quality in higher education (Banta, Anderson and Berendt 1993) and the 12th International Seminar on Staff Development and Educational Development (ISSED) on **Urgent problems in higher education and approaches to solutions**. EARDHE conferences have been financially supported by UNESCO, the European Community as well as by national and local sponsors (e.g. DAAD, DSE, the responsible ministry and the host university).

On the **international level**, co-operation between European and African staff developers started in 1981 through a project entitled **Improving teaching and learning in African universities**. The project was initiated and financed by the German Foundation for International Development (DSE), which published several books on workshops, conferences and the evaluation of the project.

UNESCO has also started networks for staff development in Africa, Latin-America and the Arab countries (UNESCO 1987). Co-operation between the regional networks started by reciprocal visits of representatives at workshops or conferences and by the exchange of materials. UNESCO gave financial support for these activities.

5. Obstacles

As described in 3, a pedagogical qualification is accepted as being necessary in most European countries. The fact that staff development programmes provide knowledge, skills and the attitudes required to improve the quality of teaching is also widely accepted. In addition, it is acknowledged that staff development programmes should be carried out by staff development units, whose tasks are mainly to offer workshops and courses and to give consultancy assistance with regard to research.

There is, however, often a severe contradiction between the acknowledgement of the necessity of staff development programmes and units on one hand and practice on the other:

-   in many countries (particularly in East Europe), staff development units do not exist at all. Staff development courses and workshops, the core of staff development, are carried out within institutes for education, committees for improving teaching and learning, or are offered by the responsible ministers. Often non-specialists offer courses or workshops in addition to their duties as researchers or teachers in specific disciplines;

- in nearly all countries there are staff development units in very few universities. The existing units are often not able to accept additional participants from other universities or to respond to invitations by other universities -for example, in Germany there are 16 units and 250 institutions of higher education, 60 staff developers for qualifying 140,000 teaching staff members (AHD 1994).

- even the existing staff development units within a university are often not able to respond to the number of teaching staff members who would like to join a workshop (e.g. at the Free University of Berlin the 12 workshops provided for 180 participants for the next semester are nearly booked out by the end of the preceding semester. The possibilities of additional workshops are limited because of other duties in research and consultancy services);

- in addition to the obstacles described, there are increasing difficulties for the financial support of staff development activities on the national, European or international level.

It is well known that the current economic situation in nearly all European countries requires severe budget cuts even in traditional disciplines and institutes with a high reputation. It is understandable that, under such circumstances, it is difficult to establish new institutes or units. If, however, the necessity for improving the quality of teaching and staff development programmes is acknowledged, flexible strategies should be developed to raise extra money at the different levels.

6. Possible long and medium term impact and some ideas for re-launching ENDSHE

In my opinion, the overall aim should be to establish staff development units in every institution of higher education; moreover, national networks should be strengthened or developed. UNESCO and UNESCO-CEPES through ENSDHE have an important role in these developments.

What has been done so far by ENSDHE?

From 1985 to 1994, ENSDHE succeeded in becoming a relevant forum for staff development programmes and activities with different traditions. Since 1985 biannual seminars have taken place in Prague, Aveiro, Bucharest and Paris. They assembled national representatives and co-ordinators nominated by UNESCO member states as well as observers (mostly from networks of other regions). UNESCO-CEPES has organized the seminars and acted as a secretariat. It has also prepared and distributed publications, reports on conferences, newsletters, a bibliography, a synopsis and an analysis on staff development programmes in the Europe region. Moreover CEPES has collected detailed reports on staff development in different countries and circulated annual plans of actions and short reports by national representatives/ coordinators (UNESCO 1987, UNESCO-CEPES 1985, 1987a, 1989, 1991 a, 1991 b, 1991 c, 1993 and 1994 a and 1994 b and ENSDHE Newsletters 1-2).
What could be done in the future?

After nearly 10 years, the changes in Europe are fundamental: with the fall of the Berlin Wall and the Iron Curtain, and with the foundation of the European Union, the political situation changed as well as the economic context. As described, the status of staff development changed as well as its acceptance and the market for it.

It seems necessary to discuss these changes in terms of their impact on ENSDHE and to develop some ideas for re-launching the network.

As I wished to develop the ideas on the background of discussions with the national representatives and co-ordinators of ENSDHE on one hand, and with CEPES on the other, I sent out a questionnaire. Given the responses to date, I am able to outline a few, and mainly personal, ideas on:

a) the organization of ENSDHE
b) its future activities
c) its financial situation and possible projects in the context of the UNESCO-UNITWIN scheme.

a) The organization of ENSDHE:

A working group should be founded to support the work of UNESCO-CEPES. Members should be only national representatives and co-ordinators who

- have been involved in the network since 1985
- have prepared and organized their own projects, workshops/courses and research in staff development
- have published on staff development
- have demonstrated their interest in ENSDHE by regularly sending in national reports or taking over responsibilities
- propose their own activities for re-launching the network.
(The procedure should be discussed with UNESCO and UNESCO-CEPES in detail.)

The main tasks of the working group could be:

- to prepare a paper on the potential and constraints of ENSDHE, taking into account the analysis of the recent developments in different countries
- to prepare a paper on the financial future of ENSDHE, taking into account the possibilities of a financial support by their respective countries and by different national, European and international sponsors
- to prepare a plan of possible activities, taking into account new developments
- to prepare an agenda for the next ENSDHE conference.

The two papers, the plan of activities and proposed agenda should be sent to national representatives and co-ordinators for comment and serve as a basis for the next ENSDHE meeting.

b) Future activities of ENSDHE could be:

- preparation of a code of practice to be sent to the European and national conferences of rectors and ministers of finances and to other relevant boards and key persons
- a publication on successful concepts of staff development including curricula
- publication on how to establish staff development programmes and how to overcome typical obstacles (Berendt 1989, 1993)
- organisation of a workshop training the trainers in staff development
- development of criteria for the accreditation of staff development workshops in the Europe region
- organization of study visits and the exchange of staff
- co-teaching by experienced and inexperienced trainers ("tandems")
- joint research projects.

(Several of these activities were already discussed during former ENSDHE conferences but had to be postponed because of financial reasons.)

c) The financial situation of ENSDHE and possible projects in the context of the UNESCO UNITWIN scheme

It seems doubtful that the network can carry out activities to the economic and financial challenges of European higher education without necessary funds. A basic discussion between UNESCO and CEPES on the priority of ENSDHE within its other activities seems necessary in the near future. Following international experience, raising additional funds is easier if basic activities described are met by UNESCO and/or CEPES.

The possibility of starting one or more co-operative projects in the context of the UNITWIN scheme needs further discussion. Experienced staff development units of countries with a long tradition in this area could co-operate with institutes, committees or working groups with little or no experience. In this way, certain activities could be realized. The national representatives and co-ordinators and their institutions should play an active role in preparing such a project and in developing ideas for raising additional funds. If East European universities are involved, EC-TEMPUS could be asked for financial support, provided that UNESCO and UNESCO-CEPES intensify their contacts with this EC programme in the field of staff (faculty) development for improving teaching and learning.

Additional aspects relevant for the future of ENSDHE could be identified in the findings of the new UNESCO-project entitled **The quality of training in higher education management and institutional development** which has very recently started.

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HIGHER EDUCATION AND CAPACITY-BUILDING FOR THE 21ST CENTURY:

THE UNESCO/NGO PARTNERSHIP

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I. Introduction: The Capacity-building Context

Capacity-building in and through higher education may be defined as the production of highly-skilled human resources whose expertise is able to be adapted to the complex requirements of a rapidly changing world. So, the profiles of these people and the training they require are of vital importance.

Capacity-building is a central aspect of UNESCO's co-operation with the NGO Collective Consultation on Higher Education. Consequently, this joint action must be situated in context.

UNESCO has recently conferred with its Member States and with its IGO and NGO partners to elaborate its Fourth Medium Term Plan (1996-2001) which will take the Organization into the new millennium.

The promotion of two overarching themes will guide this exercise:

. sustainable human development;

. the culture of peace.

These have been selected for two main reasons:

. firstly, there is an urgent move to re-examine the foundations of the development process as it now exists, in view of the numerous catastrophes which continue to afflict world society. For example, abject poverty, burgeoning populations and inadequate health care to combat serious disease still prevail in many developing countries. In certain instances, the democratic process is struggling to survive. In the industrialized world, the growing phenomenon of jobless growth is causing grave concern. Human security is a problem in many regions due to the presence of social conflict and violence;

. secondly, all countries have a vested interest in peace for their social and economic development. Over 100 major conflicts have taken place worldwide over the past forty years, costing some 20 million lives and incalculable devastation and misery. In 1992, the UN Secretary-General presented an Agenda for Peace to the Security Council. This outlined

measures to address the deepest causes of conflict, to take preventative action for their diffusion and to promote the concept of peace-building as the basis for the future concept of development.

Both these aims clearly correlate to those of the World Social Summit (Copenhagen 1995) which targets **the alleviation of poverty, the integration of socially marginalized groups and the generation of employment.**

Human development and peace have thus become the common challenge for the United Nations family and its partners. As these objectives are necessary for the achievement of social and economic justice, then greater attention will have to be paid to values such as democracy, tolerance and respect for human rights. These are the valid indicators of real development. Without them, progress based solely on economic wealth or on technological advances will founder and end in social disintegration. Moreover, this commitment to the goals of human development and peace must become all encompassing - only then can their full potential be realized. But this can come about only if all peoples of the world co-operate to construct a more human society.

The question then arises as to how Education - and, in this case, Higher Education - can contribute to attaining these goals?

In response to this challenge, UNESCO has convened the Commission on Education for the 21st Century, chaired by Jacques Delors, President of the European Commission. Its report, due early in 1995, will suggest how education can help people reach these goals through its links to **culture, citizenship, social cohesion, development, employment and scientific progress.**

However, the lasting success of all these important initiatives depends on a common basis - the people needed to implement them. The 1993 Human Development Report states that:

"People's participation is becoming the central issue of our time."(page 1)

People now wish to be much more involved in the events and processes which direct their lives - but they must have the necessary capacities to do so. Thus, the education and training of the human resources required by society has become a matter of the utmost urgency. In this area, the role and responsibility of higher education constitute a key component.

II. Higher Education Today: The Challenges

Higher education institutions have, historically, provided their societies with skilled human resources - notably social and economic decision-makers and specialists in all professional fields. And yet, on the eve of the 21st century, higher education is in the midst of profound self-examination in order to determine strategies to provide its traditional contribution in innovative and effective ways.

Today, the capacity-building role of higher education must respond to the challenges of diversified training, while assuring the quality of the expertise produced.

This challenge is due to the complex trends dominating higher education policy-making worldwide of which five are of particular significance:

i.   **the continued demand for access which has doubled and even tripled in some countries, necessitating a shift from elite to mass higher education;**

ii.   **the reduction of financial resources and growing accountability measures imposed by governments, some of which have been forced to cut funding by up to 40%;**

iii. **the maintenance of quality and relevance and the measures required for their assessment - this problem will grow since student numbers could reach 120 million by the year 2050;**

iv.   **the ongoing problem of graduate employment which is forcing a reassessment of academic degrees and diplomas -one forecast has stated that 1 in every 3 American graduates will be unemployed by the year 2005;**

v.   **the growing reality of internationalization in higher education teaching, training and research which promotes the shared creation and transfer of knowledge and know-how and so impacts upon institutional management, curriculum and the profiles of professors and students alike. In this area, higher education is clearly reflecting a new approach to social policy where analysis and formulation must take account of global issues. For instance, a recent article in the IHT commented on the social disorders which could arise from crucial resource scarcities and advocated that, henceforth, this should be a key element of the American Foreign Policy platform (Hoagland, IHT, 4 August 1994).**

Thus, more than ever before, higher education must strive to produce:

.   well-educated citizens and professionals;
.   sufficient numbers of skilled personnel;
.   training which is relevant to diverse contexts and needs;
.   expertise which is internationally recognized but directly applicable to local problem-solving (and hence, to the reduction of the Brain Drain).

In this task, all actors of the higher education community - policy-makers, institutional leaders, the professoriate, the student body, scientific and research personnel - have a special responsibility as the contribution of each group is essential.

These phenomena and issues dominate the recent Policy Papers entitled **Higher Education: The Lessons of Experience** and **Higher Education for Change and Development**, prepared respectively by the World Bank and UNESCO.

In essence, the Bank believes that higher education has become too expensive in many countries and that its future costs must be increasingly transferred to its users - the logic being that they will gain from this investment via higher incomes during their working lives. The demand for access should be met through increased diversification and special

programmes to cater for disadvantaged social groups, including women, should be put into place.

While concurring with the gravity of the present economic conditions and acknowledging the future predictions for graduate employment, UNESCO reiterates the principle of social equity. Those with the requisite entry qualifications should be entitled to higher education. Although other funding will be needed, it is still, principally, the duty of the state to ensure that adequate resources and delivery systems are available. Furthermore, UNESCO's paper focuses on the importance of maintaining quality and relevance which can be achieved if countries adopt a holistic view of higher education. This strives to balance education and training and to attune all types of higher education studies - whether academic or more vocational - to the diverse needs of society as a whole.

Moreover, UNESCO proposes an agenda for pro-active institutions of higher education so that these can learn to manage change efficiently and effectively. In this way, they may satisfy both their funding sources and, at the same time, prove their worth to their communities through the high calibre of the graduates they produce - as citizens and as professionals in various fields.

While these analyses of higher education today may differ, both fully recognize the inherent paradox of doing more with less - quality and relevance cannot be maintained if the human and financial resources provided are ultimately inadequate. This situation is placing immense pressure on all areas of the higher education community - but especially on institutional leaders, the professoriate and the students who are the main clients in the teaching and learning process.

Given the constraints, a holistic approach to national and institutional issues recommends that all partners join forces in the search for a common objective - the enhanced quality and relevance of higher education in a climate of profound change and crisis. Only through this co-operative effort can positive results perhaps be obtained for all concerned. On one hand, ongoing dialogue should take place between national policy-makers and institutional leaders. On the other hand, inside institutions, each group should be able to envision its role and contribution to the overall aim of excellence in teaching, training and research. This requires effective interface which results from clear statements of overall mission and individual purpose. Last but not least, solid and cordial relations must be established with society at large, including the economic sector. In this way, the institution may serve its community and its needs - on the national, regional and international scales.

Finally, UNESCO proposes an academic covenant as a type of umbrella for this collaboration between members of the higher education community so that the goals of common concern can be reached.

III. Higher Education and Capacity-building

The role of higher education in capacity-building is arguably the single most crucial aspect of the mission of higher education today.

Why has capacity-building and the production of skilled human resources become such a vital issue? It is possible to reply citing four specific factors:

i.   the complexity of development issues themselves for both industrialized and developing countries;

ii.   the responsibility of higher education institutions, via teaching and research, to produce graduates whose calibre is excellent but who also possess the ability to apply their training in concrete problem-solving situations;

iii.   the positive contribution to the capacity-building process which can be assured via effective co-operative action between the various partners in the higher education community;

iv.   the radical changes which continue to be experienced in the higher education sector itself.

Today, global issues are more complex as the world has grown more interdependent. Hence, an international vision yet differentiated solutions suited to the needs of each particular country or region are required to provide any significant improvement to the problems at hand. This is sometimes known as the "think global, act local" strategy.

In brief, each nation must acquire a critical mass of skilled manpower in the numerous scientific, technical and professional fields needed in order to address complex development issues. Thus the training of experts of all categories - scientists, political and social leaders, educational personnel, to name but a few - becomes a top priority for all countries.

With the move towards the massification of higher education, education and training must become more diversified. This requires new approaches to teaching and training as well as to the learning process itself. Also, very importantly, it relates to the place of research in institutions. By way of concrete example, the Times Higher Education Supplement recently reported a reduction in the resources for Dentistry training in a number of countries - the rationale being that advances in dental health care has reduced the need for sophisticated expertise and so increased para-dental training is now required.

Again, the holistic vision can offer a satisfactory solution because it provides for variety while still insisting on the goals of excellence and pertinence which are common to all fields of study.

However, this holistic vision must be promoted by members of the higher education community themselves - thus implying that individual, institutional and even systemic visions must be changed. This seems to be the aim of the capacity-building strategies currently used by NGOs within the higher education domain.

In the field of higher education and in terms of human resource development, capacity-building depends on three key components:

.teaching
.training
.research.

In addition, it is necessary to add three other elements which are essential to the special role of NGOs in this process:

.information exchange
.advocacy
.networking.

IV. The UNESCO/NGO Partnership for Capacity-building

The 4th Consultation seeks to examine the success of efforts to date and to suggest options for the future.

In recent times, many NGOs specialized in higher education have been undertaking a self-appraisal exercise to enhance their future role and selected areas of action - both in relation to the sub-sector itself and to their social impact in general.

This process is primarily an internal issue for each NGO. However, its results will have an important impact on their external policy, notably in the field of national, regional and international co-operation and their particular contribution to these areas through their interface with policy-makers and the IGO community.

Topics addressed may include structures and functions which will best serve the needs of each NGO's clientele - whether these be regional associations of universities, the professoriate, student bodies or those representing a particular voice amongst the higher education community in general.

The needs of each of these groups are surely changing as a consequence of the constant social evolution in process. Hence it seems opportune for NGOs to examine the specific challenges related to their mandates in order to construct a forceful and relevant approach to future operations.

This exercise will certainly assist UNESCO which regards the Collective Consultation of NGOs on Higher Education as a vital partner both for the formulation of policy and for the implementation of collaborative activities.

The three previous Collective Consultations have examined, respectively:

Higher Education: Problems and Challenges for what Future? 1988 which identified major issues governing this domain and suggested an agenda for future co-operative action;

the Quality and Relevance of Higher Education 1991 which reiterated the importance of excellence and pertinence in teaching, training and research at the higher education level;

the Management of International Co-operation in Higher Education 1992 which proposed more effective strategies for international inter-university co-operation to ensure that knowledge and know-how are more equally shared in a world where internationalization has become an accepted phenomenon. In this area, the NGO Consultation expressed full support for the UNITWIN/UNESCO Chairs Programme which is UNESCO's major co-operative activity for this purpose.

This record shows that the Collective Consultation has consistently chosen to discuss topics at the cutting edge of higher education today. As a result, effective co-operative action has been undertaken in the fields of **teaching, training, research, information exchange and networking.**

Concurrently, NGOs have been strengthening their **advocacy** role -either by sensitizing national decision-makers, local government and other community groups or by actively participating in regional and international fora such as ministerial conferences and UN meetings where the major trends and issues affecting higher education policy are discussed with donors and IGOs. As examples, CRE launched its COPERNICUS Project after a call for action on the Environment by the European Ministers of Education; the AAU Programme for African University Management was a direct response to the UNESCO/AAU Seminars of the future of higher education in Africa held in Accra 1991, Dakar 1992 and Alexandria 1993.

At their 4th Consultation, the NGOs, in the light of their own recent assessment exercises, are invited to suggest concrete strategies to strengthen co-operation with UNESCO so as to reinforce the capacity-building effort in the period of the Fourth Medium Term Plan (1996-2001). These could be most effective in view of the constituencies which they serve.

A glance at these NGOs demonstrates the breadth and strength of their memberships:

-       *together the associations of rectors and universities represent over 3000 institutions worldwide.* Here the relevant NGOs are: **IAU, AAU, AArU, ACU, AUPELF, CRE, CUM, FIUC, OUI and UDUAL;**

-       NGOs representing the professoriate and the student community have memberships which, together, number the hundreds of thousands with a presence in all regions. For this reason, organizations such as **EI, FISE, IAUPL, AIPU, IUS, MIEC/JECI and AIESEC,** constitute a strong collective voice in the higher education debate;

-       *the wide geographical coverage provided by special interest groups - inter alia* **WUS, IFUW, ICDE, ICSU, UITA, PRELUDE, CIEE and IAEA -** ensures that specific issues related to the overall quality and relevance questions are effectively addressed with due attention given to the special profile of the human resources required.

As the Human Development Report notes:

"Participation is a central tenet for almost all NGOs" (page 89).

Clearly, NGOs of the Collective Consultation on Higher Education aim at involving their various constituents in the main issues of the time so as to optimize:

.both their contribution to the decision-making process
.and their involvement in co-operative action.

This dual approach must continue to guide UNESCO/NGO co-operation in the coming years.

V. NGOs, the UNITWIN/UNESCO Chair Programme and Capacity-building

Since 1991, the NGO response to the UNITWIN/UNESCO Chairs Programme has grown very rapidly. Today there are some twenty projects covering all regions of the world, run by NGOs with their constituents and in co-operation with IGO partners. In this regard, the Commonwealth Secretariat, the World Health Organization, the United Nations Volunteers, the OECD and the European Union have become associated with specific projects. Overall, the NGO projects account for over 20% of all UNITWIN network and UNESCO Chair action.

A list of current projects is attached in Annex 1.

An analysis of these various Chairs and networks must take into account several relevant aspects:

i. The Analysis Function

The basis for all useful co-operation is reflection because this can ensure that needs are properly identified and matched with relevant action. The preparation of NGO projects within the UNITWIN framework contributes to this reflection process.

In fact, the analytic function is a fundamental part of the NGO Consultation's mandate. This inspired the 18 Round Tables on higher education trends and issues which took place between 1988 and 1992. These included, inter alia, **Interdisciplinarity (UNESCO/FIUC), the Role of the Professoriate (UNESCO/IAUPL)** and **Higher Education and the World of Work (UNESCO/FISE and UNESCO/IUS)**. The conclusions of all these debates were taken into account in the elaboration of UNESCO's Third Medium Term Plan (1990 - 95). These preparations took the form of a worldwide reflection on the role of higher education in society. From this, renewed emphasis on the concept of international inter-institutional co-operation emerged to orient the UNITWIN/UNESCO Chairs Programme.

During the past two biennia, the Consultation has continued its "think tank" role. An example is the 1990 Round Table on **Literacy and the University,** held at the 42nd International Conference on Education. This served to demonstrate the valuable link between university-based research and the training of literacy specialists. Moreover, its recommendations for the stronger involvement of the university sector in this area saw concrete results when an inter-university network was established between the University of Pennsylvania and African institutions in Botswana, Nigeria and Tunisia in 1992.

Another significant step was the symposium on **Higher Education Management in Different Socio-cultural Contexts** which took place at the 43rd ICE in 1992. On this occasion, the debate stressed the natural linkage between "system and setting" which requires managerial strategies to recognize and take into account the specific problems related to varied conditions. The instances cited covered Africa and Latin America as well as Eastern and Central Europe. In addition, the special managerial problems faced by universities in regions where conflicts have been rife, such as the Lebanon and the former Yugoslavia, served to illustrate that the social and economic aspects of higher education must be treated in this manner. This holistic approach to system and setting has now been adopted by those particular UNITWIN projects which aim to strengthen institutional management capacities in various regions - the AAU and ACU/CHEMS programmes being cases in point for Africa.

Last but not least, the NGO viewpoint was sought during the preparation of the **UNESCO Policy Paper** on **Higher Education for Change and Development.** As grass-root specialists, the NGOs were able to comment in an informed manner on the main aspects involved in finding solutions to current problems.

ii. The Co-operation Ethic

NGOs, as key partners of UNESCO, attach great importance to their active participation in the Organization's programme. Thanks to their constituents and infra-structures, they are equipped to mobilize a wide range of human resources, thus ensuring that the specific academic or managerial expertise required is available for project implementation.

Since this 4th Consultation seeks to strike a balance between the social responsibilities of higher education and the economic constraints it now faces, this objective necessitates that both higher education institutions and their personnel tackle this dual challenge through co-operative action.

Hence, certain UNITWIN/UNESCO Chair projects are designed to ensure **the social effectiveness of teaching, training and research:**

▶ the AUPELF network to reinforce Agronomy in Lebanese universities;

▶ the CUM network focusing on Environmental Health;

▶ the CRE/COPERNICUS network in Environmental Law, Economics and Health amongst universities in East and West Europe;

▶ the CIEE International Network of University Volunteers to provide developing universities with expertise in priority disciplines;

▶ the OUI network for women in higher education as a means to promote human development.

Other projects focus on **institutional development** so that **human, financial and material resources** are used efficiently:

- ▶ the ACU/CHEMS programme for institutional management;

- ▶ the AAU programme for administrative and academic development;

- ▶ the ACU network to strengthen the participation of women in institutional and academic decision-making;

- ▶ the CRE/COLUMBUS Chair and network for Technology Transfer amongst European and Latin American Universities.

These functions combine so as to form two natural axes - **the reflection/co-operation process and the social/economic vision** in relation to higher education trends and issues. Together, they constitute the holistic approach alluded to in this paper which seeks to harmonize often opposite interests. In this way, it may be possible to formulate national and institutional policies which are acceptable to the majority of the actors involved.

However, the common element in all these projects is the search for **quality and relevance** in relation to the needs of a particular context. Moreover, as the UNESCO Policy Paper notes, excellence must be the hallmark of **institutional management, of teaching and research, of the professoriate and of students.** The NGO UNITWIN projects easily fulfil these criteria. For instance:

- ▶ a number of projects - inter alia ACU/CHEMS, CRE/COLUMBUS and AAU - deal with aspects of **managerial development** such as strategic planning, information systems, leadership training, evaluation strategies, international co-operation policy and research on higher education issues such as funding and degree equivalence. These are intended to enhance the overall quality of institutional mission and management;

- ▶ **innovation and internationalization in the curriculum** are dealt with through the broadening of the teaching, training and research content of various disciplines or professional courses. This objective is met by projects in fields, such as the environment, and the social applications of science and technology - this latter topic being of particular interest to the PRELUDE and CRE/COLUMBUS networks. In preparation for the 4th World Conference on Women, Beijing 1995, IFUW, in partnership with ACU, OUI and AIESEC, will examine how gender issues are included in university curricula so as to foster understanding of the link between women and issues affecting the human development process;

- ▶ the **quality of teaching and research staff** is an issue of the greatest importance because, in the final analysis, the professoriate is responsible for the generation and transfer of the knowledge and know-how so eagerly sought by students today. Recently, UNESCO undertook a study on higher education staff development which stressed that this area must meet the academic, pedagogical and managerial needs of personnel. ACU, OUI, AAU and CRE/COLUMBUS contributed to this initiative. Another aspect to consider is the present status accorded to the professoriate. As tenure grows more difficult to obtain, the prestige and security of the profession is increasingly threatened. Hence, effective advocacy is needed by the NGOs

representing higher education personnel - e.g. IAUPL, EI, FISE, WUS - to ensure that their rights are respected;

▸ last but not least, the **quality of students** is a domain which requires much greater analysis in the coming years. This topic, which interests AIESEC, IUS and MIEC to name but three NGOs, is a most complex one. It pertains to the aspirations of youth for its future role in society - as leaders, decision-makers and citizens. For this reason, it relates to the social and economic perspectives, which indicates why these and other NGOs are taking a keen interest in the key issues and events which are shaping both their student days and their futures. This subject also relates to the other levels of the Education system since access to the tertiary level depends on the quality and availability of secondary and basic education;

In addition, **the quality debate** inevitably involves a number of NGOs whose specific function is to monitor important aspects of the teaching and learning process - **IAEA in evaluation and ICDE in alternative delivery systems. In the field of science and technology, ICSU and UITA** monitor the issues at stake so that - as recommended by the 1994 World Science Report - scientific advances will also possess useful social applications.

VI. Conclusions and Perspectives

The NGO Collective Consultation has achieved much in a relatively short time. Nevertheless, in view of the enormous challenges at hand, more must be done and with even greater speed.

This meeting will examine a **Recommendation** in which the NGOs request the Director-General of UNESCO to ensure a clear and central role for the Collective Consultation in the forthcoming programme for higher education. The NGOs are urged to adopt this proposal. As in the past, their role will essentially focus on:

▸ policy analysis;
▸ co-operative action linked to teaching, training and research.

However, it will be necessary to extend this collaboration to ensure the sustainable nature of international inter-institutional linkages. To this end, three areas come into focus:

▸ advocacy vis-à-vis national and institutional policy-makers;
▸ participation in evaluation procedures;
▸ involvement in resource identification for joint ventures.

These are challenging tasks for the Collective Consultation. The Action Plan suggested in the Recommendation for their implementation will need careful preparation including the examination of pertinent partnerships for project implementation.

The success of these projects will help ensure a quality product from higher education - which will contribute to socio-cultural and economic development and its attendant benefits, to more dynamic and responsible citizenship, to enhanced scientific progress serving social

priorities and to overall social cohesion. In this way, the aims of the World Social Summit can be attained through the medium of Education.

George Bernard Shaw may have said that **"Those who can, do... those who cannot, teach."** However, he should be added that those who succeed as citizens and in their professional lives are empowered to do so through their education and training. In other words, they have acquired the requisite capacities - and very often, thanks to the excellence of their teachers.

Therefore, this ultimate aim is surely worthwhile and the future effectiveness and efficiency of higher education should be geared to this objective. The Human Development Report states that greater participation by people has ...... **"...become an imperative - a condition for survival."** (page 99)

Capacity-building in and through higher education has this imperative in view. However, at the same time and in the words of the Director-General of UNESCO ,**"....Development must have a human face."** Hence, it is essential that this aim be respected. In order to address these challenges, the higher education community - of which the NGO Consultation is a part - must strengthen its co-operation with UNESCO during the Fourth Medium Term Plan and beyond.

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Summary of UNESCO/NGO Collective Consultation Action

1988 - 1994

NGO UNITWIN/UNESCO Chair Projects

AAU: programme for higher education development in Africa

AAU / University of Pennsylvania USA: Literacy Training Development Programme in Africa

AAU / CRE / OUI: network for the quality of training in institutional and staff development (with the OECD and the European Association for Research and Development in Higher Education)

ACU / Commonwealth Higher Education Management Scheme (CHEMS) : institutional management (with the Commonwealth Secretariat)

ACU: network for women in higher education management (with the Commonwealth Secretariat)

AUPELF: network for Lebanese universities

CIEE: network for International University Volunteers (with the United Nations Volunteers)

CRE / COLUMBUS: Chairs in Technology Transfer (Brazil) and the Sociology of Science (Venezuela) (with the European Union)

CRE / COPERNICUS: Baltic and Danube networks in Environmental Law, Economics and Health (with the World Health Organization)

CUM: network for Mediterranean universities in Environmental Health

IFUW / ACU / AIESEC: the university curriculum and gender issues for human development

OUI: network for women, higher education and human development in North and South American universities

PRELUDE: network for Science, Technology and Society (with the European Union)

Transversal Support

AArU, UDUAL: regional issues

AIESEC, IUS, MIEC: student issues

AIPU, EI, FISE, IAUPL: the professoriate and staff development

FIUC, WUS: social issues and academic freedom

IAEA: assessment

IAU: information services, research on higher education

ICDE: distance learning systems

ICSU, UITA: science and technology issues

Collective Consultations

1988: Higher Education: Problems and Challenges for What Future?

1991: The Role of Higher Education in Society: Quality and Pertinence

1992: The Management of International Co-operation in Higher Education
(with the World Bank)

1994: Higher Education and Capacity-building for the 21st Century
(with the United Nations University)

Special Events

1994: Higher Education for Change and Development. NGO Round Table convened by IAU on the
UNESCO Policy Paper

1992: Higher Education Management in different socio-cultural contexts,
Geneva 43rd ICE

1990: Literacy and the Role of the University, Geneva, 42nd ICE

Round Tables

1990: The University and Society: International Co-operation
UNESCO/MIEC

1989: Higher Education Learning Resource Materials, Books and Journals: the Needs of Developing
Countries
UNESCO/ACU

1989: Enseignement supérieur scientifique et technique : nouvelles technologies de l'information et
de la communication
UNESCO/AUPELF

1988: Project COPERNICUS: Co-operation Programme in Europe for Research on Nature and
Industry through Co-ordinated University Study
UNESCO/CRE

1988: Les Responsabilités internationales du professeur d'université
UNESCO/IAUPL

1988: The Challenge of the University: providing education and meeting economic requirements
UNESCO/IUS

1988: Higher Level Distance Education and the Needs of Developing Countries
UNESCO/ICDE

1988: La Responsabilité des femmes dans la conduite de leur carrière et enseignement supérieur
UNESCO/IFUW

1988: Enseignement supérieur et interdisciplinarité : problèmes et perspectives
UNESCO/FIUC

1988: Fonctions et tâches. condition et statut du professeur d'université dans les sociétés en progrès
UNESCO/IAUPL

1988: Mobilité et échanges universitaires en vue de favoriser la formation et la coopération
internationales
UNESCO/AUPELF

1988: L'enseignement supérieur et le monde du travail
UNESCO/FISE

HIGHER EDUCATION AND SCIENTIFIC RESEARCH
AT THE ARAB UNIVERSITIES AND CHALLENGES OF THE FUTURE

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During the last decades of this century, higher education in the Arab countries witnessed an accelerating quantitative growth. The various statistics indicate a high increase in the number of students of graduate studies which may exceed more than 6.5 million during the first decade of the 21st century. In addition, the number of teaching staff members increased during this period and is expected to exceed 200,000 members. There was a great increase in the number of universities as well.This increase was accompanied by an increase of expenditure volume of the educational sector; cost assessments of higher education showed a great variance between rich and poor countries. The attempts of quantitative expansion of this sector and the increase of enrollment capacity by raising the number of universities would inevitably lead to raising the financial expenses, which cannot be afforded by most of the Arab countries. Consequently, the principle of democracy in higher education and the attempt to include the biggest sectors of society in education would fail.

Despite the quantitative growth of the sector of higher education recorded in the Arab countries at that period, no increase in quality was accompanied in return. On the other hand, this sector kept, for several factors, on its traditional manner either in its philisophy, aims, forms, order or in its curricula, methods, system and ways of its assessment.

Most Arab countries adopted the democratic philosophy in education. Not only does this philosophy emphasize on spreading education, but also it emphasizes the importance of expanding chances of success; decreasing the rates of emigration and increasing the chances of providing graduates the jobs fitting with their competences, since that the educational system should be democratic in its aims, curricula, methods and administration.While all the Arab countries adopts the concept of "Democracy of Education", they do not have unified curricula , neither in meaning

nor in application. We can ascribe the most important faults of curricula to the following two reasons:

1. Higher education curricula applied at the Arab countries do not reflect the problems of society. On the contrary , they are distant from the local needs and transcribed from the curricula used years ago at foreign universities, and as many adjustments were added to it , its faults were clearly realized.

2. Arab universities lack for a central corporation to be responsible for setting up programmes and curricula; and for following up its application and development in light of a general policy, taking into consideration the local needs and the modern global and scientific changes. It is also noted that the high rates of enrolled students are concentrated in and literary theoretical faculties and departments , despite the fact that more demand is directed lately towards scientific and applied sciences. Actually, some Arab countries began to establish technological universities and technical colleges of a short cycle concerned with providing the work sector with technicians.

It is worthwhile to note that the Arab world suffers from the emigration of graduates to the advanced and technical countries. In his study about the Arab braindrain and the role of higher education, Dr. Bubtanah summarized this phenomenon by stating that Institutions of higher education and the Arab universities are a fertile land for the emigration of its professors and students,because the non-realistic educational system and its inappropriation with the social, cultural and political conditions of the environment or society in which these institutions exist is a fundamental factor that leads to the emigration of Arab high level manpower to non-Arab countries.

Scientific research activities undertaken by Arab universities and higher education institutions are still limited although the laws regulating most of these institutions state that scientific research is one of the functions of a teaching staff member.The limited numbers of scientific activities may be ascribed to the following reasons:

1. The shortage of the universities' budgets of and the increase of administrative expenses.
2. The noticable lack of teaching staff members , particulartly at the scientific faculties as a result of braindrain.
3. loss of knowledge of the problems of society due to the total seperation from and lack of coordination between universities · and the productive institutions of the state.
4. The inadequate number of technicians and research assistants eligible in the field of higher education.
5. The absent sound scientific atmosphere and the unrooted concept of university autonomy.
6. The lack of academic freedom provided for the teaching staff members in most of the Arab universities.

Examining the status of university and higher education spread in the Arab countries, we realize that many obstacles exist in the march of higher education,which need to be emphasized and treated especially that we are on the threshold of a new century. The following are some of these cbstacles:

1. The population growth in the Arab region which is expected to reach 300,000 million during the first decade of the 21st century.
2. The rapid growth of the number of students willing to maintain their graduate studies and the probable great expansion of social demand for higher education during the next century will lead to a jumb in the number of students to exceed more than 6.5 million.
3. The high number of youth ranging between the age 17-23 who are outside the boundaries of higher education, with the probability of the rise of their rates.
4. The limited chances of learning available for inhabitants of rural and distant regions due to the inequal geographical distribution of the institutions of higher education.
5. The remarkable slowness of preparing high level teaching staff members and their limited number which does not agree with the increasing number of the students. So we need to multiply the number of teaching staff members during the beginning of the next century.

6. The increase of Arab braindrain inside and outside.
7. The high costs of higher education and the lack of financial resources; the low rates of investing university resources and utilities such as buildings, halls, laboratories..etc.; high costs of university infrastructure, and high costs of services and maintenance operations.
8. The cost free education in most Arab universities.
9. The expansion of using and relying on modern technology .
10. The political status of the Arab region in the last years where some countries were exposed to blockade, some to civil wars, and most others have a low national incomes.
11. The lack of academic freedom granted to teaching staff members and graduate studies students.
12. The use of foreign languages in teaching in most Arab universities and the imported curricula by which students are prepared and qualified without considering their local social and environmental problems.
13. The recent foundation of the Arab universities . We note that most Arab universities were established during the past two decades, therefore they are in the experimental phase.
14. The high rates of failure and drop out at the traditional universities which is a waste of the human and material elements.
15. The Arab region is about to face a radical cultural, ideological and political change during the next years. It is also expected to face a cultural and ideological invasion of a new pattern, which should be drawn into attention.

There is no doubt that all these factors affect the march of higher education in the Arab region. Needless to say that the recent political, social and econimical changes that ocured or will occur to the region in the next century should urge those responsible for planning for higher and university education to make a radical revision for its policies, regulations, legislations, administrative and organizing structure. They should—also modernize its curricula to cope with the social and economical development plans of the Arab countries, and they should set new effective plans to face these probable changes.

Higher education institutions should also adopt non-traditional patterns. Dr. Bubtanah mentioned some of these patterns in his study as follows:

1. **SHORT CYCLE HIGHER EDUCATION**
   In This kind, the period of study is less than four years and is present in different names such as: Community colleges, Technical institutions, the Polytechnique, The intermediate colleges. This pattern of learning is not somehow costly and may be developed easily and be spread both in cities and rural countries. It should be recommended to expand such pattern in all Arab countries and emphasize exchanging experiences among them.

2. **DISTANCE HIGHER EDUCATION:**
   In such pattern, large numbers of students wishing to maintain higher education may be enrolled since traditional universities cannot absorbed all these numbers,but in these institutions the education costs are less because they do not require large numbers of teaching staff members. In fact , some Arab countries have such patterns but they are still in the experimental phase. Therefore such pattern should be deepend and the possibility of applying it in all Arab countries should be studied, taking into consideration using the experiences of other countries that preceeded us in this respect.

3. **COOPERATIVE HIGHER EDUCATION:**
   The productive institutions establishes colleges and institutions of higher education supervised totally academically and technically by traditional higher institutions and universities. This pattern does not exist in our region. Therefore there should be a tendency to be directed to such substitutes in order to absorb the big number of students of higher education.

4. To Prevail the complementary system between Arab universities.
5. To Expand technological colleges.
6. To consider seriously the principle of teaching using the national language in all Arab countries. As the language is the container and the tool of thought, teaching in general should be connected with the national language, for using a foreign language in teaching and programming systems is a violation to the Arab cultural entity and is supposed to be a great danger facing our legacy and independence. Therefore, more basic and applied research should be undertaken to employ technology for our benefit and Arabic programmes should be set based on Arabic terminology.

HIGHER EDUCATION IN THE ARAB STATES:
HUMAN DEVELOPMENT AND THE CULTURE OF PEACE

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Any approach to higher education and capacity-building in the Arab States for the 21st century must focus on the main challenges that regional higher education institutions will face. These challenges are outlined below:

1. While Higher Education itself is an effective factor in the dynamics of socio-economic growth, the sub-sector is unable to meet the economic and social needs of Arab societies. Needs are rapidly changing and so it is important to anticipate changes in the socio-economic structure and react to these effectively.

2. There is a rising social demand for higher education, due to rapid population growth and to the limited admission capacities at higher education institutions. The estimated number of Arab higher education students today is about 3.5 million. It is expected that this number will be 6.2 million in the year 2000. This increase will require more institutions - perhaps up to 155 which is double the number today.

3. The 18-32 age group is increasing and is expected to reach 32 million at the end of the century. According to UNESCO and Arab estimates, higher education institutions in Arab countries may enrol 6.2 million students (i.e. about 20%) of this total figure. However, due to an imbalanced geographic distribution of higher education institutions, a great number of students such as those living in rural and remote areas will not be able to enrol in these institutions.

4. The professoriate numbers in Arab educational institutions will decline while student-teacher ratios will increase . It is estimated that the Arab professors will number about 344.000 in the year 2000, and the student-teacher ratio will be about 18:1.

5. There will be an increase in higher education costs and a decrease in traditional financial resources with little hope for substitute funding. It is well known that current higher education expenditure is very low in relation to the gross national product and to the annual budget of every Arab state. Furthermore, capital expenditure is too small, compared to the size of repeated current expenditure in the budget of higher education institutions. Even current expenditure does not utilize financial resources in the best way. According to UNESCO estimates, higher education expenditure in the Arab States will reach US$5,203 million in the year 2000. The repeated current expenditure is estimated at US$3,925 million, while capital expenditure will be US$1,278 million.

6. High technology will figure in all domains of life, which necessitates essential changes in types and models of higher education institutions. It is obvious that the 21st century will

witness the third age of the technological revolution - i.e. the internationalization of mass media and global cultural flow.

7. The structure of employment will alter, due to modern technology. The need will then arise to adapt human resource to the labour market.

8. Limited scientific research in the Arab world will adversely affect economic and social development plans. UNESCO statistics pointed out that the ratio of R&D scientists and engineers in the Arab States compared to the world was only 1.5% in 1990. In the same year, the total expenditure on scientific research was also low, since Arab States ratio was only 0.7% of the whole world expenditure.

Taking into account all these challenges and the present situation of higher education in the Arab States, major problems can be expected if the Arab higher education systems continue on their current basis.

Recommendations

An efficient education system can be defined as one which produces the most graduates, of the highest quality, in the shortest time and at the lowest cost. I think that Arab higher education systems are still far from achieving this objective. They need comprehensive and complementary reform that includes new goals, new structures, new fields of specialization, new professorial profiles and new students. In other words, a reform process that will enable these institutions to meet the new socio-economic order and to have high internal efficiency. I think it is not only useful but also necessary for the Arab higher education authorities to consider the following proposals:

1. To introduce new forms of higher education such as open universities, distance teaching systems, universities without walls or off-campus education, comprehensive universities, high schools and short cycle institutions. Some of these types and models have already been established in several instances. Examples include the Open University of Jerusalem, departments of continuing education and community service, private universities and the UNRWA-UNESCO Institute of Education.

2. To rationalize human and financial resources in higher education institutions by introducing the credit hour system and by shortening the summer vacation.

3. To search for new ways to alleviate the burden of higher education costs. In this respect, the Jordanian experience might be useful. Jordan has imposed a university tax upon imported goods and certain services in the country. The revenue thus obtained in allocated to Jordanian national universities and covers about 40 per cent of the annual budget of every university.

4. To review the actual expenditure system by giving more weight to the capital expenditure which is allocated for buildings, equipment, laboratories and materials, and by installing self-supporting facilities to ease the pressure on university budgets.

5. To modify the content of traditional educational programmes in order to meet the requirements of the labour market.

6. To diversify programmes so as to open higher education to the world of work and production by facilitating access for newly employed persons and for older and part time students.

7. To increase the quantity and improve the quality of the professoriate. In 1973 the Council of the AArU recommended the establishment of an Arab University for Graduate Studies. The project consisted of a wide network of graduate programmes distributed amongst the existing Arab universities. It was approved by ALECSO and by the Arab ministers of higher education in 1981 but unfortunately it has never been implemented.

8. To upskill the professoriate by short term training programmes, either before they start teaching or during their careers. These programmes should include the utilization of modern technology in teaching, training and scientific research. The German model of *Hochschuldidaktik* might be useful with certain adjustments.

9. A solution must be found to cope with weak students in Arab universities either by reforming education at the first and second levels or by creating remedial programmes at the universities for this purpose.

10. To orient higher education towards serving the culture of peace and the achievement of social and economic justice, and to place
major emphasis on certain values such as democracy, tolerance and respect of human rights. It is worth noting that, for several years, certain Arab universities have been teaching human rights as a course with credit hours.

Needless to say that Arab universities and their Association would welcome every opportunity to co-operate with UNESCO in projects or activities which could help implement the above mentioned recommendations.

HIGHER EDUCATION AND CAPACITY BUILDING

John Fielden
Association of Commonwealth
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SECTION I. THE ROLE OF ACU IN CAPACITY BUILDING

ACU's Constituency

The ACU is a global association with over 430 member institutions representing every continent and almost all the main ethnic groupings. The majority of our members are from the developing world, but they are all united by a common language and common traditions in the way universities are organised and managed. This unity facilitates all the Association's endeavours, although the style and coverage of institutions is becoming increasingly heterogenous.

In considering the problems faced by its constituency, ACU has identified the following factors which influence the role and achievements of its members:

a)   The universal governmental pressures on universities to produce more outcomes for less resources. This is allied to an assumption that in these circumstances the quality of the outputs can be maintained. The developing world faces doubled pressure because many governments are seeking to reduce the share of national resources taken by the historically well endowed university sector.

b)   The growing dependence of universities in the developed world on electronic technologies for internal communications and access to texts and other information. Again, this is an area in which developing economies are penalised and where their academic staff see the gulf between them and the developed world widening.

c)   The massive pressures on university managers are calling for new responses in the way that decisions are made and resources are allocated and controlled; the old English models, based on the community of scholars, have given way, in the UK at any rate, to a large array of different organisational solutions. Much of the Commonwealth which drew its organisational models from England has yet to learn that "things back home" have changed dramatically.

d)   Scientific equipment and library journals are increasingly specialised; only a few countries can make them and only a few more can afford to buy them. Universities in the developing world are reduced to seeking a junior role in partnerships or to begging from donors.

e) Governments of all kinds are trying to lessen the cost of higher education. Many believe that they can shift the cost burden to others. The scope for industrial sponsorship and consultancy is widely over-estimated by governments, as is industry's willingness to step in with other finance. In the case of cost-sharing with parents, through the imposition of student fees, governments in developing countries prefer to avoid the political backlash which such measures bring. Even Mrs Thatcher had difficulty with this policy and withdrew her proposals to increase UK students' fees in the mid-1980s.

f) The increasing gulf between the knowledge/skills of new graduates and older professionals in the same field. This is not always recognised by employers; nor is the need for *education permanente*. This can be a particular problem in those cultures where age and experience are revered more than technical excellence. This presents institutions of higher learning with major challenges if they are to structure their provision differently and provide continuing and adult education on a large scale. The emergence of dual mode institutions, in Australia for example, offering distance learning and conventional tuition side by side may well offer a more cost effective solution to the problem than the "standard" open university.

ACU's Responses

What is ACU doing to help its members overcome these problems? Before describing our efforts, it is important, first, to emphasise ACU's limited potential. Our main role is to use our subscription income for the benefit of our members. Apart from this our activities must either be agency functions on behalf of others or services that are self financing. However, a third strand of resource has recently emerged: the management of programme funds for a variety of funding agencies and backers in areas where we have expertise.

This paper focuses on three of ACU's activities; its fellowship programmes, its new programme for women and its consultancy and advisory service, CHEMS.

1. The ACU administers a range of Fellowship programmes, from its own resources (with a number of Development Fellowships) and on behalf of others, such as the UK Overseas Development Administration (in respect of its contribution to the Commonwealth Scholarship and Fellowship Plan) and the Commonwealth Secretariat (for Academic Exchange Fellowships and a scheme of medical elective awards). The purpose of the ACU's own Development Fellowships is to enable our member universities to develop the human resources of their countries through the interchange of people, knowledge, skills and technologies. They thus respond precisely to some of the issues described earlier. The scheme seeks to invest in men and women of potential at a mid point in their careers. It is perceived by Vice Chancellors as a helpful adjunct to their own staff development schemes. It also provides developing country staff with a window and gateway to new ideas and advanced technologies. The exchanges frequently lead to collaborative research links between institutions. In the year to March 1992 1,576 scholarships were awarded to people from 53 Commonwealth countries. The awards were held not merely in UK, Canada, New Zealand and Australia. but in six other Commonwealth countries in addition.

2.   ACU's experience has shown that there are not equal number of male and female candidates for awards.   Women are under-represented at the academic or administrative levels from which candidates would normally be drawn. The reasons for such under-representation have much to do with the variety of roles which societies throughout the world expect women to fulfil. Exacerbating the conflicting demand of family and career is an exclusion of women from the power structures. Since most university governance structures are hierarchical women are frequently prevented from participating in institutional change and personal development. Thus, university managers are failing to make use of a major human resource.   Our programme of staff development for women managers, which has involved training sessions in three continents, seeks to enhance the role of women in management processes. It also provides special fellowships and exchange visits for women.

3.   The management of institutions is becoming increasingly complex, for example with internal demands for sophisticated management information and governmental requests for performance indicators. ACU has responded to an invitation from the Commonwealth Secretariat to house the Commonwealth Higher Education Management Service (CHEMS). This is the first worldwide management consultancy service dedicated solely to helping universities solve their problems. It was launched at the end of 1993 with pump priming funds from the Commonwealth Fund for Technical Cooperation and ODA.   Since that date it has undertaken consultancy studies for the World Bank, ODA and institutions in UK and Canada. It is also working with UNESCO and the Association of African Universities on a project for African universities. One of the principal aims of CHEMS is to use a wide range of Commonwealth resources and it is thus particularly satisfying that on its most recently won project the consultancy team is drawn from Ghana, Zimbabwe, Lesotho, Canada and the UK.   Thus, not only will the client benefit, but also working in such a consultancy team will be valuable capacity building experience for some of its members.

Summary

ACU is a small INGO with limited funds and staff, but it is responding imaginatively to the needs of its member clients. It runs no formal training programmes (other than those within its women's programme) but puts a great deal of effort into running and developing fellowship and awards programmes. Its initiative in creating a management consultancy service has yet to be tested fully, but it meets a demand that is growing rapidly and that is central to the future well being of all universities.

SECTION II.   THE RELEVANCE OF TRAINING STRATEGIES FOR HIGHER EDUCATION IN THE 21ST CENTURY

The Six Lines of Enquiry

ACU's members have to be alert to all six of the International Commission's lines of enquiry in view of their status as the centres of learning in their societies. The role of ACU in assisting members in some of the areas is limited; for example member universities alone

decide their stance on some of the issues covered by the Commission under the headings of Education and Culture and Education and Citizenship. However, the ACU is in a position to contribute to universities' efforts in the other four lines of enquiry, as follows:

Education and social cohesion. The ACU's Women's Programme is targeted at helping to redress one area of inequity, directly through training. While women may not exactly come within the term "underclass" used by the Commission, their inability to share the benefit of higher education and in decision making is working against social cohesion as well as denying their communities the benefits of their trained minds.

Education and employment. Most English universities were traditionally somewhat aloof in providing adult or continuing education to those in employment and much of this culture was passed on to Commonwealth institutions. In the last 20 years, however, there has been a major shift in thinking. In the UK for example the Government allocates special funding for the provision of continuing education and HEI's compete aggressively to provide industry with tailored training packages to meet the needs of their employees. The exchanges of senior academic and administrative staff organised by ACU are one of the ways in which new approaches are passed on from one Commonwealth country to another. The ACU's Information Bulletin and its consultancy service also play a part in this dissemination.

Education and development. The scholarship programmes administered by the ACU have enabled over 25,000 academic staff to learn from academic colleagues in other countries. In 1992 139 Bangladeshis, 152 Nigerians and 53 Tanzanians participated in such a programme. The links they made and the research programmes they pursued will have enabled them to contribute to their countries' development. One of the problems which then emerges (and which the Commission has highlighted) is that neither their home governments nor industry are able to continue to finance such developmental activities. Nonetheless, the dire shortages of funding by governments does encourage the more entrepreneurial staff to seek funding by offering practical consultancy and research services to indigenous industries. However, a recent World Bank survey of this by Blair (1993) has shown the very limited scale of this income generation in Africa to date.

Education and research. The principal objective of the award schemes operated by the ACU is to develop the teaching and research skills of the fellows. As already mentioned, the links which are made are often continued without further external funding; in many cases Commonwealth bilateral aid donors step in with small funding to subsidise the continued contact. People exchange is only part of the solution. An increasingly common problem is how best to organise access by developing country researchers to scientific equipment in the developed world. The electronic gulf between developed and developing countries mentioned earlier will become a chasm unless the good intentions of donors who plan to bridge it are implemented very quickly.

ACU's efforts and activities in these areas cannot achieve much unless the developing country institutions that we help are able to influence their governments to adopt supportive policies.

The issues raised by the Commission pose some questions for ACU:

* should awards be more selective and favour those candidates or countries which are most likely to meet the social, developmental, employment or research objectives described?

* how else can ACU work with its members to resolve the problems of developing countries, bearing in mind that we are an association of individual institutions and not an aid agency?

SECTION III. RELEVANCE TO THE WORLD SUMMIT FOR SOCIAL DEVELOPMENT

The programmes of ACU are most concerned with the first and third of the three core issues being considered by the Summit: social integration and the expansion of employment. Of course, member institutions undertake research and provide governments with policy guidance and advice in all the areas covered by the Summit.

We have already described the objectives of the Women's Programme which match very much the concerns in paragraph 42 of the Secretary General's report.

The contribution of universities can be pivotal to the expansion of employment; in many Commonwealth countries, for example, the government subsidises university/industry linkage programmes which enable small businesses to benefit from postgraduate or senior staff helping with business problems. At a more advanced level the technology transfer activities of universities are beginning to reap major rewards for the more successful institutions. The ACU plays no direct role in promoting these linkages, yet its consultancy service - CHEMS - has the capability to advise those governments or universities who wish to increase the interactions between higher education and industry. Good relationships are not easy to establish, as there are many misconceptions on both sides about the other. Yet, once the exchange of people and ideas works effectively there is a massive opportunity for creating new products and expanding employment.

In developing countries universities have often been criticised for failing to put their skills to the service either of their nation's developmental problems or its industry. This is rarely now the case. In South Africa, for example, nearly all the Historically White Universities are involved in a major rethink of their role in the new society and some are introducing new curricula and research emphases directly related to national priorities. The Director of CHEMS has helped in one such transformation.

ACU cannot of course instruct its members, but through promoting good practice by its information dissemination activities and by advising with its consultancy service it can play a part in helping universities to respond to the World Summit's concerns.

AMÉLIORER LA QUALITÉ DE L'ENSEIGNEMENT ET DE LA FORMATION UNIVERSITAIRE, UNE DES CLÉS INDISPENSABLES DU DÉVELOPPEMENT

Jean-Marie De Ketele
Association internationale de
pédagogie universitaire

Créée en 1980 et regroupant plusieurs centaines d'universitaires francophones de toutes disciplines répartis dans 35 pays de l'Afrique, des Amériques et de l'Europe, l'Association Internationale de Pédagogie Universitaire (AIPU) est un carrefour d'expertise et de formation en pédagogie de l'enseignement supérieur. Organisme non gouvernemental à caractère international, l'AIPU est formée de trois zones (Afrique, Amériques, Europe); le soutien à sa zone Afrique est pour elle une priorité, ce qui rejoint les préoccupations de l'UNESCO et de sa 4° conférence du mois de septembre.

Dans les lignes qui suivent, nous ferons une brève synthèse de la situation de l'enseignement et de la formation dans les pays dits en voie de développement (en Afrique subsaharienne principalement) suite, notamment, aux politiques d'ajustement structurel. Nous considérerons ensuite les arguments qui plaident en faveur de scénarios pessimistes ou au contraire optimistes. Ceci nous amènera à émettre des propositions pour un développement optimal. Enfin, nous démontrerons que l'AIPU, en liaison et en complémentarité avec d'autres organismes, a un rôle important à jouer.

1. LES PRINCIPAUX EFFETS DES POLITIQUES D'AJUSTEMENT STRUCTUREL (PAS)

Recensant et analysant en 1992 de nombreuses études commanditées ou/et patronnées le plus souvent par les grands organismes internationaux (l'UNESCO, l'OCDE, le PNUD, la Banque Mondiale, le Fonds Monétaire International), nous constatons que les politiques d'ajustement structurel menées avec plus ou moins de rigueur dans les pays dits en voie de développement avaient engendrés des effets particulièrement néfastes dans différents secteurs de vie, et plus particulièrement dans les domaines de l'enseignement et de la formation. Nous reprendrons ci-dessous quelques éléments qui restent plus que jamais d'actualité en 1994 (pour plus de détails, voir De Ketele, 1992).

a) Effets des PAS sur la situation générale

Les nombreuses études recensées ont tenté de cerner les effets des PAS. Il importe de dire en préambule que.ces effets sont **particulièrement complexes:**

(1)   ils sont variables d'un pays à l'autre et sont fortement influencés par la situation économique et politique du pays;

(2)   dans de nombreux cas, les effets d'une politique d'ajustement dans un pays ont des répercussions marquées sur les pays voisins;

(3)   des effets positifs à court terme peuvent générer des effets négatifs à plus long terme (et réciproquement);

(4)   dans la recherche du pourquoi de certains effets négatifs, il est souvent difficile de dissocier la part des politiques d'ajustement de celle des mauvaises politiques de gestion antérieure, voire dans certains pays d'une culture de corruption (comme l'ont souligné des analystes à la conférence du CODESRIA à Dakar (9-12 septembre 1991); voir aussi l'étude de Niandou Souley, 1991).

On peut cependant épingler **un certain nombre d'effets fréquents** qui interagissent les uns avec les autres et dont il importe de tenir compte pour le plus long terme:

(1)   la plupart des programmes d'austérité mis en place ont pénalisé les plus pauvres, menant parfois à des situations d'émeutes spontanées;

(2)   la libéralisation et le retour aux lois du marché se sont traduits par une plus grande disponibilité des intrants et des biens de contrepartie mais à des prix supérieurs aux anciens prix administrés;

(3)   une multiplication des stratégies de survie caractérisées tantôt par la recherche de ressources complémentaires "tolérables" -travail dans le secteur informel, métiers multiples, compression de la consommation, endettement, travail des femmes,...-, tantôt par le recours à des activités illégales ou alégales - criminalité, prostitution, abandon des enfants, travail des enfants, vols à la tire en milieu urbain, vols de récolte sur pieds ou vol de bétail en milieu rural,...-;

(4)   des coupures dans de nombreux budgets rendant impossibles de nombreux projets de développement- principalement dans le domaine de la santé, de la justice sociale, de l'enseignement et de la formation- et empêchant même dans bien des cas la maintenance des infrastructures physiques existantes et le paiement des personnes;

(5)   la multiplication, variable selon les pays, des affrontements entre les autorités politiques et les groupes de pression (syndicats, enseignants et surtout étudiants).

La plupart des experts s'accordent à dire que ces effets -et d'autres que nous n'avons pas cités- sont **particulièrement marqués dans l'Afrique Subsaharienne.** Le bilan dressé pour cette région par Serageldin (1989) et conforté par Hugon (1991) se passe de commentaire: "Dans un contexte de décroissance du revenu par tête constatée durant la décennie 80, il y eut montée de la malnutrition voire de famine en relation avec le déclin de l'agriculture. 2/3 de la population rurale et 1/3 de la population urbaine vivent en deçà du seuil de pauvreté absolue. Le taux de mortalité infantile moyen est de 104/1000; le nombre de calories consommées par jour est de 2024; seulement 2/3 des populations urbaines et 1/4 des populations rurales ont accès à l'eau potable. L'espérance de vie est de 49 ans pour les hommes et de 53 pour les femmes." (p.22)

b) **Effets des PAS sur la situation de l'enseignement et de la formation**

Entre 1980 et 1986, **les dépenses publiques** par habitant afférentes à l'enseignement en Afrique **ont diminué de la moitié** selon les estimations de l'UNESCO (Annuaire statistique, 1988): de 33 dollars, elles sont passées à 15 dollars, alors qu'elles augmentaient pour les pays industrialisés (de 471 à 595 dollars).

Dans son "Rapport sur le développement dans le monde" de 1988, la Banque mondiale fournit des statistiques qui montrent que **le secteur enseignement et formation est davantage touché** que les autres: ainsi, sur 11 pays à faible revenu ayant fait l'objet d'une étude, on constate les diminutions de budgets suivantes: défense (4 pays sur 11), services économiques (5/11), sécurité sociale (6/11), santé (6/11), **enseignement-formation (8/11)**.

Les statistiques de l'UNESCO révèlent encore que, malgré la croissance démographique, **le taux annuel moyen de croissance des effectifs scolaires africains a chuté fortement** entre la période 1960-1980 et la période 1980-1986, tant au niveau primaire (de 8,2% à 2,3%), qu'au niveau secondaire (13,2% à 8,5%) et au niveau supérieur (de 12,8% à 8%). Entre 1960-1980, les décideurs ont essayé de faire face aux conséquences d'une croissance rapide. "La récession économique qui a commencé à la fin des années 70 et qui s'est poursuivie au cours des années 1980 a eu des répercussions importantes et graves sur l'éducation et le développement des ressources humaines dans les pays en développement." (Hallak, 1990, p.45).

Les effets de l'austérité ne peuvent s'apprécier exclusivement en terme de dépenses publiques. Il est nécessaire de prendre en compte:

(1)   l'allocation des ressources (publiques, privées, aides extérieures) à travers les différentes rubriques (principalement les bâtiments et équipements d'une part, le personnel d'autre part);

(2)   les flux d'élèves;

(3)   les résultats directs (performances scolaires) et indirects (autres effets sur le développement du pays);

(4)   l'éducation informelle et

(5)   plus largement les politiques visées par les pays en voie de développement.

Entre 1960 et 1980, les pays en voie de développement ont dépensé de gros budgets en faveur des constructions scolaires. La crise a stoppé de nombreux projets d'implantation. Et **le système des dédoublements d'horaires ou des classes alternées** de même que l'augmentation des effectifs par classe n'ont pas suffi pour répondre à l'augmentation démographique (plus de 6% l'an dans certaines zones urbaines) et à la forte demande sociale de scolarisation; en outre, il ne faut pas oublier que le caractère économiquement rentable d'un tel système masque une série d'effets négatifs, comme le souligne Hallak (1990, p.37): "Un bâtiment doit disposer de lieux de stockage sûrs, pour pouvoir accueillir des classes alternées; or, il en existe rarement. L'équipement se limite à ce que les enseignants et les élèves peuvent emporter chaque jour. Les maîtres ne peuvent ni établir des projets et des

graphiques, ni faire des expériences de façon continue et exposer les travaux des enfants, toutes activités qui jouent un rôle si important dans un bon établissement primaire. Ils ne peuvent pas non plus pénétrer dans leur classe avant le cours pour écrire au tableau, ni rester après pour parler avec les élèves plus motivés de la poursuite d'une activité qui les a intéressés. La journée progressivement raccourcie et des différences sensibles commencent à se manifester d'une semaine à l'autre." Comme en outre les classes prévues pour 40 en contiennent plus dans de nombreux cas, on devine aisément l'impact de telles situations sur la motivation des enseignants et des élèves, d'autant plus que la maintenance et le nettoyage sont souvent approximatifs, voire inexistants.

L'équipement pédagogique fait cruellement défaut dans beaucoup de pays en voie de développement. Selon une enquête de la Banque mondiale (1989), de 25 à 98% (selon les pays, objet de l'enquête) des élèves ne disposent pas de livres scolaires; ceci est particulièrement grave pour les deux premières années de l'enseignement primaire, surtout pour les enfants des familles analphabètes ne disposant pas chez eux de livres et ne pouvant se faire aider. Si l'enseignement primaire est plus particulièrement touché par la crise et les politiques d'ajustement, les autres niveaux sont également touchés. Soulignons, à titre d'exemple parmi d'autres, que l'enseignement scientifique ne dispose plus des ressources suffisantes (matériel de laboratoire et produits de base nécessaires) pour assurer un enseignement expérimental et qu'il se contente donc d'un enseignement purement formel.

Pour pallier l'insuffisance de ressources au niveau de l'infrastructure matérielle, **des initiatives ont été prises**, telles l'intéressement des collectivités locales, l'augmentation de la contribution privée des familles (augmentation du minerval ou diverses stratégies de prêts), voire un recours accru aux institutions privées.

Le poste budgétaire **"salaires des enseignants et du personnel administratif et de supervision"**, de par sa récurrence, pèse lourdement sur les finances publiques en cas de période de récession. Aussi a-t-on vu les salaires diminuer drastiquement dans la plupart des pays africains à partir de 1980 (baisse moyenne de 17% en termes réels entre 1980 et 1985 et jusqu'à 30% dans certains pays - chiffres rapportés par Hallak, 1990, p.40) et cette tendance s'est confirmée par la suite, ce qui n'a pas manqué de provoquer des conflits ou obligé des enseignants à recourir à des stratégies complémentaires pour assurer à leur famille un niveau de vie suffisant.

On a donc observé **une dégradation de la qualité de l'enseignement**, accentuée par:

(1)   une pénurie d'enseignants face à la poussée démographique et à la demande scolaire -du moins dans les disciplines scientifiques et technologiques,

(2)   à une sousqualification des enseignants en exercice (selon la Banque mondiale, dans 10 des 33 pays de l'Afrique subsaharienne sur lesquels elle dispose de données, la majorité des instituteurs du primaire n'ont même pas terminé leurs études secondaires),

(3)   une absence quasi-totale de formation continuée,

(4)   un non-retour au pays de nombreux étudiants formés dans les universités étrangères...

Quant au **personnel administratif et de supervision**, il manque souvent des ressources nécessaires et des connaissances techniques suffisantes (même dans les plus grandes écoles) pour accomplir ses tâches de gestion ou de supervision.

La qualité d'un système d'enseignement peut être abordée aussi par **une analyse statistique des flux d'élèves**, à travers surtout le taux de scolarisation selon les différents niveaux d'étude et à travers les taux d'abandons et de redoublements. Si la situation varie assez fort d'un pays à l'autre et s'il est parfois difficile d'obtenir des données fiables à ce sujet, il semble que la crise ait entravé le projet d'une "éducation pour tous". Hallak (1990, p.42) avance des chiffres étonnants: "en moyenne, dans tous les pays en voie de développement, 25% des enfants d'âge scolaire ne fréquentent pas l'école, cette proportion atteignant 40% chez les filles". Et pour ceux qui se sont inscrits, un des problèmes aigus de nombreux pays en voie de développement est de maintenir les enfants à l'école. Ainsi, au niveau du primaire, l'absentéisme au moment des récoltes est assez fréquent, prélude de difficultés scolaires, d'échecs, de redoublements et d'abandons définitifs. "Dans plusieurs pays d'Afrique et d'Amérique latine, 20 à 30% des effectifs de l'enseignement secondaire sont des redoublants et dans le primaire, cette proportion est plus proche de 50% pour certains pays. En outre, le taux moyen de redoublements a augmenté depuis 1980 dans les pays à faible revenu." (Hallak, 1990, p.42-43)

Une des mesures les plus évidentes du rendement d'un système d'enseignement repose sur **la mesure des performances scolaires**, soit à travers des examens nationaux officiels, soit à travers des tests spécialement conçus à cet effet (comme dans le cadre d'enquêtes comparatives internationales). On dispose de quelques études célèbres pour les pays développés ou pour quelques pays en voie de développement, le plus souvent non-francophones. Dans "L'étude sur les sciences" de l'AIE menée dans 23 pays et rapportée en 1990 par Postlethwaite et Wealy, les pays développés ont des résultats moyens supérieurs; cependant, certains pays du Sud-Est asiatique (Hong Kong et Singapour) obtiennent dans l'enseignement secondaire d'excellents résultats dans toutes les matières scientifiques, alors que le Ghana, le Nigéria, les Philippines et le Zimbabwe ont obtenu des résultats uniformément faibles par rapport aux autres pays en voie de développement. On ne peut s'étonner de ces résultats quand on connaît les conditions dans lesquelles sont dispensés ces enseignements dans ces pays.

Les experts s'accordent sur le fait qu'**élever le niveau d'éducation a des effets positifs sur toute une série de paramètres du développement des pays.** Ainsi Psacharapoulos et Woodhall (1988) ont étudié les relations entre le niveau d'éducation et la fécondité, la nutrition, la santé et les revenus. Soulignons quelques résultats importants:

(1)   A long terme, l'éducation finit par réduire la fécondité; et réciproquement, les familles qui contrôlent leur **fécondité** sont plus souvent soucieuses de l'éducation de leurs enfants. C'est surtout l'élévation du niveau d'éducation des femmes qui a un impact sur la réduction de la fécondité, surtout dans les zones urbaines.

(2)   L'espérance de vie et l'attention aux problèmes de **santé** est corrélée avec le niveau d'éducation; d'autre part, des enfants bien nourris et en bonne santé ont des performances meilleures. Ces relations continuent à exister si on neutralise les effets de la variable "revenus".

(3)   Cette dernière variable est évidemment reliée au niveau d'éducation: les enfants de
        parents à **revenus** élevés ont des performances meilleures et ont plus de chance de
        voir à long terme des revenus plus élevés.

Comment la crise et les politiques d'ajustement ont-elles fait jouer ces relations? Selon de
nombreux auteurs, **ces relations en période d'austérité jouent négativement dans la
plupart des cas** puisque les femmes ont été touchées plus que les hommes par la crise, que
la pauvreté a augmenté, que les revenus ont globalement diminué pour de nombreuses
catégories de personnes. La crise et les politiques d'ajustement structurel dans de nombreux
pays ont accentué le cercle vicieux des relations entre les variables précitées que les
politiques des années 60-70 avaient tenté de réduire.

L'éducation non formelle consiste, *selon la définition de Lewin (1987, p.74),* "en
prestations destinées à des groupes sociaux déjà marginalisés, organisées sur la base de
programmes relativement temporaires et souvent confiées à un personnel non titularisé,
pouvant dépendre de concours bénévoles et, de ce fait, considérées comme des activités de
second ordre". Selon le même auteur, l'éducation non formelle a subi davantage les
conséquences de la crise pour plusieurs raisons: elle est plus fragmentaire pour des raisons
d'organisation et d'implantation géographique; faiblement institutionnalisée, elle n'a pas de
groupes de pression concernés pour la défendre, comme c'est le cas pour l'éducation
formelle.

Quoique le tableau présenté doit être nuancé, car **les pays sont loin d'être homogènes**, et
complété par des études plus récentes, car certains phénomènes peuvent avoir évolué dans
un sens ou dans l'autre ces derniers temps, le tableau d'ensemble peut paraître sombre et
bien loin des politiques de développement souhaitées et proclamées dans de nombreuses
réunions internationales. Le droit à l'éducation pour tous inscrit dans la charte des droits de
l'homme à laquelle ont adhéré de nombreux pays et les signes attendus d'une meilleure
répartition des niveaux d'éducation en faveur des femmes, des régions défavorisées, des
zones rurales et des minorités (toutes choses rappelées solennellement dans la déclaration
mondiale sur l'éducation pour tous, rédigée et approuvée lors de la conférence mondiale
tenue à Jomtien en Thailande du 5 au 9 mars 1990) ont cruellement régressé suite aux coups
de buttoirs de la crise économique et sans doute aussi parce que les politiques de gestion
n'étaient pas toujours celles qu'il aurait fallu mener.

c)   La situation s'est aggravées ces deux dernières années dans de nombreux pays d'Afrique

Dressées en 1992, ces analyses présentées ci-dessus restent d'une actualité plus que brûlante;
on peut même dire que les situations se sont aggravées ces deux dernières années. Qu'il nous
suffise de présenter quelques indicateurs communiqués par nos collègues africains de l'AIPU
ou diffusés largement par les media:

- dans de nombreux pays, les enseignants n'ont plus été payés depuis de nombreux mois
(depuis maintenant 20 mois au Congo Brazzaville, pour ne citer qu'un exemple);

- le plus souvent dans ces mêmes pays, mais aussi dans d'autres, les directeurs des établissement scolaires ne reçoivent plus le moindre franc pour la gestion de leurs établissements;

- dans ces pays, seules fonctionnent les écoles prises en charge par les collectivités locales et les associations de parents, mais au prix de classes à effectif pléthorique (selon nos collègues africains, la moyenne par classe tourne autour de 115 élèves en primaire, 90 au collège et 75 au lycée; et ce ne sont là que des moyennes!);

- la situation des universités n'est guère plus brillante: de nombreuses universités gérées par l'Etat sont fermées ou ne fonctionnent plus de fait; dans les universités qui subsistent, les années "blanches" se multiplient suite aux grèves des étudiants ou des enseignants (comme à Dakar, par exemple, cette année); suite aux effectifs pléthoriques (non seulement sous la poussée démographique, mais aussi par un effet d'incrustement des étudiants ou de "pseudo-étudiants" qui veulent profiter des avantages sociaux de l'université), de nombreux départements ont été obligés de réduire ou de supprimer les T.P. et les T.D. ou de fonctionner avec des effectifs rendant impossible une formation un minimum adéquate...

- et que dire de pays comme le Rwanda qui programment de véritables génocides des intellectuels d'ethnies concurrentes!...

2. VERS DES SCENARIOS PESSIMISTES OU OPTIMISTES ?

2.1. Vers des scénarios pessimistes

L'état de la question qui vient d'être fait pourrait inspirer des scénarios pessimistes, voire extrêmement pessimistes. A cet effet, **il ne manque pas d'arguments:**

(1) Tous les effets à long terme (effets pernicieux en cascade) ne se sont pas encore fait sentir.

(2) Au plan économique, le marché de situe de plus en plus au niveau mondial; en conséquence, les pays à faible revenu et à faible développement seront de plus en plus pénalisés.

(3) La distinction entre pays développés et pays en voie de développement devient de moins en moins pertinente; à côté des pays de plus en plus développés se débattent des pays de plus en plus sous-développés.

(4) La notion actuelle de développement n'implique pas simplement d'assurer les conditions minimales de survie et d'éducation, mais implique de se positionner le plus haut possible dans "le développement de la matière grise", ce qui implique une politique à long terme de développement de centres d'enseignement et de recherche qui puissent rivaliser avec les meilleurs centres internationaux.

(5)   Les banques de données et de traitement de l'information, outils de communication devenus indispensables pour le développement, se trouvent concentrées dans quelques pays développés.

(6)   On assiste à une fuite des cerveaux africains vers les pays les plus développés (non-retour au terme des études ou émigration).

(7)   Les décideurs sont actuellement condamnés à régler des problèmes quotidiens quasi-insurmontables, comme d'assurer la survie de tranches entières de population, problèmes qui ne pourront qu'empirer compte tenu de l'évolution démographique non contenue des pays africains.

(8)   Les groupes de pression deviennent de plus en plus pressants et on peut s'attendre à des conflits et même des émeutes de plus en plus fréquents qui détruiront ce qui reste des outils de production.

(9)   La coexistence de populations multi-ethniques et multi-religieuses dans des conditions de pénurie va entraîner une "balkanisation" de l'Afrique, la rendant encore plus instable et plus vulnérable.

(10)   Une certaine culture de corruption et de détournement des fonds publics par des classes favorisées, associée à une normalisation d'actes de survie illégaux ou alégaux chez des populations défavorisées détruisent les valeurs indispensables à tout redressement...

2.2.   Vers des scénarios optimistes

D'autres (voir notamment l'analyse récente de Michel Norro, 1994) estiment au contraire que la situation actuelle contient les germes d'un renversement complet de la situation. Ici encore, tentons d'énoncer les arguments qui plaident en faveur d'une vision optimiste.

(1)   La force des pays en développement réside dans sa population active, même si pour l'instant la poussée démographique pose des problèmes difficiles à surmonter.

(2)   L'éducation des femmes dans les pays en développement est la clé pour la résolution de nombreux problèmes de développement. Les esprits l'acceptent beaucoup plus qu'avant.

(3)   Le pourrissement de la situation, accéléré par la crise économique et par la prise de conscience des exactions d'une certaine classe sociale, entraînera nécessairement une réaction qui se cristallisera autour de quelques leaders charismatiques qui éveilleront le dynamisme de la population et comprendront la nécessité d'élever le niveau éducatif des forces vives du pays.

(4)   En s'agrandissant, le fossé entre les pays développés et les pays en développement devient de plus en plus menaçant pour les premiers qui, tirant les leçons de l'histoire, craignent une invasion de leur territoire devenu trop attractif, comme certains signes

semblent l'indiquer: immigration, réfugiés politiques ou économiques...Les pays développés sont donc condamnés à élever le niveau économique et éducatif des pays en développement.

(5)   Pour les pays développés, les pays en développement constituent un marché économique potentiel extraordinaire, compte tenu de leur population. Elever leur pouvoir d'achat, ce qui implique une élévation du potentiel éducatif, est une condition nécessaire dans un contexte où les lois du marché se situent au plan mondial. Ceci est une condition nécessaire pour favoriser les échanges régionaux   et intercontinentaux et créer des richesses qui auront des retombées positives sur l'éducation. On renverserait ainsi le cercle vicieux actuel.

(6)   Les stratégies de survie, rendues nécessaires par la crise économique, développent des attentes moindres vis à vis des autorités centrales impuissantes et génèrent des attitudes plus autonomes et inventives de la part des individus et des collectivités locales. C'est là qu'il faut trouver les forces vives pour un meilleur développement futur.

(7)   La fuite des cerveaux vers les pays développés est un épisode temporaire, dans la mesure où les personnes conservent leur identité culturelle et où leurs pays d'origine sont prêts à les réintégrer. Elles pourraient jouer un grand rôle dans les efforts de redéploiement des stratégies de développement.

(8)   Les diversités ethniques, culturelles et religieuses des pays en développement constituent à plus long terme une richesse pour le développement, plutôt qu'un frein. Des stratégies de respect de la différence doivent être mises en oeuvre en ce sens.

(9)   L'ouverture à une culture démocratique a tendance à se généraliser, permet la critique des politiques de développement et rend de plus en plus insupportables les mauvaises exploitations et les détournements des fonds publics.

(10)   De plus en plus d'intellectuels des pays en développement jouent un véritable rôle d'intellectuel, dans le sens où ils exercent un rôle d' "éveilleur" et non pas simplement un rôle de "porte-drapeau" ou de "tiroir-caisse". C'est là un levain qui fonde une vision optimiste.

Cette vision optimiste peut se résumer en une phrase: "L'Afrique subsaharienne dispose des ressources nécessaires, tant humaines que naturelles, pour reprendre le chemin du développement.

3. DES PROPOSITIONS POUR UN DÉVELOPPEMENT OPTIMAL

Si une dose certaine d'optimisme est nécessaire pour entreprendre tout projet, encore faut-il une vision suffisamment claire de la direction à poursuivre.

Mais par quel bout entamer la réflexion? Faut-il se poser d'abord la question de ce qu'il faut entendre par "développement optimal" en regard du contexte décrit et anticipé afin d'émettre

des propositions cohérentes? Faut-il, au contraire et par souci de pragmatisme terre à terre, passer en revue chaque problème par ordre de priorité?

Il nous semble que ces deux approches, la rationnelle et la pragmatique, vont nous conduire vers des impasses et qu'il faille centrer notre attention sur **le cercle vicieux** auquel se trouvent confrontés actuellement les pays en développement et qui **peut se résumer ainsi**: la crise économique entraîne une diminution des ressources susceptibles d'être affectées à l'enseignement et à la formation, ce qui se répercute sur leur rendement externe et interne, affecte le moral du personnel...; conjointement, ces effets en chaîne sont renforcés par une poussée démographique galopante, ce qui augmente encore la demande sociale d'éducation non satisfaite et détériore les conditions favorables à un enseignement et une formation de qualité et diminue encore l'impact que l'éducation pourrait avoir sur le développement économique, la santé et la position des pays en développement face aux enjeux mondiaux.

S'il est vrai que tous nos efforts doivent se concentrer sur la résolution d'un tel cercle vicieux, il faut veiller à émettre **des pistes et des propositions de solution qui obéissent à certaines conditions**, dont les suivantes:

(1)   les propositions doivent s'inscrire dans la durée et il faut utiliser le temps comme un allié plutôt qu'un ennemi;

(2)   il importe de tenir compte du fait que les situations actuelles et anticipées sont variables selon les pays;

(3)   les propositions doivent être pensées en termes de résultats les plus probables plutôt qu'en termes de résultats souhaitables;

(4)   toute proposition doit être accompagnée d'une analyse des conditions de mise en oeuvre;

(5)   toute proposition ayant des retombées dans d'autres secteurs, il importe de mettre en évidence celles-ci: on ne peut plus à l'avenir dissocier efficacité interne, efficacité externe, équité de l'investissement éducatif et liens entre celui-ci et les autres secteurs (santé, hygiène, nutrition, emploi...).

Dans les lignes qui suivent, nous n'avons pas l'intention de lister toutes les propositions susceptibles d'être retenues, mais tout simplement de livrer quelques lignes directrices très souvent mentionnées dans la littérature récente et qui, nous l'espérons, pourront stimuler notre réflexion et guider notre action.

a)   Faire de l'éducation et du développement des ressources humaines un secteur prioritaire de l'aide internationale

Cette proposition se base sur les résultats de nombreuses études qui tendent à montrer l'importance du capital humain par rapport au capital physique. Dans cette optique, l'aide internationale devrait, selon Hallak (1990), tenir compte des capacités d'absorption des pays

bénéficiaires, de leurs insuffisances et de l'invention de modes de financement originaux, comme des opérations d'échange ou de troc dans le cas des pays fortement endettés.

b) Adopter une conception globale du développement des ressources humaines

Les stratégies au coup par coup devraient être abandonnées au profit d'aides qui s'inscrivent dans la durée et qui tiennent compte à la fois des changements de priorité et des priorités dans les autres secteurs (nutrition, santé, besoin de main d'oeuvre,...).

c) Assurer l'aide au développement des ressources humaines dans le cadre des politiques nationales de développement et de solides engagements mutuels

L'aide "au goutte à goutte" ou l'aide "qui est toujours bonne à prendre" devraient être bannies. Mais ceci supposerait que les objectifs nationaux soient clairement définis en tenant compte de la durée et que pays concernés et organismes d'aide respectent leurs engagements réciproques.

d) Elargir l'horizon temporel de la coopération internationale en matière d'éducation

Le développement et l'amélioration de l'efficacité des initiatives ne peuvent se faire qu'inscrites dans la durée. La coopération multilatérale et bilatérale devrait être repensée dans ce sens.

e) S'attacher à l'extension et à l'amélioration à long terme des capacités institutionnelles des pays bénéficiaires

Une aide ne pourra être efficace que si les pays bénéficiaires sont dotés d'institutions nationales et régionales solides de coordination de cette aide, composées de personnes compétentes et soucieuses avant tout d'un développement global, aux "effets démultiplicateurs", générateur d'une dépendance de moins en moins grande vis à vis des aides extérieures, pris en charge le plus vite possible par des personnes à la fois compétentes et intègres, ce qui implique une liaison étroite entre mise en place d'une initiative et formation de toutes les personnes concernées.

f) Assurer la pérennité financière des politiques de développement des ressources humaines

Pour éviter les gaspillages et assurer la rentabilité des aides, ceci devrait être un critère essentiel. Il faut donc faire preuve d'imagination pour inventer des stratégies qui assurent la pérennité financière des politiques nationales et régionales de financement. Hallak (1990) en cite quelques-unes: générer des ressources grâce à des associations internationales ou bilatérales entre entreprises productrices de biens et de services éducatifs dans les pays industrialisés et en développement; économiser des devises étrangères grâce au développement d'établissements d'enseignement nationaux et régionaux (notamment

d'universités et de centres de recherche); réduire les coûts par une amélioration de l'efficacité interne; renforcer les processus de contrôle et d'affectation des ressources...

g) Fournir une aide à certains domaines stratégiques de la gestion sectorielle de l'éducation

Les pays en développement pourraient s'accorder pour soutenir des secteurs prioritaires, tels: des incitations financières et non financières pour élever la motivation du personnel éducatif; des aides aux efforts d'amélioration des modes et structures d'évaluation; la mise sur pied et le maintien d' "observatoires permanents" pour l'aide à la prise de décision, le développement et la distribution de manuels scolaires et plus largement d'équipements pédagogiques, l'élaboration et le suivi de certaines stratégies d'enseignement à distance...

h) Améliorer l'appareil administratif des pays concernés

L'amélioration de l'efficacité du système d'enseignement et de formation est conditionnée en partie par la compétence et l'attitude du personnel administratif ainsi que par le mode d'organisation et de fonctionnement de l'appareil administratif. La réalisation de certains projets, tant au niveau national que local, doit intégrer des aides à une amélioration des aspects administratifs.

i) Soutenir la coopération "Sud-Sud" et la coopération à plusieurs niveaux

La coopération internationale devrait accroître son aide aux réseaux d'échanges qui mettent en contact les institutions éducatives et les experts. Ces échanges devraient concerner tous les niveaux et tous les types d'enseignement (pas seulement certains d'entre eux). Le bilan des réseaux existant depuis quelques années révèle des résultats globalement positifs. Il serait nécessaire de se pencher davantage sur les conditions qui optimisent leur efficacité.

j) Promouvoir la coordination et l'intégration organisationnelle en matière de coopération internationale

Le cloisonnement des organisations d'aide a souvent nui au développement. On assiste de plus en plus à de telles associations. Cette évolution ne peut être que profitable pour les pays bénéficiaires, surtout si ceux-ci ont réussi à créer un organisme national de coordination des projets et des aides au développement.

4. L'AIPU A UN ROLE IMPORTANT A JOUER

Fort de cette analyse et compte tenu des propositions énoncées ci-dessus en faveur d'un développement optimal, l'AIPU estime avoir un rôle important à jouer en liaison et en complémentarité avec d'autres partenaires. En effet, l'AIPU est une association de professeurs d'universités ayant pour visée essentielle l'amélioration de la qualité de la

formation universitaire, afin à la fois de fournir les cadres de la société et de créer un potentiel critique et créatif au service de la société. Par ailleurs, l'université a la lourde et importante charge de former les enseignants de pratiquement tous les niveaux, depuis le primaire jusqu'à l'université. On peut donc dire que le développement d'un pays -et c'est sans doute encore plus marqué dans les pays en voie de développement- est étroitement dépendant de la qualité de son université, ce qui implique non seulement efficacité interne, mais aussi efficacité externe et équité.

L'AIPU est donc une association qui tente de faire face aux nombreux défis auxquels est confronté l'enseignement supérieur parmi lesquels nous relevons les suivants:

- Quel profil de formation voulons nous privilégier dans tel environnement, compte tenu de ses besoins? Au-delà des connaissances indispensables, quelles sont les compétences cognitives et les savoir-être à développer pour former des étudiants de qualité, c'est-à-dire disposant d'un potentiel critique et créatif et suffisamment impliqués pour être des agents de développement de la société? Quelles valeurs promouvoir et comment les promouvoir pour générer une société gouvernée par des cadres intègres et lutter contre la culture de corruption qui a entravé le développement de bien des pays?

- Quels sont les dispositifs d'enseignement et d'apprentissage qui permettent, dans un environnement donné, de réaliser le profil de formation préconisé? Comment faire face aux effectifs pléthoriques? Quels dispositifs réalistes mettre en oeuvre pour favoriser l'interdisciplinarité, le contact avec les problèmes rencontrés sur le terrain, une réflexion sur les effets sociaux des politiques adoptées, une recherche des causes et des moyens face aux problèmes identifiés ... en un mot pour produire du savoir pertinent?

- Quels sont les effets à court et à long terme des politiques de formation et des dispositifs concrets mis en oeuvre? Comment les évaluer? Que peut-on inférer des études évaluatives? Vers qui répercuter les résultats? Sous quelle forme?

- Dans un environnement donné, comment répartir dans la communauté universitaire les trois missions fondamentales de toute université: la recherche, l'enseignement et les services à la "communauté"? Ne faut-il pas promouvoir, particulièrement dans les pays en développement, une recherche tournée vers l'action? Et parmi celle-ci, ne faut-il pas multiplier les recherches sur la qualité de l'enseignement et de la formation, et cela à tous les niveaux puisque l'enseignement supérieur a la responsabilité de former enseignants et gestionnaires? Puisque la recherche, ou du moins "l'esprit de recherche", caractérise l'université, n'est-il pas indispensable que ceux qui ont de lourdes charges d'enseignement ou de gestion et qui n'ont pas ou plus la possibilité de mener de recherches dans la suite de leur doctorat (ce qui est particulièrement fréquent dans certaines universités) n'oublient pas d'accomplir leurs tâches dans un esprit de recherche et autant que possible de créer du savoir communicable et valorisé dans des publications scientifiques? N'est-ce pas là une voie à privilégier pour former le personnel des universités, comme le réclament actuellement tant de voix?

Ce sont de telles questions, parmi d'autres, que l'AIPU se pose et auxquelles elle tente de répondre. Et, si bien poser les questions est déjà y répondre, en partie du moins, il n'en est pas moins indispensable de penser aux dispositifs à mettre en oeuvre pour y répondre de façon pertinente et efficace.

Après une phase de centralisation indispensable pour créer l'association, l'AIPU s'est restructurée sous forme de réseaux partant des institutions à la base: dans chaque institution membre, un réseau local se forme sous l'impulsion d'un animateur-coordonnateur; chaque réseau local a sa vie propre, mais a besoin de se dynamiser par des échanges avec d'autres réseaux locaux; c'est ainsi que des régionales se constituent et se regroupent dans leur zone continentale; chaque zone se désigne un bureau qui délègue trois membres pour l'association mondiale; les trois zones (Afrique, Amériques et Europe) constituent donc l'AIPU; ces délégués constituent la base du conseil d'administration, présidé par l'un deux; la coordination et les échanges d'information sont assurés par un secrétariat général.

En étroite cohérence avec cette structure "bottom-up" qui se veut partir des besoins et des initiatives du terrain, l'AIPU s'est dotée d'outils privilégiés:

- la mise sur pied de réunions d'échanges d'expériences, de réflexion, de résultats de recherche, de formation ... au niveau local ou régional (exemple: en septembre 1993, "La pédagogie des grands groupes: l'examen oral"; en septembre 1994, "La pédagogie des grands groupes: l'examen écrit"; en septembre 1995, "La pédagogie des grands groupes: les QCM"...);

- la tenue de colloques internationaux regroupant les membres des trois zones et la publication des actes (les références bibliographiques présentées en fin de texte en témoignent);

- des manifestations particulières suscitées par des membres (ainsi, on peut signaler, à titre d'exemple, des initiatives à Dakar sur la pédagogie des grands groupes, à Madrid et à Valence sur la pédagogie universitaire au premier cycle; et dans un avenir proche, les 12 et 13 septembre 1994 se tiendra un symposium international à Louvain-la-Neuve sur "La formation des professeurs d'université"; ainsi aussi, l'université de Hull s'est associée avec l'AIPU-communauté française de Belgique pour organiser en octobre 1994 un colloque itinérant en pédagogie universitaire);

- une publication internationale "Res Academica" (faisant suite à "Pédagogiques") permettant aux membres de l'AIPU de publier des articles inédits éclairant la problématique de l'enseignement supérieur; cette publication constitue un outil important de visibilité et de valorisation des travaux des membres de l'AIPU; des stratégies de soutien à la publication nous semblent indispensables et par ailleurs trop négligées par les institutions internationales;

- des projets de coopération inter-universitaire de diverses natures: recherche, échanges, formation, appui logistique...

Analysant diverses expériences (dont les célèbres réseaux ERASMUS, TEMPUS, LINGUA, mais aussi les réseaux informatiques de banques de données et de courrier électronique), Couvreur (1994) faisait l'éloge de l'indispensable "mobilité" qui caractérise toute formation universitaire de qualité. Si les zones Amériques et Europe disposent de structures et de moyens pour favoriser cette mobilité, l'AIPU constate que sa zone Afrique éprouve de plus en plus de difficulté pour organiser et financer des réunions d'échanges, surtout les réunions Sud-Sud si indispensables pour favoriser une politique de développement telle que nous l'avons esquissée.

Mettre en place ou renforcer concrètement des réseaux et des structures de "mobilité" dans l'esprit défini ci-dessus nous semble indispensable. L'AIPU peut jouer un rôle important en liaison et en complémentarité avec d'autres organismes.

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ENSEIGNEMENT SUPÉRIEUR ET FORMATION DES RESSOURCES HUMAINES DE HAUT NIVEAU

Contribution de l'AUPELF-UREF sur la coopération avec le Liban dans le domaine de l'agriculture durable

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Trois universités libanaises ont demandé l'aide de l'AUPELF-UREF pour mettre en place un diplôme d'étude approfondie (DEA) en agronomie durable. Ces trois universités, l'Université maronite du Saint-Esprit, l'Université jésuite Saint-Joseph et l'Université d'état libanaise, se sont associées pour créer un enseignement destiné à former, au Liban, les cadres de la recherche agronomique, ceux des facultés d'agronomie et des décideurs économiques et sociaux. Il est demandé aux universités francophones d'apporter une aide pour définir le contenu des programmes, d'offrir des possibilités de stages de formation par la recherche pour les futurs étudiants, de contribuer à remettre à niveau les enseignants en agronomie actuellement en place, de participer à la structuration de la recherche agronomique au Liban.

Pourquoi l'agronomie durable?

Il s'agit d'une priorité affirmée par les autorités libanaises, notamment le ministère de l'enseignement supérieur. Après les 18 années de guerre, les destructions urbaines et rurales, les déplacements de populations réfugiées, il faut relancer l'économie, industrielle et agricole, restaurer des conditions de vie décentes, rebâtir les immeubles détruits. Il faut donc mettre en place un processus de développement, que les populations et les gouvernements veulent rapide, avec une augmentation considérable de la productivité industrielle et agricole. Une modification des équilibres ville-campagne, due aux conséquences de la guerre et aux stratégies de développement choisies, pèse déjà et continuera de peser sur l'utilisation de l'espace rural.

Il y a un risque extrêmement important que les besoins considérables après les ravages de la guerre induisent un développement incontrôlé qui aboutisse à la dégradation des moyens de production; dans le domaine agricole : destruction des sols,, épuisement ou contamination des nappes phréatiques, implantation anarchique de populations,...

La création du diplôme est donc l'expression d'une volonté politique de garder le contrôle du développement agricole, en sauvegardant le patrimoine d'une part, en évitant les pollutions de l'environnement d'autre part.

Trois universités libanaises

La participation de trois universités libanaises, certainement concurrentes pour plusieurs de leurs activités, à un projet commun est riche d'enseignements.

Malgré les divergences légitimes d'intérêts, ou, plus gravement, les clivages que les années de guerre ont pu laisser dans les mentalités, il est démontré que ces universités peuvent se mettre d'accord sur un projet à long terme qui engage une part importante de leurs moyens matériels et humains. Il y a, à la fois, prise de conscience que la mise en place d'un enseignement de troisième cycle et des structures de recherche qui le sous-tendent dépassent les moyens de chacune des universités, et adhésion profonde à la priorité qui a été affichée.

Il y a aussi volonté des universitaires libanais d'équilibrer la coopération avec les universités étrangères francophones en rassemblant les compétences libanaises notamment celles qui ont pu, malgré la guerre, conserver un niveau de référence international.

La participation des universités étrangères

Il s'agit bien d'un accord de coopération : sur un programme pédagogique établi en commun, il y a partage des tâches en fonction des compétences réellement présentes au moment initial, au Liban et dans chaque université étrangère, et des moyens matériels disponibles pour les enseignements et les stages de recherche.

Pour éviter une dispersion des moyens et pour augmenter l'unité du dispositif, il a été décidé qu'un des participants étrangers, en l'occurrence l'Institut Agronomique de Paris, assurerait l'interface avec les universités libanaises. L'AUPELF-UREF apparaît ainsi comme un partenaire ayant dans le dispositif pédagogique les mêmes responsabilités que les trois autres partenaires libanais.

En fonction de ces principes, les enseignants des universités étrangères assureront au départ des enseignements fondamentaux (biologie moléculaire, techniques de modélisation, etc.), et encadreront, en codirection avec leurs collègues libanais, les stages de recherche en laboratoire (les stages sur le terrain auront lieu, sauf exception, au Liban). Mais il a été décidé que la remise à niveau d'enseignants libanais serait entreprise en toute priorité soit par des stages à l'étranger, soit par des séminaires au Liban, afin de rééquilibrer rapidement la coopération.

Le transfert des enseignements de pointe et des activités de formation par la recherche du diplôme n'a de sens que si parallèlement est mise en oeuvre une restructuration de la recherche agronomique au Liban. La coopération dans la formation doit donc être prolongée par une coopération dans la recherche pour créer ou rénover les moyens de recherche au Liban. Les universités étrangères participant à la mise en place d'un enseignement de troisième cycle doivent savoir qu'elles s'engagent aussi, de fait, à aider à développer la recherche correspondante.

Quelques principes fondamentaux à propos de cette coopération

La mise en place d'un enseignement de troisième cycle étant nécessairement une opération lourde, en moyens financiers et humains, il est indispensable de s'inscrire dans la durée. Il faut donc que ce soit considéré comme une priorité par les acteurs et par les décideurs, et que cette priorité soit maintenue, si l'expertise des résultats est positive. Les résultats seront compromis si l'on ne tient pas compte du facteur temps, notamment dans la programmation financière; rappelons que la formation de base d'un enseignant ou d'un chercheur demande de trois à quatre années après les études de second cycle. Des opérations de ce type relèvent donc d'une programmation pluriannuelle, ce que nous avons donc demandé.

L'importance de l'investissement fait par le pays concerné, en moyens financiers et surtout en moyens humains, nécessite que le retour soit bien calculé. La coopération doit donc être *structurante* : il faut partir des forces existantes, les rassembler pour atteindre une masse critique et renforcer ce pôle pour lui donner une dynamique propre. Dans notre cas, aucune des universités libanaises prise isolément ne peut espérer, dans un délai raisonnable, mettre en place un enseignement pérenne de type DEA. Cet objectif est réaliste pour les trois universités rassemblées.

Il faut prendre en compte tous les éléments du projet. Par exemple un enseignement par et pour la recherche implique que les étudiants comme les enseignants puissent accéder à l'information scientifique et technique; la documentation doit donc être prévue. Pour certaines prestations techniques de la formation (par exemple, la mise en oeuvre ou l'entretien de l'instrumentation en laboratoire ou sur le terrain) il peut être indispensable de former des ingénieurs ou des techniciens à cette responsabilité.

Notre expérience de la coopération scientifique et technique, nous incite à considérer chaque projet comme un système complexe : chaque élément interagit avec les autres et un oubli, même minime, s'il n'est pas corrigé à temps peut avoir des conséquences nuisibles. Il ne suffit donc pas que le projet soit défini avec soin, il faut aussi qu'il soit piloté en temps réel.

Sur le pilotage de la coopération

Pour tenir compte de cette nécessité du pilotage nous avons décidé de mettre sur pied un comité. Il sera composé des principaux acteurs du projet : les représentants des universités libanaises parties prenantes et de l'université coordonnant l'apport des universités francophones; les autorités de tutelle du projet, l'AUPELF-UREF et l'UNESCO, le ministère chargé de l'enseignement supérieur au Liban.

Ce comité évaluera l'avancement du projet, fera des propositions sur l'évolution du contenu de la formation, veillera à la mise en place des moyens.

Mais aussi indispensable que soit le comité de pilotage qui assure la transparence des opérations, il ne peut remplacer l'engagement personnel des acteurs. Le programme ne se réalisera que si il est aussi porté par quelques personnalités fortes qui font de sa réussite une affaire personnelle.

Pour conclure sur le projet

Il témoigne de la prise de conscience par les Libanais et par leurs autorités de la nécessité de peser, pendant qu'il en est encore temps, sur la définition des schémas de développement. Le DEA doit fournir des cadres agronomes ayant étudié les rapports entre pratiques agricoles et environnement. Les universitaires libanais et étrangers ont ainsi répondu à la demande sociale et politique. Mais ce ne sont pas eux, mais les hommes politiques, qui peuvent garantir la mise en oeuvre du schéma de développement qui semble être ainsi privilégié.

Pour ce pays qui sort à peine de l'expression sanglante de ses divergences politiques, économiques, confessionnelles, le projet donne l'image du dépassement possible des oppositions pour participer à une entreprise commune, pour autant qu'elle soit perçue comme un enjeu important pour la nation.

Il offre la possibilité de structurer un champ de formation et de recherche et il contribue par ce moyen à reconstruire l'enseignement supérieur libanais à partir de noyaux ayant la taille et le dynamisme suffisants pour assurer leur développement autonome.

Mais il est très ambitieux. Il implique l'engagement de budgets importants. Et surtout il demande à être prolongé pour créer les structures de recherche fondamentale et appliquée sans lesquelles un DEA n'aurait pas de sens. L'effort entrepris conjointement par l'AUPELF-UREF et l'UNESCO doit donc être complété impérativement par des interventions d'autres organismes internationaux et/ou par la coopération intergouvernementale.

Bien entendu, comme tout projet de coopération, il vise à son propre dépassement. En formant de futurs enseignants, qui seront titulaires du DEA créé puis d'un doctorat, le Liban aura la possibilité d'encadrer par lui-même la totalité de son enseignement agronomique. La seule motivation à la coopération restera la nécessité, dans l'enseignement supérieur comme dans la recherche, d'échanges internationaux nombreux et variés.

C'est pourquoi l'AUPELF-UREF et ses partenaires libanais, ont la volonté d'ouvrir le DEA sur la communauté internationale, notamment celle des pays du pourtour méditerranéen qui connaissent des conditions climatiques assez analogues à celles du Liban, et qui se trouvent aujourd'hui ou se trouveront assurément demain devant des choix semblables de stratégie de développement dans le domaine agricole.

THE CMU AND THE HIGHER EDUCATION IN EURO-MEDITERRANEAN AREA

Carlo Di Benedetta
Community of Mediterranean
Universities (CMU)

Aims

The Community of Mediterranean Universities (CMU), founded in 1983 in Bari (Italy), aims at promoting scientific and cultural co-operation among the universities of the Mediterranean, leaving to each of them its own culture and history. The CMU considers this to be the best means for re-discovering the common roots of the cultures and peoples of the Mediterranean. This purpose is well defined in the first article of its statute:

"Art. 1. The Community, upholding the freedom of science and in order to contribute to peace, has the following aims:

1)   to reaffirm and develop the role and function of culture and technological and scientific research for the resolution of difficult and complex problems created by the development of the countries of the Mediterranean Sea;

2)   to promote scientific co-operation among the Mediterranean Universities, using the experience and resources of each University while respecting the differences and the specificity of each nationality;

3)   to set up permanent links among the above-mentioned universities through the reciprocal exchange of scientific and cultural experiences and information on teaching staff and students."

The CMU presently gathers the scientific forces of almost 140 Universities belonging to 19 countries, and has observers: UNESCO (Paris), Consiglio Nazionale delle Ricerche (Rome), Università Europea del Lavoro (Brussels), Centre international des hautes études agronomiques méditerranéennes (Paris), Centre of Integrated Geomorphology for the Mediterranean (Potenza).

Strategies

What does the CMU do in order to meet the aims just mentioned?

Since 1986 it has stimulated the exchange of students among the countries bordering the Mediterranean Sea by granting fellowships, mainly devoted to post-graduate research.

More recently, in order to promote an even better exchange of information and to extend the training function, the CMU has launched several "Mediterranean Schools", in

which almost all countries of the Mediterranean basin participate. They cover a very wide range of topics (from bio-oncology to nutrition, from languages to law, from culture restoration to folklore). Their activities are developed through the organization of intensive courses and/or meetings; their main feature is to share expertise amongst countries of the sub-region.

Teaching and training, therefore, have always represented the main concerns of CMU and for this reason a number of projects have been financed through the **MED-campus programme**.

Furthermore, in order to gather more information about the different university systems existing in the Mediterranean countries, the CMU has organized round tables on this very crucial problem. At the same time, in order to acquire as much information as possible on the cultural and organizational features of its member Universities, it has conducted a survey to establish a repertory of institutions.

CMU/UNESCO Co-operation

Very recently, in November 1992, the CMU and UNESCO signed an agreement to collaborate in teaching activities and research projects. The first result of this agreement was to set up a Chair in Public Health in Albania, through the UNITWIN Programme./UNESCO Chairs Programme.

Research activities are carried out with financial support from the Commission of the European Communities and from CMU itself.

One of the main problems we have encountered in this ten years of experience is the mutual recognition by countries of their university degrees and diplomas. We would prefer the term recognition rather than equivalence because we believe that the latter is very difficult to achieve. In this task, UNESCO is playing a vital role.

From 1974 on, UNESCO launched several regional conventions for the recognition of studies, diplomas and degrees in higher education. Recently, a universal convention was also proposed.

The key points of all conventions are:

1) The definition of higher education.
2) The meaning of the term recognition.
3) The responsibilities of the Contracting States towards those who seek recognition of their acadmeic qualifications.

Some of the disadvantages related to the universal convention are:

- the excessive demand for enrolment;
- the brain drain;
- the need to maintain quality in higher education.

Notwithstanding those questions, the increase in mobility, the strengthening of international co-operation and the achievement of relevance (i.e. the role of higher education within societies) and quality (i.e. improving the efficiency of higher education via innovation and reforms, the planning and management of resources, innovative curricula, qualifications of teachers) can all be highly beneficial.

Universities are much more than centres of higher education. They represent a very qualified group of national specialists who can ensure that the knowledge and lessons learnt from the past will be applied for a better and freer world in the future.

Future CMU Action

What role does CMU envisage in these matters for the future?

1) Post-graduate courses, recognized by each country, are a priority. To this end, UNESCO's pledge to individual governments may be crucial. Through UNESCO, specialized programmes could be organized which can be submitted for approval to the concerned governments.

2) A Mediterranean School where courses could be held so as to pave the way for the establishment of a free University for students and graduates (post-graduate courses) recognized by their countries. The first step could be the setting up of one or two faculties, namely Humanities and Languages.

3) These two projects are part of an overall study for recognizing studies or qualifications in the Mediterranean area. Their aims and activities are inspired by the UNESCO conventions for European, Arab and Mediterranean countries.

4) The EU will be asked to open all aid programmes for European countries (i.e. Eastern and Western Europe) to the Mediterranean states as well.

These goals, as well as that of enhanced regional and international understanding, will be achieved if there is better co-operation among states. In this way, countries can exchange experiences with optimal impact. This would certainly help inter-academic co-operation to become a very stimulating and long-lasting endeavour.

STRATÉGIES CRE DE FORMATION DES PERSONNELS UNIVERSITAIRES

Andris Barblan
Conférence permanente des
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européennes (CRE)

Besoins

La région européenne se caractérise à la fois par une grande similitude du discours académique quant à la mission de l'université et par une grande diversité des modes de développement des institutions.

La plupart des établissements se réfèrent au modèle humboldtien d'une université alliant l'enseignement et la recherche pour féconder la formation par des idées novatrices et originales. Pratiquement cependant, la surcharge des cours, le manque de place et de ressources ont rendu difficile quant ce n'est pas impossible la poursuite de cet idéal. Le professeur a souvent de la peine à mener de front la carrière de chercheur et celle d'enseignant. Pour parer au plus pressé, l'institution, qu'elle le veuille ou non, assiste à un fractionnement des fonctions justifiant son existence. Certains se spécialisent dans tel aspect de la vie académique, d'autres dans un autre, les uns et les autres perdant souvent le sens de leur appartenance à une institution commune.

Chaque pays connaît en outre ses contraintes propres - légales, économiques et sociales -, qui façonnent l'université en tant qu'établissement unique doté de son profil spécifique. Par exemple, les tâches assumées par les dirigeants de l'institution vont se sa représentation à son animation en passant par son contrôle et sa direction, ceci dans des proportions toujours variables en fonction des lieux, des personnes et de ressources financières disparates.

Ce hiatus entre le discours général et le particularisme du quotidien force un regard nouveau sur l'institution si l'on ne veut pas tomber dans un monde académique schizophrénique. Une vision globalisante, par exemple, consiste à souligner le rôle de l'université comme établissement de service à la société, ce qui permet de mettre en perspective tant les enseignements que les recherches, de leur donner un sens par rapport au groupe qui soutient le développement de l'institution académique, bref de leur redonner une unité certaine. En effet, ce regard permet la prise en compte des besoins extérieurs, fournit donc des critères de choix et définit des responsabilités. En se dotant ainsi d'une ligne de conduite claire, l'université de masse se rend responsable envers ses mandants, ce qui jusitifie sa survie.

Il lui faut alors trouver le moyen de rester fidèle à son image et à son rôle de *lieu d'enrichissement et de transmission des savoirs* mais aussi la manière de s'adapter à sa

fonction de ferment de la *société de connaissance* qu'annonce le prochain millénaire. Cela en s'appuyant sur ses personnels car l'université, c'est avant tout un groupement humain, avec ses forces et ses faiblesses, personnalités que devrait motiver un engagement dans la transformation d'une Europe en mutation - tant au niveau des enseignants et des chercheurs qu'à celui des responsables administratifs et techniques. Participer au changement en lui donnant une même fin - par le développement de valeurs communes - fera l'avenir de l'université européenne.

Objectifs

La fonction de la CRE, comme organisme exprimant l'identité collective de quelque cinq cent universités situées dans plus de trente pays différents, ne peut dès lors qu'être incitative. Il s'agit de préciser une vision européenne de la société et du rôle qu'y joue et jouera l'université; il s'agit ensuite de diffuser dans les institutions les références européennes que ce rôle implique; il s'agit enfin de permettre aux membres de la communauté universitaire de prendre en charge le renouvellement de sa mission au plan européen.

Réunie en Assemblée générale au début de septembre 1994 à Budapest, la CRE a cherché à y définir une politique universitaire pour l'Europe en s'intéressant aux outils du renforcement de ce destin commun, que ce soit la mobilité des personnels, une gestion d'ensemble des ressources humaines ou le développement des synergies dans le domaine de la recherche - autant dire l'approfondissement d'une stratégie de qualité voulue et comprise au niveau de l'institution prise comme un ensemble.

Pour les quatre prochaines années, cela signifie trois axes de développe-ment, tous liés à la transformation nécessaire de l'université en Europe.

Premièrement, une *réflexion* permettant de comprendre mieux le potentiel de survie et de mutation de l'institution académique dans une société inquiète de l'avenir et des déchirements qu'appelle son adaptation à des contraintes nouvelles. Le futur à moyen et à long terme mérite préparation et les divers scénarios de son déroulement possible exigent une grande attention, même si demain ne sera jamais la concrétisation directe des plans et prévisions d'aujourd'hui.

Deuxièmement, un *service* rendu aux membres pour susciter une analyse des forces et faiblesses, des risques et des chances de développement de chaque institution. Ceci dans le cadre des visées à long terme de l'Europe des intelligences.

Troisièmement, la création de *réseaux de coopération* permettant aux membres s'intéressant particulièrement à un aspect de leur action de travailler ensemble à son amélioration - gestion de l'innovation, application de la recherche, renouvellement des enseignements, utilisation des nouveaux modes de communication, engagement régional, par exemple.

Activités

Les *activités de réflexion* devraient prendre la forme de conférences et de séminaires. Séminaires restreints associant des experts et futurologues aux responsables universitaires pour explorer le potentiel de développement et les nécessités d'adaptation des universités européennes. Conférences ouvertes à tous les membres permettant de discuter les conclusions des séminaires restreints. Des rapports en seront tirés pour diffusion dans les universités et auprès des organes de politique universitaire existant en Europe.

Les *activités de service* devraient soutenir en priorité la capacité des universités à faire face aux difficultés quotidiennes - non pas en réagissant aux crises du moment mais bien en prenant du recul par rapport à la réalité présente afin d'en saisir les tendances de l'évolution. Les universités oscillent entre la fragmentation des savoirs conduisant au repli sur soi et la diversité des connaissances permettant la convergence des approches - donc la cohésion de la culture académique. Pour savoir de quel côté ils penchent, les membres de la CRE doivent alors analyser leur fonctionnement institutionnel et prendre conscience des outils leur permettant d'influencer leur développement. Il leur faut définir des objectifs, dont l'achèvement caractérisera leur présence dans la société. L'adéquation de leurs activités à ces buts détermine la qualité de leurs prestations, précise le profil de chaque établissement. Or remplir une mission exige une volonté politique pour l'institution en tant que telle, bref une stratégie de la qualité. La CRE offre aux universités la possibilité d'*audits institutionnels* portant sur la gestion de leur qualité: comment l'institution façonne-t-elle son identité et comment s'assure-t-elle d'une poursuite efficace des objectifs qu'elle s'est fixée ? Comment prend-elle en compte et favorise-t-elle la dimension européenne de ses activités, le continent étant le lieu premier du dépassement des fragmentations du savoir ? Ces audits évaluant l'organisation de l'établissement en tant que tel plutôt que le contenu de ses prestations d'enseignement et de recherche délimitent les besoins de formation des personnels les plus impliqués dans sa gestion, en premier lieu ses cadres dirigeants. C'est pourquoi, la CRE propose aussi des *séminaires* mettant en valeur les tâches du recteur et de ses proches collaborateurs ou précisant les modalités de l'internationalisation des prestations de l'université en Europe. Ces audits conduiront à moyen terme à l'éventuelle mise en place d'un *service de consultant* pouvant conseiller les institutions membres quant à leur développement.

Les *activités de coopération* devraient s'appuyer sur l'expérience acquise à travers les programmes *Columbus* et *Copernicus* précédemment mis en place par la CRE - et soutenus par l'UNESCO. Ainsi, les 220 universités qui ont signé la charte *Copernicus* pour la promotion d'un développement durable seront-elles invitées à collaborer dans le développement de cours communs sur l'utilisation par l'homme de son milieu et à expérimenter de concert des modes de diffusion originaux d'enseignements sur la santé publique ou l'économie de l'environnement. La CRE récoltera aussi les expériences d'une bonne pratique écologique parmi ses membres. Dans le cadre de *Columbus*, les travaux sur l'allocation des ressources dans l'université ou ceux concernant les meilleures modalités de transfert des technologies pourront être élargis à de nouveaux consortiums d'universités. Ceux mettant en lumière les divergences de l'administration des universités en Europe - actuellement concentrés sur l'Italie et la péninsule ibérique - devraient être élargis à d'autres régions du continent, ceci dans le cadre du programme de *cohésion européenne* ESMU-CRE soutenu par la Commission à Bruxelles. Il s'agit, par la création de cadres communs

d'analyse, de développer le travail en réseau et de susciter des changements institutionnels spécifiques s'appuyant sur le transfert souple et rapide des connaissances acquises par une université vers une ou plusieurs autres. Par l'apprentissage de la vie en réseaux, la CRE devrait s'efforcer d'améliorer les structures de coordination de la coopération entre ses membres, donc renforcer les bases européennes et internationales de leurs activités.

Développement

Favoriser le développement des universités européennes membres de la CRE implique le développement de la capacité stratégique de l'association elle-même à répondre aux demandes d'intervention venant de ces membres. Il faut dès lors élargir le réservoir des bonnes volontés et des expertises en associant à ses actions toujours plus de responsables du monde académique prêts à intervenir dans des institutions soeurs. Ainsi se renforcera la communauté européenne des intelligences. Il faut aussi travailler en contact toujours plus étroit avec des organisations s'intéressant à l'enseignement et à la recherche sous un angle particulier - éducation permanente, enseignement à distance, européanisation des échanges, coopération des chercheurs - ou assurant les politiques de l'enseignement et de la recherche en Europe, Union européenne, Conseil de l'Europe, OCDE ou UNESCO pour ne citer que les plus connus.

La communauté des universités du continent s'épanouira si elle se dote des instruments de la prise de conscience de son identité par delà ses spécificités nationales. Pour affirmer sa culture propre, elle peut déjà compter sur la CRE et le Comité de Liaison des Conférences nationales de recteurs, organes qui émanent d'elle. En tant qu'ensemble reconnaissant des références commune, il lui faut affirmer ses liens avec les institutions pouvant influencer son destin, autorités publiques et secteur privé en particulier. Seule une approche d'ensemble permettra à l'université européenne, au delà de ses divergences, de construire un avenir cohérent, tant pour les millions de ses étudiantes et étudiants que pour les centaines de milliers d'enseignants, de chercheurs et d'administrateurs au service de la formation et de la recherche.

HIGHER EDUCATION AND CAPACITY-BUILDING FOR THE 21st CENTURY

Education International

Introduction

The Education International (EI) represents 18 million teachers world-wide, including 300,000 teachers in post-secondary education. EI was formed by the merger in January 1993 of the two previous major world international bodies of teachers' unions, the World Confederation of Organisations of the Teaching Profession (WCOTP) and the International Federation of Free Teachers' Unions (IFFTU). Within the EI structure, there is a sectoral committee on Further and Higher Education, which offers advice to the world Executive Board. EI is active globally and at the regional level, in the promotion of higher education teachers' professional interests and capabilities, as well as in the organisation of its own development and assistance programmes for member organisations and their members.

Section I: The Profile and Mandate of EI

1.   EI's member organisations are teachers' unions at the national level throughout the world, who themselves represent their individual teacher members' professional and trade union interests.

2.   While specific priorities and needs will vary among such a large and diverse constituency, some themes are universal: the need for a high level of initial education for teachers, followed by a diverse range of opportunities for regular professional renewal, research and consultancy opportunities according to subject, institution, region; and also opportunities for appropriate education and development to perform trade union activities.

3.   These needs are becoming more urgent and complex as higher education systems face new demands, some of which are merely challenging, while others are unacceptable in the forms which some governments or university employers try to impose them:

-      Shifts to mass higher education systems;

-      New, non-university higher education institutions;

-      Casualisation of teaching and research work;

-      New technology and implications for teaching and research;

-      Changing relationships between the academic world and the labour market;

- Challenges to academic freedom;

- Different sorts of funding crises;

- Changes in the balance between public and private sectors of higher education;

- New quality measurement and appraisal measures.

All these place extra burdens on teachers, who are in the "front line" for the delivery and management of change. also, teachers must take account of the world-wide trend towards the diversification of student populations - more women students, a wider range of ages and socio-economic position, as well as diverse modes of study and qualification (open learning, credit transfer, part-time study, etc.). National systems should take account of the phenomenon of internationalisation in higher education, which has an increasing impact on teachers and students as well as on higher education policies.

The funding of higher education is widely viewed as being "in crisis", with governments and intergovernmental agencies seeking to "diversify" funding courses - in other words, to shift the burden to a greater or lesser degree, from the taxpayers to the student or his/her family or the private client or sponsor. This policy threatens to be severely socially regressive, hitting the disadvantaged members of society, and if it is implemented, must be accompanied by programmes to mitigate its worst effects. Generally fee levels must be affordable. Paradoxically, the "crisis" arises from progress towards mass higher education in a number of countries, but the diversification of funding could halt such progress, and make higher education again the preserve of the privileged minority. The social and economic role of higher education will then be undermined.

EI believes that it is the public sector of further and higher education which should predominate and set the tone for the system as a whole. Private, or "market-led" courses, consultancies and other provision may occur in public sector institutions, but these should not undermine the public sector ethos.

The needs of the non-industrialised or industrialising nations are often different from the industrialised nations, and "industrialised world" solutions must not be imposed on them, for example by the World Bank or other international agencies. For example, pressures for structural adjustment from world bodies often threaten to impose privatisation policies or the casualisation of teaching and research, which are generally perceived as actually or potentially harmful to higher education. On the other hand, post-school education systems and institutions must achieve a sensitive balance between autonomy and accountability and their wider social responsibilities. also, balance must be achieved between the different sectors of higher education, but no country can afford not to develop its higher education and research sector: higher education has a particularly important role in societies in transition.

4. Teachers and researchers in higher education are often less used to formal requirements for training in pedagogy or methodology than their colleagues in schools. However, there is a growing recognition that teachers in higher education require opportunities for professional development to cope with the dramatic changes in higher education outlined in (3) above. These will include a wide range of courses and programmes

to meet particular needs and circumstances, but all these will need to develop teachers' effectiveness and their autonomy as professionals. The status of teachers and researchers in higher education has come under considerable pressure in recent years, particularly with the creation of an increasing proportion of temporary, part-time or non-tenured posts. Also, in some regions, and particularly in Africa, dramatic reductions in real incomes have seriously affected university teachers' working lives. We would argue that the status of teachers and researchers in higher education must be high, if the quality of higher education is to be sustained and developed.

5.   Few of the schemes offered by EI and its member organisations are directed towards teachers in higher education, although some teachers at this level will be involved, particularly as teacher education, as an activity reaching all teachers, is generally part of national higher education systems. EI has a strong interest in the professional development of the teachers it represents: the teachers' role as the key agents of both social change and change within educational structures must be recognised through the provision of training and development to enable them to perform these roles - and they must be given the status, salaries, and working conditions which should go with these responsibilities.

Section II - Higher Education and the 21st Century

1.   The six lines of enquiry identified by the Commission on Education for the 21st Century are all as important for higher education, and for our members, as for any other sector of education. The question is not one of choice between the six, but of striking a balance between them - they are generally overlapping and complementary, not conflicting. Higher education is of particular importance in the transmission of culture at a number of levels, ranging from fundamental research and scholarship through to teaching, and especially teacher education. In respect of citizenship and social cohesion, higher education faces particular challenges, in that higher education has often traditionally been associated with the creation or reinforcement of social or meritocratic elites. As teachers' unions, our members are concerned that the promotion of high quality education should be pursued at the same time as the promotion of greater access. The accessibility of higher education remains a great challenge for the 21st century, particularly in view of current trends in some countries which are undermining the wider access which has been achieved since the 1960s.

        The relationship between higher education, employment and the economy varies widely from country to country, but particularly with the growth of international labour markets for skilled workers, the 21st century is likely to see pressure for a closer relationship between higher education and employment policy. Our members are anxious that these pressures do not undermine the breadth of vision of higher education, including cultural and personal development, and that academic freedom is protected. As far as higher education and development is concerned, the 21st century will pose enormous challenges to the future of the human race and of the planet itself. Higher education is uniquely placed to deal with these challenges in an objective, reflective and far-sighted way, which can provide a strong, authoritative and non-partisan basis for internationally acceptable solutions. The education, research, and science line of enquiry links closely with the previous ones on employment and development in all of which the higher education sector and its teachers have a crucial role in the promotion of innovation and adaptation to meet, often yet unidentified challenges.

2. All these lines of enquiry point to the conclusion that higher education institutions, teachers and researchers will be crucial to enabling the whole of the education system itself, as well as economic and social systems and science and technology, to achieve cohesion, stability and a decent and sustainable quality of life in the 21st century. The central role of higher education teachers must be recognized in the training and development opportunities made available to them and in the status and rewards of the profession. EI within its own programmes and policies seeks to enhance the teachers' role along those lines. If world bodies and national structures are committed to the wide reaching principles already identified by the Commission, they must make the resources available to teachers, within appropriate participatory frameworks involving the teachers themselves, to enable them to achieve the ambitious objectives being set for them.

3. The key emphasis in this question, on quality of higher education linked to the general excellence of education as a whole, is a strong reminder of higher education's role, for example, in scholarship, in the development of international perspectives, in national policy formulation, in the education of teachers, gives it a unique place in the development of education systems appropriate to the 21st century. However, the question's emphasis on quality and excellence is very appropriate, in view of the tensions which are merging between quality and the "massification" of higher education systems. This is a crucial issue to be addressed at the international as well as the national level. Higher education's shift away from social elite models, without compromising on educational quality, but while achieving dramatically wider access, places often intolerable burdens on funding structures, institutions and - most of all - on teachers. The goals of mass higher education systems, the funding structures, and relations with society and the economy all need to be re-examined, and the teachers are key players in this process. If radical change is to occur, teachers must be involved as partners, not just as the instruments of policies determined elsewhere.

Section III - Higher Education and Social and Human Development

1. The three core issues for the 1995 World Summit call for linked strategies within higher education at a number of levels, including policy formulation for social integration and the promotion of employment; human resource development; scientific and technological research and applications in diverse situations in developing countries; the promotion of international solutions to problems. Social polarisation between and within countries throughout the world requires a wide range of strategies to be alleviated. Higher education can provide the expertise, the policy development and analysis, the research and technology which are all elements of such strategies. Academics need to have opportunities for dialogue with policy-makers, as well as the professional development opportunities and resources to equip them (or enable them to equip themselves) to play their part in building such strategies.

2. The Summit must recognise the key role of teachers, including higher education teachers and researchers, in developing, implementing and evaluating programmes for economic and social transition at the international and national levels. It must protect and enhance the status of teachers and the role of teachers' representative organisations in developing educational policy and in formulating wider social, economic, scientific and technological policies and strategies.

EI looks forward to a more extended dialogue with UNESCO on the contribution of teachers in higher education and in other sectors to the achievement of the Summit's expected outcomes. EI would also remind UNESCO and other world bodies of the unique capacity of EI as an organisation with members in teaching in most countries world wide, both to disseminate and gather information and ideas among the teaching profession.

LIFELONG LEARNING AND THE COMMUNITY - RELATIONS WITH BUSINESS AND INDUSTRY, TOWARDS A HOLISTIC MISSION

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Continuing Education and Lifelong Learning are, rightly, assuming greater importance in the affairs of Higher Education organisations. The latter, particularly, addresses the learning needs of whole populations and multiplies the demand for education manyfold in all communities. The University lies at the hub of local life in all sectors of activity. It is a natural place to initiate, develop and maintain lifelong learning programmes within its geographical area while also maintaining links with national and international projects and activities. The practical implications of this privileged position will change and enhance roles and perceptions. New skills, understandings and insights need to be developed, for example in the creation of Learning organisations, in focusing on learning above teaching and in concentrating on the development of human potential inside and outside the University.

The principles of Lifelong Learning tend to make academic isolation irrelevant. It succeeds best when it integrates all sectors of the community into a holistic learning society. The challenge to the University of the future is to research the new demand for lifelong learning being stimulated across organisations and nations, to develop ways of satisfying that huge increase in demand through courses which include flexible and distance learning methodologies and to deliver the educational solutions to the new, extended audience. Those organisations which are prepared to modify existing objectives and structures and to provide leadership in meeting that challenge will be the best fitted to survive in such a polyaccessible educational world.

Universities no longer have a monopoly of expertise in Education - if indeed they ever had. Many of the modern innovative ideas in Education and Training have had their sources in Industry Education Departments, as have many research breakthroughs in the laboratories of large companies. In the modern day, partnerships with Industry and Government are a more productive way of working. Lifelong Learning is an important underpinning concept for the effective transfer of results, knowledge and skills. A greater understanding of how this works in practice will allow Universities to capitalise properly on the new opportunities.

Rightly or wrongly, Governments are increasingly unwilling to invest large amounts of money in Universities and are encouraging industry to make good the shortfall. Industry, understandably, demands greater accountability and relevance to its own needs. In return it will be willing to invest in such actions as the development of modular courses suitable for delivery in or out of the University environment, and the encouragement of innovative schemes entailing periods in and out of education as an opportunity for everyone, regardless of qualification. This signifies a radically different mission and way of working for many Higher Education organisations. It has its dangers as well its advantages.

Industry is currently rationalising its needs to deliver education from its own premises. It is increasingly looking to Universities to accept this task through collaborative approaches. Higher and Further Education needs to recognise that Industry has itself an honourable record in developing and delivering high quality courses and to understand its sometimes quite different approach to Education. This includes:

- *the copious use of high quality support materials (in content and presentation)*

- *the administration of educational quality measurement tools for. every course and lecture*

- *the use of distance and open learning strategies involving a mixture of presentation methods from local, national and international sources*

- *the need to modify admission procedures and structures to enable a wider range of students with a wider range of qualifications. Students of many ages would wish to access its courses both at post- and undergraduate level.*

AU COEUR DES ENJEUX : QUALITÉ, QUALIFICATION, RECHERCHE, DÉMOCRATIE, SERVICE PUBLIC

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Le thème de la IVème consultation collective conduit de nouveau à s'interroger sur les défis auxquels les systèmes universitaires font face à l'heure actuelle. Ces défis transcendent les frontières nationales, avec une très grande identité d'un pays à l'autre, grand ou petit, et d'un continent à l'autre.

En cette fin de siècle, nous constatons que les défis universitaires présentent un caractère double, qui n'est pas nouveau, mais qui se renforce : des traits spécifiques découlant de l'exercice des missions traditionnelles de l'enseignement supérieur : comment produire des connaissances, contribuer à la formation d'esprits libres et critiques, construire des qualifications, en conjuguant désormais qualité et nombre ?

Des interpellations pressantes venant de la société en direction des systèmes universitaires, leur demandant de contribuer, toujours plus, à répondre aux grands problèmes de l'humanité: pauvreté, emploi, insertion sociale, développement, démographie, environnement, droits de l'homme.

Un large consensus existe, dans la communauté universitaire, pour considérer qu'il ne convient plus (à supposer que cela ait parfois convenu, ce dont nous doutons) de s'enfermer dans une « Tour d'Ivoire ».

Mais, de notre point de vue, il serait tout aussi illusoire de se laisser pousser dans l'excès inverse, c'est-à-dire de laisser transformer l'Enseignement Supérieur en simple «instrument» « au service » de stratégies intergouvernementales, ou gouvernementales. Il ne manque pas de déclarations officielles assignant à l'Enseignement Supérieur la tâche de vaincre le chômage, de restaurer la croissance, comme si l'Enseignement Supérieur avait une soudaine vocation à résoudre à lui seul des problèmes devant lesquels les systèmes économiques et les pouvoirs politiques sont carents.

Le meilleur service que la société puisse rendre à l'enseignement supérieur, c'est de lui permettre de se transformer avec sa dynamique propre.

C'est pourquoi, nous essayons, en toute indépendance envers les Etats, les puissances économiques, les religions ou les systèmes philosophiques, de concevoir une université qui corresponde aux objectifs et aux besoins d'une société démocratique. qui assure aux nouvelles générations de meilleures opportunités d'accès aux connaissances, à la science, à l'histoire,

à la culture et à la création, parce que ces opportunités sont toujours de grands facteurs d'égalité, de progrès économique et social, et de liberté...

Cette démarche s'exprime en propositions -nous nous gardons des réponses toutes faites- qui, sur le terrain, s'enracinent dans les réalités vécues et se nourrissent de l'expérience. des personnels, des étudiants et de leurs institutions.

L'accès aux études supérieures ?
Il devrait être considéré comme l'exercice, à ce niveau, du droit à l'éducation, assumé par toute la société, sur la seule base des capacités reconnues ; la demande sociale grandissante d'études supérieures, somme d'aspirations individuelles et de stratégies familiales, convergera de plus en plus avec la nécessité, pour la société, d'être composée de gens très instruits, très qualifiés, possesseurs de savoirs de base élevés et évolutifs nécessaires à l'exercice efficace de l'éducation continuée tout au long de la vie.

L'enseignement supérieur, un investissement ou une « charge » ?
Notre réponse est catégorique : c'est l'un des meilleurs investissements pour le XXIème siècle. Il serait utile que, dans nos prochains débats, cette question vienne fortement. Il n'y aura pas forcément « consensus ». Ce n'est pas grave si les arguments échangés sont clairs, cohérents, non biaisés.

Quelle diversification des études ?
La dynamique du nombre (gonflement des effectifs) engendre une dynamique de la diversification des publics accueillis (diversification sociale, culturelle, diversité des stratégies individuelles, diversité des « appétits » de connaissances...). La recherche de l'efficacité (assurer au plus grand nombre d'entrants la réussite et la qualification, au niveau correspondant à leurs capacités et dans les études qu'ils ont choisies) commande donc la diversification croissante des parcours de formation. Dans un moule uniforme, les acquis et les talents singuliers ne peuvent s'épanouir. Diversification ne signifie ni discrimination ni creusement d'inégalités. Il s'agit au contraire de conduire par des chemins différents des étudiants différents à des niveaux de diplomation équivalents. Cette exigence doit conduire à ne plus regarder les différents types de cursus à travers un prisme « hiérarchisant », mais au contraire à concevoir, entre ces différents types de cursus, le plus vaste réseau possible de passerelles pour permettre le maximum de réorientations positives valorisant tout acquis antérieur.

Professionnalisation et/ou formations générales ?
En fonction de ce qui précède, il devient urgent de surmonter cette opposition qui appartient au passé.

L'expérience démontre que le dispositif le plus efficace est celui dans lequel chaque parcours de formation se construit sous forme d'étapes successives, dont chacune possède une double finalité : préparer à une poursuite d'études et offrir une sortie qualifiante vers la vie active.

˙ Dans cet esprit, la poussée de la demande en formations qualifiantes justifie le développement des différentes filières de formations technologiques supérieures, complémentaires entre elles et avec les voies « générales », combinant de façon coordonnée, dans l'intérêt des étudiants, une gamme très large de possibilités.

Cela réclame, donc, une réflexion sur les contenus des formations dans chaque grand champ disciplinaire : théorique/pratique, fondamental/qualifiant. Cela réclame une réflexion connexe sur la pédagogie universitaire : types d'interventions, enseignements intégrés, place des enseignements expérimentaux, pratiques et dirigés ; développement des stages ; etc...

Quels types de coopérations avec le monde économique ?
Quand on nous enjoint d'ajuster les flux de diplômés à la demande à très court terme du patronat, ou de subordonner les programmes de recherche au pilotage par les intérêts économiques, nous répondons catégoriquement que ce n'est pas ainsi que l'on pourra développer sur de bonnes bases la nécessaire coopération entre l'enseignement supérieur et le monde du travail et de l'économie, et ceci, pour trois raisons majeures :

1. Le manque de fiabilité des stratégies emploi/qualification de la plupart des employeurs, privés ou publics : elles sont davantage influencées par les pulsations à court terme de la conjoncture économique que par une vision à moyen et long terme. Nous pouvons en citer d'innombrables exemples.

2. Le pilotage des stratégies d'entreprise par la logique de la rentabilité financière à très court terme est contradictoire avec une politique à moyen et long terme de l'emploi et des qualifications.

Or le temps de mise en place, de rodage, de reconnaissance et d'affichage comme qualifiante d'une formation universitaire s'étale sur plusieurs années, et non sur le très court terme des employeurs. C'est pourquoi le meilleur créneau que puissent viser les universités n'est pas de courir derrière la demande instantanée des employeurs, mais d'avoir une vision à plus long terme de l'évolution des qualifications et des besoins possibles, une vision anticipatrice qui ne soit ni suiviste ni servile.

3. Dans la stratégie des grandes sociétés, le licenciement massif et répété devient un instrument de la course à la rentabilité financière, sans égards pour l'économie et l'emploi sur le territoire national de chaque pays (« délocalisations »...).

L'enseignement supérieur ne peut donc, sauf à se détruire, fonctionner comme un livreur de pizza-express à la commande. Il ne corrigera pas à lui seul les dysfonctionnements d'une société en crise.

En revanche, nous préconisons, comme de vastes secteurs de l'opinion universitaire et du monde syndical et politique, une coopération accrue avec les entreprises s'inscrivant dans une logique universitaire de service public.

Nous nous prononçons pour : une coopération équilibrée avec le monde du travail dans toutes ses composantes, dans le respect de l'identité de chacun, pour l'élaboration des contenus de formation et des diplômes technologiques et professionnels ; le pilotage des flux et l'élaboration de la carte des formations ; l'élaboration et la circulation de l'information scientifique.

Il est normal que les entreprises demandent à l'Enseignement Supérieur des connaissances scientifiques et des personnels qualifiés.

Mais ces entreprises sont elles-mêmes productrices de connaissances et de qualifications dont l'Enseignement Supérieur a besoin.

Par conséquent : sujétion, non ; coopération équilibrée, oui sans réserves !
C'est ce qui fonde en même temps une logique de service public pour l'Enseignement Supérieur.

Car, il appartient au service public de confronter les perspectives d'emploi dans les différents secteurs, les différentes demandes qui lui sont adressées, et ses propres obligations en matière de parcours de réussite diversifiés pour les étudiants, construits selon une logique éducative. Des diplômes nationaux, qualifiants et reconnus :

Le service public a la responsabilité de garantir la qualité des diplômes délivrés (contenus, modalités de délivrance). La participation des branches professionnelles de salariés et d'employeurs à l'élaboration des formations et des diplômes technologiques place le système éducatif en situation de réclamer leur reconnaissance dans les conventions collectives et les grilles de salaires.

Développer la recherche universitaire dans toutes ses dimensions
Beaucoup de systèmes nationaux de recherche se sont forgés sur la base des missions complémentaires d'organismes de recherche et de l'Université, ce qui leur a permis de s'adapter rapidement aux évolutions scientifiques et de garantir à l'Enseignement Supérieur sa qualité.

Ces systèmes sont perfectibles, mais tout doit être fait pour préserver leur unité, leurs missions, leurs moyens, et pour conserver des liens étroits entre enseignement et recherche.

Comme le rappelle le « Manifeste pour la recherche » lancé au début de cette année par 1200 chercheurs et enseignants-chercheurs français, parmi les plus éminents :

« Maintenir à un haut niveau les recherches fondamentales pour le développement des connaissances est un impératif culturel pour chaque pays. C'est aussi souvent « le plus court chemin de la découverte » : la plupart des grandes inventions ont été des retombées imprévues de recherches fondamentales. Par ailleurs, le temps séparant une avancée conceptuelle de sa concrétisation économique ou sociale s'est progressivement réduit, notamment parce qu'ont été développées des recherches orientées ou appliquées au sein de laboratoires industriels ou d'organismes « finalisés ».

Mais, ce serait une erreur grave que d'imaginer pouvoir « rentabiliser » la recherche en comprimant les recherches liées au développement des connaissances ou de les assujettir, par une orientation autoritaire, aux recherches appliquées. Le vrai problème est de renforcer coopérations et interactions entre les divers types de recherche et de tirer le meilleur parti de la recherche et de la diversité qui caractérisent la Science contemporaine... ».

Nous rejoignons ce manifeste lorsqu'il préconise de
- favoriser le débat scientifique pour promouvoir les évolutions souhaitables ;
- renforcer et adapter le système de recherche ;
- encourager les collaborations volontaires « à la base » ;
- rattraper les retards en matière de recherche civile ;
- préserver et valoriser les métiers de la recherche et de l'enseignement supérieur.

Combattre les compressions budgétaires imposées aux universités
Nous adhérons pleinement à l'analyse présentée dans une conférence prononcée à New-York en Avril dernier au « Centre pour l'étude de la négociation collective dans l'Enseignement Supérieur » par notre collègue Roch DENIS, président de la Fédération québécoise des professeurs et professeures d'université. (Université, Vol.3, n°5 et 6, FQPPU, Juin-Juillet 1994, pp 10 et 11) :

« ...Les compressions s'ajoutant à toutes les précédentes qui, depuis près de 15 ans déjà, ont plongé les universités dans une situation de sous-financement chronique, les projettent littéralement dans une conjoncture de crise. Le concept utilisé jusqu'à maintenant pour désigner l'état dans lequel les universités ont été placées, celui du sous-financement chronique, est devenu insuffisant. Il faut plutôt parler de dé-financement public des institutions...

Les professeurs sont devenus plus conscients de la gravité de la situation. Mais ils ne sont pas seuls à s'en inquiéter. Les directions d'établissement ont à quelques reprises, ces derniers mois fait ressortir elles aussi les effets négatifs à court et à moyen terme des politiques gouvernementales...

L'impact des restrictions est multiple. Leur première conséquence sociale concerne l'accessibilité : augmenter la part des étudiants au financement des universités. Mais ce faisant, au lieu de permettre que, de plus en plus, l'accès aux études se réalise sur la base du talent et des capacités, elles dressent un obstacle financier à l'entrée, le qualifiant parfois de ticket modérateur, comme si dans le domaine de la formation universitaire la modération devait être considérée comme une vertu de société...

Le dé-financement public des universités se répercute aussi sous la forme d'un écart croissant entre le nombre de professeurs réguliers et le nombre des étudiants inscrits. Cela affecte directement la qualité de la formation et de l'encadrement, alors que continue de se détériorer le ratio professeur-étudiants...

Les compressions ont également pour effet de placer les établissements en concurrence les uns vis-à-vis des autres pour le recrutement de « clientèles » étudiantes. Ainsi, au lieu de favoriser la concertation dans le respect de l'autonomie des établissements, elles suscitent des

pratiques qui peuvent s'avérer fort éloignées des critères académiques et des exigences propres de la formation...

La crise financière des universités les amène à devoir compter sur moins de ressources professorales (d'enseignants) pour faire face à des besoins accrus. Elles cherchent à combler les énormes besoins d'enseignement et de soutien par le recrutement de personnels à statut précaire et bon marché. Elles exigent des jeunes professeurs qu'ils assurent eux-mêmes, par les fonds de recherche, leurs propres places dans l'université. Dans cette foulée, tous les professeurs sont pressés de contribuer à la survie financière des établissements par l'augmentation des subventions et des commandites qu'ils doivent eux-mêmes solliciter et trouver. Ces développements n'ont pas seulement des conséquences sur l'enseignement mais sur les conditions de la recherche elle-même...

Car il n'est pas vrai de penser que la recherche universitaire dont un des points d'ancrage fondamental est la formation, pourra se développer si les gouvernements continuent de sabrer dans les budgets, si les fonds internes dont peuvent disposer les établissements continuent de se raréfier, et si la recherche, enfermée dans un modèle unique, est ordonnée de moins en moins à partir des chercheurs universitaires eux-mêmes et de la mission spécifique des institutions, mais de plus en plus exclusivement à partir de pôles extérieurs comme les sociétés privées et les gouvernements, et soumise à leurs critères et priorités...

La liberté universitaire nécessaire au développement de la recherche n'est pas seule atteinte ici. C'est le cadre institutionnel même dans lequel elle peut s'exercer et qui lui est nécessaire, qui est en train d'être profondément transformé...

Autre conséquence des compressions budgétaires, elles ont tendance à provoquer un refoulement de l'initiative académique et une centralisation bureaucratique plus grande des fonctionnements institutionnels. Cette évolution est très préoccupante, car s'il est un lieu qui répugne à la centralisation hiérarchique et à l'embourbement bureaucratique c'est bien celui de l'université, celui de l'enseignement, de la recherche et de la création. La crise financière déplace l'axe central des préoccupations académiques vers les préoccupations administratives et budgétaires. Les instances académiques et professorales perdent l'initiative du jeu... »

* * * * *

Il va de soi pour nous, que l'efficacité de l'Enseignement Supérieur dans sa tâche de construction des qualifications et des compétences requiert un corps d'enseignants universitaires plus nombreux, bien formé à l'enseignement et à la recherche, hautement qualifié, dignement rémunéré, socialement reconnu, jouissant de pleins droits civiques et syndicaux et des libertés académiques dans l'exercice de ses responsabilités scientifiques et pédagogiques.

Par conséquent, nos ONG seront probablement fortement intéressées par la mise en discussion, puis par l'adoption du projet UNESCO de recommandation sur la condition du personnel enseignant de l'Enseignement Supérieur.

HIGHER EDUCATION: CAPACITY-BUILDING FOR THE 21st CENTURY

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Il y a quelques mois, un mars 1994, à Leuven, en Belgique, la Fédération des Universités Catholiques Européennes, FUCE, branche européenne de la fédération internationale, organisait un colloque sur le thème de la formation des personnes dans l'université européenne aujourd'hui.

Les questions étaient, notamment, les suivantes: quelles sont les responsabilités actuelles des universités quant à la formation de leurs étudiants? Quelle doit être la nature, l'orientation et l'objet de cette formation pour leur permettre de faire face avec créativité, intelligence, compétence et conscience aux interpellations de ce XXIème siècle? Comment dégager des approches nouvelles sur le plan pédagogique? Comment concevoir le rôle de l'université? Doit-elle se mouler davantage aux caractéristiques et demandes du marché ou faut-il qu'elle se maintienne à un mode plus global d'appréhension de la formation, concevant et réalisant celle-ci à un niveau qui transcende les contingences?

Le sentiment était unanime: l'acquisition de savoirs déterminés, quelque nourris et renouvelés qu'ils soient par la recherche, l'apprentissage de méthodologies y associées, l'entraînement à des pratiques spécifiques, ne constituent plus à eux seuls l'ossature essentielle de la formation: celle-ci doit être également une formation de l'esprit.

Et, comme le signalait le Professeur Michel Falise, Président de la FUCE, "cette formation de l'esprit elle-même ne rendra tous ses services et à ceux qui en bénéficient et à la société ambiante que si elle s'appuie sur une formation globale de la personnalité, touchant aussi les valeurs et les comportements."

Pour reprendre une terminologie classique en pédagogie qui distingue, parmi les différents niveaux de la formation, celui du savoir, celui du savoir-faire et celui du savoir-être, auxquels il convient d'ajouter celui du savoir-devenir, on considère que ces quatre niveaux sont indissociables et indispensables pour répondre aux exigences et aux défis de l'environnement culturel, social, politique, économique et technique.

Si, traditionnellement, les deux premiers niveaux, savoir si savoir-faire, ont toujours été retenus d'emblée comme constituant la tâche principale explicite de l'université, le savoir-être et le savoir-devenir se développant parallèlement et, pour ainsi dire, automatiquement, grâce au développement des deux premiers, on voit mieux aujourd'hui que l'évolution des connaissances et des pratiques d'une part et l'impact de cet environnement d'autre part, rendent toute formation à ces deux niveaux fragile et inopérante à moyen, si pas à court terme, si, en même temps, une dynamique d'apprentissage plus explicite n'est pas mise en place à l'égard du savoir-être et du savoir-devenir.

Il est, en effet, presque banal de constater à quel point les connaissances, si elles sont devenues de plus en plus spécialisées, retrécissant d'autant plus par là-même le champ de la réalité sur lequel elles portent, connaissent une obsolescence rapide.

Une même observation peut être faite à l'égard des méthodes et des pratiques lorsque l'on note leur complexification croissante et leurs bouleversements continus.

L'acquisition du savoir et du savoir-faire qui, jadis, pouvait se faire sereinement dans un contexte de "diplôme de fin d'études" ou de capitalisation de connaissances, laquelle, une fois réalisée, se rentabilisait le reste de l'existence, est devenue aujourd'hui un processus permanent qui ne se contente plus de faire appel, dès lors, aux capacités d'apprentissage à un premier degré de l'individu, mais suppose que cette capacité s'exerce aussi et davantage à un degré supérieur, celui de la capacité d'apprendre à apprendre.

Or, celle-ci engage bien davantage que les seules aptitudes intellectuelles; elle s'adresse à la dimension plus existentielle de "rapport au monde", de maîtrise de l'intellect, certes, mais aussi et tout autant, de maîtrise de l'affectif, de l'émotionnel, du spirituel...

Il ne s'agit plus seulement de connaître; il s'agit de savoir se comporter, dans son être et dans son devenir, dans un univers marqué par des crises multiples, économique et sociale sans doute, mais aussi crise de valeurs et de la spiritualité qui touche directement l'individu et le groupe dans leur identité plus profonde parce qu'elle s'en prend aux racines mêmes de la personne et de la société.

Crise où l'incertain, l'aléatoire, le compétitif à outrance, l'individualisme exacerbé ne se voient plus régulés par une éthique de solidarité, d'engagement, de respect, par l'élaboration de projets sociaux et spirituels axés sur la dignité et l'épanouissement global de la personne et de la collectivité.

Ce sont donc ces deux dimensions, celles de l'être et du devenir, qui sont devenues fondamentales dans la formation universitaire.

Ce qui est en question plus précisément, c'est, au niveau du savoir-être, la consolidation et l'affermissement de la personnalité dans le respect de certaines valeurs essentielles: compétence, engagement, solidarité, tolérance, respect, acceptation des différences, ouverture d'esprit, écoute de l'autre, amour de l'autre; au niveau du savoir-devenir, l'acquisition de la capacité de supporter et de faire face à l'incertain, à la mise en cause de ses repères et de ses balises, à l'ébranlement de ses savoirs, à la rencontre du vide, la capacité de traiter son angoisse, de stimuler sa créativité, ses ressources d'invention, de foi, d'espérance...

C'est aussi, tant pour l'être que pour le devenir, la sensibilisation aux notions du sens, de la finalité, de l'éthique.

C'est là que les responsables de formation supérieure sont interpellés, qu'il s'agisse de la production, de la consommation ou de la gestion d celle-ci. Il y a lieu, non seulement de prendre en compte ces deux dimensions dans l'acte de former, mais aussi de concevoir

et de développer une pédagogie qui assure un réel apprentissage de comportements appropriés en la matière.

En effet, ces valeurs et ces capacités s'expriment par des comportements, dans l'ici et le maintenant des situations et des relations, comportements qui, s'ils sont pertinents, donnent sens aux enjeux présents et font, par conséquent, de ceux-ci, les axes de progrès d'une société fondée sur le respect et l'épanouissement de l'homme et de la collectivité et non sur leur asservissement aux appétits de plus en plus voraces du savoir et du savoir-faire lorsqu'ils restent enfermés sur eux-mêmes.

Comment former à de tels comportements: telle est, me semble-t-il, une interrogation majeure sur la nature et les caractéristiques de la formation universitaire pour ce XXIème siècle, à laquelle nous devons répondre.

C'est une question qui relève de la science de l'éducation, science qui a, peut-être, été trop appréhendée jusqu'ici avec des préoccupations de transmission de connaissances.

C'est la personne globale qui doit être au centre des préoccupations de l'éducateur, car c'est elle seule qui peut développer cette capacité que les anglo-saxons appellent: la "double awareness". J'y ai déjà fait allusion en mentionnant les deux degrés de l'apprentissage.

Il s'agit de savoir:

- agir et être conscient de son agir, ce qui développe la capacité d'analyse;

- apprendre et être conscient de son apprentissage, ce qui développe la capacité d'apprendre à apprendre;

- s'engager et être conscient de son engagement, ce qui développe la capacité de le relativiser sans en altérer la dynamique.

Par la "double awareness", le sens s'introduit aux différents niveaux de la formation et lui donne: sens.

Former ces personnes inquiètes de sens et de spiritualité, qui reçoivent et s'exercent à un savoir et un savoir-faire dont elles mesurent l'enjeu, la portée et le rôle dans le monde d'aujourd'hui et qui ont appris à se comporter pour les manifester de manière telle que ce monde construise et libère l'homme plutôt qu'il ne le détruise et ne l'asservisse, tel est, à mon sentiment, l'objectif fondamental pour créer, par l'éducation supérieure, cette capacité à construire le XXIème siècle.

THE EFFECTIVE AND EFFICIENT MANAGEMENT OF CHANGE IN HIGHER EDUCATION:- ASSESSMENT

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SUMMARY

A major change in educational assessment is taking place in the UK. A government sponsored system of assessments now runs from the period of compulsory schooling to the post graduate level. It is not primarily a matter of assessment technique but of what is assessed, how it is to be assessed and therefore what must be taught, the curriculum and how it must be taught, instruction. It is assessment-led change designed to influence the whole process of education, including higher education. The paper looks first at the context for change; then the nature of the changes; considers the relevance of the changes for the traditional mission of the university; and finally asks how universities might respond to them.

INTRODUCTION

As in many countries, higher education in the UK is in the process of profound change. Enrolment in higher education is increasing, as it is in most developed countries. The British participation rate is now in the region of thirty percent of the age group. Students are drawn from a greater range of social and educational background. Nearly 50% of students entering higher education in Britain are over the age of twenty five and many of these older students do not have traditional entry qualifications but are admitted on the basis of access programmes. Both these factors, increasing participation rates and the involvement of new groups of students has led to a reconsideration of the purposes of higher education, its organisation and structure, and the purpose, content and form of assessment.

These developments are accompanied by increasing financial pressure. Funding is not only restricted it has to be 'earned' by meeting detailed targets for enrolment set by government agencies. Performance indicators dictate research funding. There are too new quality review procedures imposed on the universities from outside.

The universities themselves have introduced changes. Perhaps the most conspicuous is the widespread replacement of the traditional three years honours programme with a modular system with a much greater opportunity for breadth and student choice.

These factors are present in many countries. In Britain there is an additional development. One of the forces making for change is the introduction of National Vocational Qualifications and General National Vocational Qualifications. They have much greater relevance to higher education than might at first appear. This is a government sponsored

system of assessment which is concerned not only with how assessments are made but more significantly with what is assessed. The assessment determines what is to be taught and because the assessments are an integral part of the teaching and learning they determine to a large extent also how it is to be taught. It is an example of assessment led change such as can be found in different forms in many countries, not least those where IMF and World Bank funding are important.

This paper draws on a report commissioned by the Further and Higher Education Branch, Employment Department. It was published as M J Atkins, J Beattie and W B Dockrell (1993) Assessment Issues in Higher Education Sheffield: Employment Department Group

THE NEW ASSESSMENT STRUCTURE

These qualifications are administered by a new body the National Council for Vocational Qualifications which has a very different approach from the traditional examination boards and a very much broader scope. The emphasis is on demonstrating competences and general transferable skills rather than acquiring a defined body of subject matter knowledge and a range of related techniques. Competence is demonstrating the ability to perform a particular skill or set of skills, usually in the workplace. An element of competence is defined as "a description of an action, behaviour or outcome which the person should be able to demonstrate and must be assessable"(National Council for Vocational Qualifications 1991 p. 13) The necessary skills are determined by 'lead bodies', employers in particular industries. Underlying knowledge and understanding may also be assessed. General vocational qualifications cover broad occupational areas and, while maintaining the concern with competences and general skills, puts more emphasis on the relevant underlying knowledge and understanding and the particular skills involved. Even with the general qualification, the knowledge and skills are determined with reference to the specific occupations and their application at work. (HMSO 1991a).

These new qualifications are available at five levels, three of which affect universities. The first is admission. Level three vocational qualifications are equivalent to A Levels and are recognised for university admission. It is anticipated that up to half of all students admitted to university directly from school will include vocational qualifications as at least part of their admission requirements.

The second point at which these qualifications affect universities is at level four, the equivalent of first degree. Level four is defined as "competence in a broad range of complex, technical or professional work activities performed in a wide variety of contexts with a substantial degree of personal responsibility and autonomy. Responsibility for the work of others and the allocation of resources is often present." (National Council for Vocational Qualifications 1991 p.17) A number of universities have devised new degree courses or adapted existing programmes in negotiation with appropriate lead bodies so that they are designated as level four vocational qualifications. This has required a rethinking of the content of the courses, the ways in which they are taught and what evidence of competence is required. The traditional written examinations and laboratory practicals have to be replaced with reports of field based activities and assessment by supervisors of the extent to which students have demonstrated generic skills. Many of these generic skills, for example, the

ability to cooperate or the demonstration of enterprise, have not previously been taken to be within the provenance of the university.

The third point at which the new vocational qualifications relate to the universities is at the postgraduate level. Level five is defined as "competence which involves the application of a significant range of fundamental principles and complex techniques across a wide and often unpredictable variety of contexts. Very substantial personal autonomy and often significant responsibility for the work of others and for the allocation of substantial resources feature strongly as do personal accountability for analysis and diagnosis, design, planning, execution and evaluation." (National Council for Vocational Qualifications 1991 p.18) Much university postgraduate work is initial professional training, for example in Business Administration, Social Work and Teaching. Other postgraduate programmes are continuing professional development, for example in Medicine, Dentistry and Engineering. Many, if not all, these postgraduate programmes could meet the level five criteria. So far, only a small number of Masters Degree programmes have been designated as Level Five vocational qualifications, for example, Business Administration and Museum Studies.

How relevant are these developments to HE? Clearly they are important for the professional programmes where HE courses now contribute to a vocational award.

General vocational qualifications, have much broader relevance. Though they are not without teething troubles, they have been widely adopted for university entrance. Experimental programmes are being developed in some universities. If they are successful, they could offer an alternative to the traditionally conceived undergraduate degree programmes.

Some university departments have seen these new vocational qualifications as a market opportunity, others perceive them to be a threat. It seems likely that very few will not be affected by them in some way. Whatever else, this new development raises fundamental questions about the purpose of higher education, how they might be achieved, and how they can be assessed.

It was in the light of these developments that the Department of Employment commissioned the authors of this paper to prepare a report. This paper is based on that report. (Employment Department Group 1993)

THE PURPOSES OF HIGHER EDUCATION

Some people in universities may feel that these developments in assessment are not relevant to them. After all, "higher education exists to meet the needs of a variety of client groups and a range of social, economic, scientific and actual needs, and properly embodies a range of different cultures and values systems." (Otter 1992 p. ii) Some of them are vocational, others are not. These varied purposes may be gathered under the following four headings.

General Education

The medieval universities may have originated in Bologna and Paris as training colleges for lawyers and theologians but the development of 'the trained mind' has long been the justification of higher education. Newman asserted 150 years ago that a university education "educates the intellect to reason well in all matters, to reach out towards truth, and to grasp it" (Newman 1853 para 126) Fifty years ago it was claimed for Oxford Greats that its aim was "to continue to the limits the training of its students' minds in accuracy, power and independence". It was concerned with "precision, penetration and consistency", "a readiness to examine convention and to think out problems to the end". (Last 1935 pp 32 - 33) The extent to which a university education in the nineteenth or early twentieth century actually achieved these exalted aims is open to question, but the mythology remains very powerful.

It is not clear how these aims were achieved. It is even less clear how their achievement was assessed and how that assessment related to the formal examination system. A curious omission when it is noted that Last's article was in a book called The Purposes of Examinations and Newman himself obtained a Third Class Honours Degree, sometimes defined as a certificate of specialised ignorance.

This is an approach which been much more common in the United States than in Britain, as at the University of Chicago half a century ago. However, there much more attention was given there to the assessment of the intended outcomes. There is American evidence that these objectives are attained. (Pascarella and Terenzini 1991, Winter, McClelland and Stewart 1981) or at least some of them are, in some universities. Which are attained and where, depends in part on the structure of the programme and in part on the ethos of the institution.

The question posed by the vocational education initiative for this purpose of higher education is how we observe, assess and report the achievement by individual students of these outcomes and indeed how we set about achieving them. If we agree with Allen (1988) about the multifarious goals of higher education how do we set about assessing their achievement? How do we assess and report on a students ''willingness to question orthodoxy and to consider new ideas', 'sense of social responsibility', 'motivation towards accomplishment' and so on? And how do we evaluate our own success in developing them in our students. The development of National Vocational Qualifications has stimulated interest in these and related issues.

Knowledge Creation/Dissemination

Higher education must provide the future generation of scholars. In a small elite system this purpose was important if not dominant . If universities were about producing knowledge then the production of scholars was of pre-eminent importance. In a system of mass higher education, however, should not the education of the mass of students who are going to play a productive role in society determine the teaching and the assessment and the requirements of the tiny minority who are to become the researchers and scholars of the next generation be of lesser importance? Identifying them is important but should we allow it to distort the whole pattern of assessment and instruction? In the past, the identification of the students

most likely to contribute to the development of the subject, has been a major task of the university assessment system. Who will take on where we leave off? Indeed the commonest justification of the Honours Degree system is that it identifies the future scholars. However important the preparation of the next generation of scholars, as enrolment in higher education widens it becomes increasingly less significant, at least at the undergraduate level.

Specific Vocational/Professional Preparation

In the last twenty years in the UK universities have accepted an increasing number of degree courses preparing people for initial qualifications to practise a profession. Consequently a substantial proportion of both the undergraduate and post graduate university enrolment is in these programmes. However, it has been asserted that the way in which they are designed and assessed has more to do with power sharing between higher education and the professional bodies than with any model of how professional expertise develops. (Eraut 1992) The major criticisms are the way that patterns of study and placement separate 'theory' and 'practice', and the misguided belief that professional action consists simply of applying the former to the latter.

The approach of the vocational qualification programme which places its emphasis on demonstrated competence highlights these issues. They are, of course, not irreconcilable. The ASSET course for the training of social workers is an example of how a programme can be designed for both traditional and NVQ accreditation. (Winter and Maisch 1991)

General Preparation for Employment

For most employers degrees which are not specific vocational preparation are viewed as general preparation for employment. A degree is seen as an indication of general intellectual aptitude and a university education as an opportunity to develop a range of personal and social skills. (Roizen and Jepson 1985) Sir Graham Hills, formerly Principal of Strathclyde University put it succinctly. "Universities are no longer just knowledge factories. They give young people confidence and competence, There is more attention to people and less to subjects."

There have been numerous attempts to define the 'core skills', 'generic competences' and 'personal qualities' which higher education helps to develop. They include obvious skills in writing and speaking, both in the mother tongue and in other languages; in numeracy; and the use of communications technology They also contain other intellectual skills like the ability to reflect on and learn from practical experiences; the ability to assimilate large quantities of information quickly and to analyse issues from several perspectives; problem solving and decision making; evaluation of risks and consequences; and an understanding of the nature of change and the preparedness to adapt appropriately. There are also social skills like working effectively in groups or teams; and personal qualities including, drive, self motivation, self assessment, time management, ability to work without close supervision, leadership potential, enterprise and initiative. (Brown 1991) The evidence cited above suggests that university education does result in the development of a substantial range of the competences which employers expect.

There seems to be little connection between a student's subject of study and later employment. The (British) Association of Graduate Careers Advisory Services report that graduates from physics, the biological sciences, and foreign languages enter almost as wide a range of jobs as do graduates from English, history and the social sciences. Only clearly professional degrees define a career, and not always then.

For most students the distinction between the general educational experience and preparation for employment has little meaning in practice. As graduation approaches, a degree is a specific vocational preparation or a general preparation and, only for a declining minority, is that career employment in a knowledge factory.

It is here that the approach of the General Vocational Qualifications is most relevant. The implications for assessment and instruction in universities is profound. In its most extreme form the 'competences' and 'skills' might become a core whatever the subjects studied. In order to obtain the desired centrality, it is these competences, capabilities and skills which would be assessed and recorded. A report for the Employment Department (Duckenfield and Stirner 1992) shows how this is being done in some programmes through systematic observation (e.g. diaries, logbooks, portfolios verified by supervisors), and demonstrations (e.g. by presentations, project work, pre- and post aptitude tests and structured exercises) The traditional assessments become largely irrelevant. The subject of instruction is the means not the end.

Less drastic and perhaps more probable is a set of defined and prescribed core skills recognised and assessed as part of an award while the more traditional assessment of knowledge of subject matter and the mastery of the skills of the discipline are maintained. If this model is accepted the curriculum is the vehicle for the acquisition and assessment of core skills. However a number of problems arise. Do all subjects offer the same opportunity for the acquisition of the core? If not what are the implications for the balance of the curriculum and for each students programme? How can instruction be best structured for both the mastery of the subject matter and the acquisition of the skills? It was traditionally assumed that these competences develop as an accidental side effect of academic study. If this is not so, then a rethinking of instruction is as crucial as a revision of assessment processes. Reform is indeed assessment driven.

THE INSTITUTIONAL RESPONSE

So far the vocational qualifications initiative has had an impact on higher education mainly in two ways. New or existing professional programmes have been structured so that they are accepted as national vocational qualification. It remains to be seen to what extent the different occupations will establish lead bodies which negotiate such programmes. It seems likely that courses which meet the requirements of employers or professional bodies as well as conferring a degree will be preferred by students.

The second form of influence is the funding of development projects. The largest of these so far has been the enterprise learning project. (Brown 1991) This project involved a wide range of subjects in a large number of institutions. There have been many other smaller scale projects related to individual courses in one or a small number of institutions. They are

well publicised and it is hoped that they will penetrate through to many areas of university teaching.

One reaction on the part of the universities would be to do nothing. They could accept NVQ accredited professional course as they become available and continue to receive funding to participate in development projects without making any general changes.

However, if the practices developed in the pilot projects are not widely adopted, a further possibility arises. In British primary, secondary and vocational education new assessment processes have been made mandatory and in higher education the new approaches may in practice come to be required. Given the British system, this is most likely to be through the funding mechanism, the Higher Education Funding Council. Funding could be progressively tied to adopting an NVQ approach for professional degrees and a GNVQ approach for non vocational degrees.

In the report we suggest that universities might respond more actively at a number of levels. While some responses are appropriately made by individual institutions or units of institutions, others are best made by collaboration between institutions on a national or regional basis.

Rather like the way that the Dutch universities responded to their government's proposals on evaluation, British universities might jointly establish their own unit on assessment in higher education. They would in this way regain control of the initiative for themselves from government sponsored bodies and design projects and train staff along the lines they themselves saw desirable. If the vocational qualification model is not suitable for higher education as many academics seem to think, an inter-university unit could develop well thought out and field tested alternatives. Similarly, the non-vocational departments might wish to develop co-operatively either alternative sets of generic skills appropriate to different subject areas or more acceptable ways of assessing, recording and reporting them.

At the institutional level, universities could require for each course justification of assessment procedures in terms of congruence with course purposes or desired learning outcomes. They might wish to employ an indicator system to show whether the general educational purposes of attending a university have been achieved. They could provide training and support in assessment for individuals and departments.

At departmental level the new initiatives might provoke a thorough review of current assessment practice and the introduction of new ones, if and where they were needed. These changes might for example include replacing the traditional rank ordering approach with more explicit criteria for placing scripts above or below crucial key levels. Professional departments might develop assignments which require students to reflect critically on their practical performance, to integrate theory and practice or some of the other competences identified by the national qualifications.

There are other examples in the book, but these indicate why and how universities might manage effectively and efficiently changes in assessment in higher education.

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A I E S E C

THE INADEQUACY OF HIGHER EDUCATION IN TODAY'S GLOBAL WORLD

and

LEARNING HOW TO LEARN BETTER

The AIESEC contribution has two parts. The first is a summary of a workshop on **The Inadequacy of Higher Education in Today's Global World** run by the AIESEC Chapter of the Institut National des Télécommunications, Paris and lists some of the problems which, from the student standpoint, require urgent solutions. The second **Learning Learning** suggests new educational paradigms which can lead to enhanced human and development and professional effectiveness -both for AIESEC members and for students everywhere.

LEARNING HOW TO LEARN BETTER

Markus Leo Keiper
AIESEC International

Humanity has got three chances to learn:

1. "ME": You learn nothing. This gives you the security that you do not forget anything you have learned.

2. "You": You learn for yourself and from yourself. This gives you the security that nobody participates in your knowledge.

3. "You & Me": You learn from and with others. This offers you the opportunity of holistic learning. You gain a lot of know-how from others and you give them new ideas for solutions.

All three kinds of people exist. But only *"You & Me"* feel responsible for the others.

WHY LEARNING?

Learning is natural - you never started it on purpose and you will never stop it. In other words, we have a right to learn and certainly we want to learn. But how are we going to learn? And how do we benefit most from our knowledge?

The Old Paradigm of Learning

Do you remember your lectures in school and university? Probably you experienced the information style of *teaching skills*: "I can tell you how it works - so you will know the elements - and you will learn how they function."

This teaching style has been working for quite some time. But today's environment demands more from us than just knowing the elements like structures, people, equipment, goals and strategies etc.

We learned to do things right...

EXERCISE: Influence of your education on your communication behaviour

1. Participants give examples of education in their country:
   a) Kindergarten
   b) School
   c) High School/University

2. How did this have impact on their daily communication today (e.g. they learn but do not communicate; they do not consider the environment; they create prejudice...)?

Result: Participants are aware of their individual communication style.

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1. Basic Assumption of the Learning Organisation

Do not try to do things perfectly right!

There is a natural part of change: Nobody is able to fix everything.
Expectations: Nobody will tell you what to do. Believe in yourself and start the action.
Making peace with Change and Diversity: Never say "It's impossible! Don't try it!"

The New Paradigm of Learning

Returning to our example, the new way of learning is more participative. The teacher/professor introduces a theory to you and asks questions about its implications. **You** are the ones answering the questions. **You develop your knowledge** by listening to each others answers. You get the chance to reflect on the different approaches the participants are giving.

The teacher becomes a **coach** for you. He sets the direction but you are developing the strategies which probably are different according to your environment.

... now we are learning to do the right things.

MAKING PEACE WITH CHANGES

Our environment seems more and more difficult for people. How are we going to deal with information overload? How can I save nature if somebody else pollutes the air in another part of the world at the same time? What other dilemmas exist...?

Changes in our environment are often considered as threats. We have to start to live in peace with them:

"Instead of worrying about the future, let us work to create it!"

All of these dilemmas are based on the increasing speed of rapid changes. For example, a computer bought today will be half the price in 8 months. Information on prices has an added value of one week, then you need new information.

Fact: The access to information is already one critical success factor of peace in the world.

> *The ability to learn faster than others may be the only sustainable advantage for you and your organisation.*

AND HOW DO WE BENEFIT MOST FROM OUR KNOWLEDGE?

We have to create new knowledge!

- Use the insights of different people
- A more holistic approach to knowledge
- An organisation is not a machine but a living organism with collective sense of identity and fundamental purpose
- To create new knowledge means to recreate the organisation and everyone in it in a nonstop process of personal and organisational self-renewal
- Inventing new knowledge means participation; everybody should be a trained professional and an entrepreneur
- New knowledge begins with the individual. Individual knowledge is transformed into organisational knowledge

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2. Basic Assumption of the Learning Organisation

Empower the People!

Everybody has got the potential for innovative ideas, new concepts, risky resources. But very often we waste these resources by neglecting people willing to ... Japanese industry shows us the importance of empowering people. They develop their own ideas and feel "fully on board"!

Have a look at the people around you. They are unknown for you. Everybody has his own background.

EXERCISE: How can AIESEC use its potential as a learning organisation?

1. Describe the core competencies of AIESEC in terms of a learning organisation (e.g. network).
2. Figure out the cases where we can utilise the core competencies much better than in the past.
3. Describe the role of the individual member (yourself) in a learning organisation: Opportunities and obstacles?

HOW AIESEC BECOMES A LEARNING ORGANISATION

To speed up learning, change the rules that AIESEC lives by.
> We must be ready to overcome old-fashioned rules and roles. Everybody has the capacity to be a designer of projects and other activities.

Basic Assumptions

▸ In every organisation there are hierarchies. AIESEC has got a federal one.
▸ AIESEC is able to run projects.
▸ AIESEC has potential individuals as members.
▸ AIESEC has a philosophy which is essential for a learning organisation.

Goal

▸ To overcome the separation between our projects and our potential members and their impact.

Results

▸ Members are "full on board"
▸ Focus on people
▸ Alignment with goals
▸ Holistic picture
▸ Control mechanism: Doing the right things
  - Core competencies
  - Standards
  - Adapting to different situations in countries and regions
▸ Interaction between the environment and the international association
  - Two way interaction

Strategy

- ▶ Be open-minded: Ask about the individual/country situation.
- ▶ Identify common needs and solutions.
- ▶ Identify common projects.
- ▶ Identify your achievements at the end of the project.
- ▶ Use networks.
- ▶ Start action.
- ▶ Crosscheck with your objectives and results.
- ▶ Finalise the project.
- ▶ Follow up!

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3. Basic Assumption of the Learning Organisation

A Desire to Learn....People Do Not Want to Be Limited

EXERCISE: Common projects - common impact - at different places

1. Give 3 keywords which describe your personal environment the best: 3 chances, 3 problems, 3 hopes, 3 fears.
2. Bring them in relation with each other.
3. Define common problems and fears.
4. Now find common chances and hopes.
5. Develop a common strategy.
6. Describe the follow up (communication, etc.).
7. Describe the change of your role before and after the exercise.

This is the end of the session........
                                    ....but the beginning of facilitating AIESEC as a learning association!

THE INADEQUACY OF HIGHER EDUCATION IN TODAY's GLOBAL WORLD

AIESEC, Institut des
Télécommunications, Paris

Introduction

Today higher education is a complex area. Often there is a gap between knowledge and the labour market because the training given does not match the needs of international companies. Higher education qualifications are extremely varied so recruiters have little idea of their value. Too frequently, training is technical in nature with no emphasis on human development.

Problems

Higher education and the needs of the international labour market
Expanded markets, the developments in communications and transport have resulted in a global and closely linked economic system. Thus, executives must adapt quickly to the mentality and customs of foreign countries. Yet, education is a national concern and does not usually provide for this challenge. Students are conscious that they are not well prepared for a global world and that their training does not satisfy employers.

Variations in higher education systems
As the globalization phenomenon evolves, all areas are interlinked - but this is not yet the case for higher education. Diplomas vary from country to country for the same type of course and it is a difficult task to obtain regional or international recognition for studies. These issues should be addressed as part of the internationalization of higher education.

Multiculturalism and Human Development
Universities re natural melting pots as they attract foreign students.Such diversity must be well used and should lead to cultural understanding. With regard to the labour market, executives should be trained for the responsibilities that they will assume. Their capacities for managing human resources and for conflict resolution are vital. Solid training is necessary but this should be complemented by inter-personal skills such as awareness, open-mindedness and sound moral values.

Solutions

Multicultural Education
Students should learn languages and become familiar with other cultures form an early age. This will help them acquire a global knowledge of the world in which they will work. Also, their practical experience should be facilitated. for example, 6-month traineeships abroad in

international companies can broaden their experience and is useful for employers and students alike. Closer co-operation between the economic sector and universities could help tailor training to the realities of then workplace.

International Degrees and Diplomas

An international commission could be set up to design a system which can be adapted to many contexts. For instance, one possibility is a module system of education which could be studied in several institutions. This would require institutions to become excellent in a particular area. At the beginning of his studies, each student would decide on a career target and choose modules which link to his chosen diploma but which could be obtained in a variety of places. This has the double advantage of earning an international qualification while studying in multicultural contexts.

Higher Education and Human Development

Contacts with students from other cultures must be developed as these lead to a better understanding of cultural diversity and so foster open mindedness. The key ideas related to the concept of human development cannot be learned from theory alone. Experience of the issues involved is required and proves essential in actual professional life when one deals with a wide variety of colleagues, especially in international contexts.

Action

A system to put these solutions into practice still needs to be established. However, certain universities, Business and Engineering Schools have made good progress in this direction.

CONTRIBUTION A UNE REFLEXION SUR LA CONDITION DES ENSEIGNANTS UNIVERSITAIRES

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La présente contribution, destinée à nourrir une réflexion sur les enseignants universitaires de l'avenir, se fonde sur deux présupposés méthodologiques. Dans un premier temps, on s'est efforcé de rassembler, pour hier et aujourd'hui, quelques données ayant un rapport direct avec le sujet proposé. On a ensuite organisé une série de constats et imaginé les évolutions possibles en ayant présent à l'esprit qu'il s'agissait de préciser le point de vue de professeurs s'exprimant en cette qualité.

1. Historiquement, l'*Universitas magistrorum et scholarum* désigne la communauté de ceux que la puissance tutélaire et la société reconnaissent comme ayant vocation à d'adonner à la recherche de la vérité, à l'élaboration et à la transmission du savoir produit par la recherche de la vérité.

Acteurs principaux de cette communauté, les Maîtres y sont reçus ou agrégés d'une part en raison des connaissances qu'ils ont acquises par leur travail en qualité d'étudiants et par leurs recherches personnelles et d'autre part en raison de leur capacité à transmettre à leur tour ces connaissances. Ils bénéficient particulièrement de dispositifs juridiques et de pratiques sociales consacrées découlant de l'autonomie reconnue aux universités : ainsi en est-il par exemple du principe de libre recrutement des Maîtres, dès lors qu'ils possèdent les grades adéquats, comme il en est des règles qui organisent l'appréciation de l'activité académique des Maîtres par leurs pairs. Ils bénéficient par ailleurs des normes et pratiques favorisant la libre recherche et le libre enseignement et fondant la Liberté Académique par rapport à laquelle se conçoivent aussi les relations avec leurs élèves et disciples. Menant leur recherche et dispensant leur enseignement librement, les Maîtres ne sont pas tenus par des impératifs d'efficacité définis sans leur accord, hors de l'université.

Si la préoccupation de formation professionnelle n'est jamais totalement absente (en droit, en médecine, par exemple) elle n'est pas prioritaire et l'université apparaît aussi comme une institution investie d'un devoir d'éducation générale et de transmission de grandes interrogations morales et de valeurs sociales acceptées comme le respect de l'Homme, de la vie et de la nature, comme la rigueur scientifique, l'honnêteté, la solidarité, la justice, la tolérance.

L'universalisme tant au plan de l'élaboration conceptuelle qu'à celui de l'organisation des cursus permet aux étudiants de fréquenter successivement des universités de pays différents et permet aux Maîtres d'enseigner successivement dans différentes universités.

A diverses époques, les universités ont toutefois souffert trois types de critiques. On a pu leur reprocher un certain manque d'indépendance vis à vis du pouvoir tutélaire comme vis à vis de leur propre tradition, ceci se manifestant par le refus de l'originalité et du progrès dans la recherche, le refus de pratiquer le libre examen en tous domaines, la défense d'une morale trop rigide, trop stricte, voire répressive.

On a pu par ailleurs faire grief aux universités de trop s'attacher à l'universel au détriment de la mise en valeur ou de la conservation des identités et des cultures nationales.

Enfin on a déploré leur relative incapacité à répondre aux besoins de formation professionnelle.

En fait il faudrait sans doute réexaminer l'ensemble de l'histoire des universités pour apprécier la qualité du modèle qu'elles ont constitué et apprécier la pertinence des critiques qui leur ont été adressées.

2. Des circonstances de plusieurs ordres ont fait évoluer les universités et ont profondément modifié la condition universitaire, telle qu'elle se présente aujourd'hui.

Dans l'ordre juridique et par rapport à l'Etat national, les universités ont vu se substituer un statut de service public ou d'entreprise à celui de corporation inspiré du droit ancien. Dans ces conditions les Maîtres sont devenus fonctionnaires ou salariés contractuels. Les étudiants n'ont plus vocation à être, au premier chef, des élèves et des disciples, mais s'affirment en qualité d'usagers ou de clients.

Les équipements scientifiques et pédagogiques coûtant de plus en plus cher, la tentation a été grande d'en rentabiliser l'utilisation par un plus grand nombre d'étudiants. Les universités se conçoivent alors comme des instruments de politique économique dans lesquelles on accentue les formations professionnelles en réponse à une demande parfois formulée en fonction de la mode. Les universités se conçoivent aussi comme instruments de politique sociale où l'on entend lutter contre les inégalités, l'exclusion, le chômage en accueillant des étudiants qui n'ont pas toujours un niveau autorisant le maintien d'un enseignement et d'une recherche de qualité.

L'augmentation du nombre des étudiants et la difficulté de créer des emplois permanents d'enseignants et de chercheurs a au moins trois conséquences très dommageables pour une certaine conception de la vie universitaire.

La première conséquence est une tendance à la rupture entre la recherche et l'enseignement. On assiste alors à des évolutions où certains enseignants, pour faire face à l'afflux des étudiants, se consacrent quasi exclusivement à l'enseignement alors que d'autres, conscients des handicaps que peur représenter l'enseignement devant des étudiants d'un niveau trop faible, cherchent à se cantonner dans leur recherche, dont l'essentiel s'effectue parfois hors de l'université, et à des enseignements de doctorat. Le premier mouvement s'accompagne souvent d'une prise en compte des services nouveaux demandés à l'université

par des étudiants qui souffrent de l'éclatement des cellules familiales traditionnelles, d'un climat de violence et de permissivité généralisé, des incertitudes quant à leur avenir, de la banalisation de la drogue et de certaines évolutions des moeurs. Ce mouvement peut alors s'accompagner, pour les enseignants, d'une certaine renonciation à toute spécialisation réelle au profit de tâches d'assistance aux étudiants.

Le second mouvement peut conduire à un véritable désintérêt pour la vie universitaire dans ce qu'elle a de communautaire et de collégial. Il renforce l'hyperspécialisation générée par l'augmentation quantitative des connaissances comme il renforce les cloisonnements entre disciplines.

L'accueil d'un plus grand nombre d'étudiants dans les universités a eu, par ailleurs, pour conséquence l'apparition d'une véritable bureaucratie universitaire, composée d'une part de spécialistes de l'administration et de leurs collaborateurs techniques, et composée, d'autre part, d'enseignants principalement occupés à des tâches de gestion u de contrôle administratifs qui se sont multipliées et diversifiées à mesure que les universités devenaient des institutions sociales de plus en plus complexes.

L'augmentation du nombre des étudiants et la professionnalisation de certains cursus a enfin pour conséquence l'intervention de plus en plus importante, en qualité d'enseignants, de professionnels engagés dans la vie active comme le recours de plus en plus banal aux nouvelles technologies de l'information. Or l'intervention de professionnels engagés dans la vie active ne se révèle pas toujours féconde pour la vie de la communauté dans la mesure où ces nouveaux collaborateurs ont du mal à concilier les différents types de fonctions qu'ils assument. Quant aux nouvelles technologies de l'information, si elles facilitent le stockage et la diffusion rapide, auprès des publics les plus divers, d'un très grand nombre de données, elles peuvent aussi générer une culture kaléidoscopique et superficielle, dont le caractère aléatoire n'est plus corrigé par un spécialiste en rapport avec l'étudiant.

L'augmentation du nombre des étudiants n'est cependant pas la seule cause de la dégradation de la condition universitaire. Les effets pervers des acquis professionnels des enseignants à plein temps, notamment en matière de statut et d'emploi, n'ont, par exemple, pas toujours été soulignés avec vigueur et précision. Ainsi en est-il de la sclérose qui peut résulter de certaines garanties légales et réglementaires. De même en est-il de la substitution d'une relation entre collègues fondée sur l'âge et le statut, encourageant le carriérisme, à la relation fondée sur le rapport intellectuel maître-élève-disciple.

D'une façon générale les professeurs des universités n'ont pas la situation économique et sociale qu'ils devraient avoir en raison des missions qu'ils accomplissent. Soumis à des contrôles externes de plus en plus lourds et tatillons, et soumis à une augmentation sensible des tâches administratives, ils ont vu leur condition se dévaloriser et leur profession devenir moins attrayante. Ceci a des conséquences certaines et perceptibles pour le recrutement de nouveaux enseignants.

La place des enseignants universitaires et particulièrement des professeurs dans la société a évolué pour d'autres raisons encore.

On doit, à ce titre, admettre qu'en cédant à l'illusion politique qui a parfois conduit les enseignants universitaires à des prises de positions individuelles et collectives hors de leur

champ de compétence disciplinaire, ceux-ci ont contribué à la perte de leur prestige et à la négation de leur statut de référence, et cela d'autant plus qu'ils restaient muets devant certaines atteintes à l'autonomie des universités et à la Liberté Académique, ou qu'ils participaient à l'expression et à l'accentuation de conflits politiques nationaux ou internationaux, ou encore qu'ils faisaient acte d'allégeance à des régimes totalitaires.

Les enseignants universitaires sont aussi directement affectés par l'apparition de nouveaux groupes d'acteurs sociaux dont la qualité est souvent autoproclamée à moins qu'elle ne relève de normes ne visant pas particulièrement à la transparence. Dans une certaine mesure l'unique qualité d'"intellectuel", ou de "créateur", surtout lorsqu'elle est directement mise en scène et en valeur par les médias fait aujourd'hui plus référence que celle de professeur. Il en est de même pour de nouveaux modèles sociaux qui se recrutent dans le monde des affaires, dans celui du sport de haut niveau et de la compétition, et dans le monde des médias eux-mêmes.

On en arrive alors à une situation où l'accès à la condition enseignante universitaire ne repose plus prioritairement sur un attrait particulier pour la recherche et l'enseignement d haut niveau mais s'explique de facto par un sentiment d'échec dans d'autres domaines ou par la recherche de revenus, certes insuffisants, voire très médiocres, mais relativement mieux garantis qu'ailleurs.

3. Pour l'avenir, on admettra que les quelques faits relevés ci-dessus autorisent à imaginer l'évolution des universités et celle de la condition des enseignants selon au moins trois scénarios.

Deux scénarios reposeraient sur l'accentuation de deux grandes tendances. La première tendance est la référence quasi exclusive à la loi du marché et à une définition de l'université en termes économiques. Cela entraînerait la généralisation de l'utilitarisme, par exemple pour la définition des programmes d'enseignement et de recherche ou pour le recrutement d'enseignants placés dans des situations de plus en plus précaires. Cela renforcerait la dérive individualiste au détriment de toute idée communautaire et de toute pratique collégiale désintéressée. Cela consacrerait la soumission aux aspects les plus discutables des pratiques médiatiques, comme l'appréciation de la valeur des enseignants en fonction de leur seule audience publique, comme le recours à la mise en cause de l'évaluation par les spécialistes d'une discipline au profit d'une contre-évaluation médiatisée, comme l'encouragement à la mise en spectacle de la vie universitaire au détriment du respect du secret professionnel et d'un minimum de déontologie académique.

Un second scénario reposerait sur la tendance à la soumission de la science à une interprétation moniste et fondamentaliste de toute vie individuelle et sociale et de toute activité académique. Elle entraînerait la restriction voire la disparition totale de la Liberté Académique au nom de préceptes philosophiques, idéologiques ou religieux. Elle entraînerait aussi l'utilisation systématique de l'université à des fins de propagande notamment dans les pays affectés par des conflits armés locaux. Elle pourrait faire subir à l'université les conséquences d'un embargo économique et culturel international au détriment de la libre circulation des idées et des personnes. Elle imposerait un recrutement des professeurs et une évaluation de leurs travaux et de leurs performances principalement fondée sur leur adhésion à la philosophie, à l'idéologie ou à la religion dominante.

Un troisième scénario prendrait ses racines dans un certain nombre d'aspirations, d'ambitions et de réalités dans lesquelles se reconnaissent un grand nombre, et sans doute le plus grand nombre, d'enseignants universitaires.

Il s'agit en premier lieu de la référence à un humanisme défini par des valeurs et des objectifs scientifiques élevés, notamment en ce qui concerne le respect de la vie et de la nature, le développement harmonieux de la société, la libre quête spirituelle, la promotion des Droits de l'Homme.

Il s'agit en second lieu de l'exercice d'un authentique sens critique admettant que la rigueur du travail académique, la nécessaire controverse en vue d'une meilleure élaboration du savoir, la recherche de l'excellence, ne sont pas incompatibles avec la tolérance, le rejet de l'esprit de polémique et les exigences de la justice.

Il s'agit encore d'une réelle prise de conscience et de responsabilité par la société et le pouvoir tutélaire qui accordent l'autonomie aux universités et garantissent la Liberté Académique en la concevant non pas comme un ensemble de privilèges mais comme des indices des libertés que cette société reconnaît et vis à vis desquelles elle est appelée à exercer son arbitrage (liberté politique, liberté économique, liberté religieuse, liberté d'enseignement, liberté scientifique, etc...).

Il s'agit enfin de la responsabilité revendiquée par les enseignants universitaires eux-mêmes exerçant leur charge avec rigueur, disponibilité et dévouement, et admettant que si la Liberté Académique consacre un certain nombre de droits, elle doit nécessairement s'accompagner de l'acceptation d'un certain nombre de devoirs.

4. En conclusion d'une contribution présentée dans le cadre d'un débat libre, on peut esquisser quelques voies intéressant l'action de l'UNESCO dans son partenariat avec les représentants des communautés et des enseignants universitaires.

L'UNESCO doit rester un lieu de réflexion et d'expression sur l'éthique de la science, sur les droits et les devoirs constitutifs de la (des) Liberté(s) Académique(s).

L'UNESCO doit être un laboratoire pour la mise au point des solutions réclamées par des situations universitaires précises comme celles qui résultent des conflits armés et de leurs conséquences, ou comme celles qui résultent de la prégnance des intégrismes et des fanatismes.

L'UNESCO doit encore être un centre de documentation, d'observation et de proposition sur le statut, la condition morale, sociale et économique des enseignants universitaires.

Enfin l'UNESCO doit être une des sources de la transmission de l'idée d'Université dans ce qu'elle a d'évolutif, mais aussi dans ce qu'elle présente de nécessairement permanent au service de la Vérité, des Droits de l'Homme, de la Paix entre les peuples et donc de la Liberté.

THE PARADIGM SHIFT IN EDUCATION - CAPACITY-BUILDING AND CHANGE IN THE INTERNATIONAL COUNCIL FOR DISTANCE EDUCATION

Reidar Roll
International Council
for Distance Education

1   Capacity-building is among the main priorities for ICDE, its members and affiliated regional and national associations for open and distance learning. This capacity building is capacity-building for management of change.

2   ICDE's activities in this respect do, with few exceptions, not include training as a regular service to members. ICDE organises every year a number of workshops around the world that focus on capacity-building for our constituents in different aspects of open and distance learning. ICDE is closely involved in professional development activities either alone or in cooperation with its national or regional partners. This involves conferences, workshops and seminars of a regional or global nature.

ICDE's strategy at present is under re-examination, and new strategies evolve that are built on the following philosophy:

3   We are living in a period of dramatic historical and technological change, which has been characterised as a profound civilization change. For us who are working in distance education it is clearer than ever that the world is in the midst of an equally profound change in the whole learning paradigm.

4   The Earth is on the threshold of a new millennium. Many industrialised countries are experiencing, or just coming out of the deepest recession since the Second World War. High unemployment rates, unprecedented since the Great Depression, waste their most valuable resource. For the governments and intergovernmental organisations of western countries, resumption of non-inflationary, sustainable and job-creating growth is a pressing priority.

5   We are all well aware of the revolution going on in the communication and technology sectors. The developments in digitalization and fibre optics technologies are rapidly taking us into the information society of the future, where practically any kind of information and services will be available everywhere, and our ability to communicate across the planet will be immense. It is still difficult for most of us fully to grasp the changes it will bring in society as we know it today, how we spend and organise our lives, our work and leisure time, how we learn, manufacture, provide services, fight wars. How it will affect the relationship between the haves and have nots in the world, how it will effect culture and language. In the world of the future computer generated virtual reality classroom, the education environment as we know it today, how we provide education, and the way we learn, will have changed dramatically in pace with new realities, new learning needs and skills. We are already well into this process of change as we see distance and conventional education blending more and more in many countries.

6   I would argue that it is true that as conventional education changes, distance education must change as well. Many countries are in a period of rather intense re-examination of higher education.

7   As the next decade unfolds, it will be the institutions in the education systems that can master the processes of change that will be more central and valuable to our societies. In a great number of nations around the world there are growing demands for access to higher education, while at

the same time the recession many countries are going through has effects on government spending in the education sector.

8   There is in many places scepticism in political circles as to whether the education sector is using its resources effectively, whether it is productive. In the period ahead many argue, and I think it is true, that we are unlikely to see in many countries large increases in spendings for post secondary education, primarily because there is a shortage of money, and the education sector faces hard competition from other sectors such as health and the environment for resources. In this scenario, the education sector is likely to be in a position where it will be looking at its productivity.

9   But - the question of the transformation of teaching through new advances in educational technology will perhaps be even more fruitful in this process. In rather large parts of the conventional university systems this was until recently a rather abstract concept in the sense that not much really changed in the daily life of universities as we know it, except in distance education institutions. On the other hand there is a growing experience in many mixed mode universities with the use of computers and telecommunication tools and applications in the daily learning process, where the role of the professors is changing.

10   As this moves into realistic models of teaching and learning, we are moving from an abstract to a real possibilities discussion. In the past, much of this transformation was in many countries accomplished by establishing separate institutions, we call them distance teaching universities, or open universities, for this not quite legitimate task of using technology to educate students.

11   We are already finding, all over the world, that the traditional universities are adapting these concepts. This trend is accelerating at an ever brisker pace, and will continue to do so in the coming years. Single mode distance teaching institutions will find hard competition from the traditional system on their own home turf, and will need to change in order to have a role to play in the future. If open universities in their turn become fixed and unchanging, we will only have two styles of obsolete universities each with its own outmoded approach.

12   It is more likely, given today's budget pressures, and the incentives to change, that both single mode and traditional universities will evolve to look more alike each other, different from what each is now, but more like each other than before.

13   Another theme in today's discussions among politicians is the quality of the education that students are gaining, and this has not really been true before. We are not only talking about better educated citizens, but differently educated citizens, where reasoning skills, creativity, and international understanding, the ability to understand and value different cultures, will be important and necessary skills in the labour market, as the labour market as well as the market place becomes more international with increasing international competition for jobs as well as for markets for services and commodities.

14   This is just as much a challenge to single mode, or open universities, as to the traditional ones. The open universities are going to need to focus just as sharply on how they provide interaction among students as on how they deliver the course at a distance.

15   In the traditional systems, at school as well as university level, we are likely to experience the need for massive re-training of teachers and professors to adapt to new goals and roles.

16   We are in the middle of a transformation of our societies. That transformation means that we are going to be more international and competitive, both in the labour market and in the education and training sector. It is going to be dangerous to be stuck in old, outmoded ways of doing

things. This is true for powerful corporations, powerful military organisations, but also for powerful distance teaching universities as well as for traditional ones. How we manufacture and how we provide services to the citizens of our societies in the future will change how we educate.

17   The advances in communications technologies and services, in equipment and software applications for the use in education in a new technological environment, will make the move of the traditional universities into technology much more feasible and dynamic. In this scenario, distance teaching universities, some of them very large organisations, can no longer see themselves as the remarkably successful forerunners, and immune to changes. They will be just as much a part of the need to change, because to stand still is increasingly to be left behind. And over the next twenty years, the transformation of our societies into information societies will make it necessary for the whole higher education systems of our societies to adapt to a new educational paradigm.

18   The process will be extremely hard for many, and this is part of the reason why we in ICDE now are focusing so sharply on capacity-building for this process of change.

19   In order to provide our institutional members with the best possible platforms for capacity-building, cooperation and partnership building at the global level, ICDE has in recent years put in place several new permanent structures. These are structures within the ICDE organisation for cooperation and partnership building between our members themselves as well as with external partners, such as governments, the corporate world and owners of communication networks, in order to improve their own positions and performance, and in order to make advocacy and lobbying functions more forceful and efficient.

20   It is on these issues that the annual conferences of presidents of ICDE member institutions and networks focus at its annual meetings. In order to provide a better overall management structure for the capacity-building which is now necessary in open and distance learning to master the processess of change, ICDE in 1993 established, on a permanent basis, The ICDE Standing Conference of Presidents of Open and Distance Education Institutions (ICDE SCOP). SCOP meets annually and decides on joint actions based on the needs assessments coming out of the various regions.

21   Another main capacity-building structure which ICDE has put in place, during the last 18 months, for partnership building and collaboration, is the International Multi-Channel Action Group for Education (IMAGE).

22   ICDE is not an NGO which specialises in only higher education. To the contrary. The whole panorama of the educational system is within our mandate, from early childhood development through tertiary education.

23   IMAGE is founded on a commitment to the goals adopted by the World Conference on Education for All (Jomtien, Thailand, 1990) and the World Summit for Children (United Nations, New York, 1990). These goals set targets for major improvements in access, quality , and equity with respect to opportunities for basic education and training.

24   In this respect ICDE is responding to the call for action from its developing country members and partners. Partnerships and collaboration to address the tremendous need for human resources developmentin the Third World is what IMAGE is all about.

25   We now have the techniques that are needed to reach out to the peoples of nations with sustainable educational programmes that will make a difference. It is these multi-channel techniques that IMAGE focuses on. These techniques have been developed, tested and refined

by distance educators over the past 30-40 years. IMAGE has been put in place because we as educators feel a responsibility to help, and to pool our experience and intellectual and technical resources in order to provide the best possible assistance in the agenda to provide education for all.

26 IMAGE will focus on the building of the capacities of ICDE members to develop and provide educational bridges between distance education and conventional education. IMAGE is an inter-agency consultative and action group of organizations whose work crosses the boundaries of international development, education, and communications. IMAGE is a global partnership of educational organisations and technical operators of development projects, international donors, NGOs, and governmental organisations.

27 The Steering Committee of IMAGE includes members from UN agencies like The World Bank, UNESCO, UNICEF, ILO, as well as numerous centres of excellence around the world well experienced in multi-channel approaches to education in the developing world.

28 ICDE member institutions have access to the IMAGE partnership, and can participate as partners in the activities. We hope that in this way it will be possible to develop the capacity of ICDE member institutions in closer cooperation with the international donor community, and that IMAGE will provide for our members a useful mechanism for the sharing of expertise among those members interested in providing educational services in a development context.

29 Open and distance education will spearhead the process of change in the education systems around the world. Through its new strategies ICDE wishes to be a main agent for change and for the capacity-building needed to master the processes of change in terms of the new teaching and learning paradigms, technological change, social and economic development, changing world demography, and new paradigms for access to information and delivery of learning.

30 It is likely that the present crises in higher education in many countries must grow worse before it can improve, through the simple lack of capacity of many outmoded institutions of higher learning to change in pace with new realities in a world undergoing a civilization shift.

31 This being a pessimistic outlook, there is ample evidence of a strong will to adapt to changes in many institutions in the conventional higher education system today. Evidence of this is strong in North America, Australia, New Zealand, parts of Asia, but also in many institutions of higher learning in Europe.

HIGHER EDUCATION, WOMEN GRADUATES AND CAPACITY-BUILDING

Anne Holden Rønning
The International Federation of
University Women (IFUW)

Women's role within the educational system in general is of prime importance, and even more so in the higher education field. Because of its interdisciplinary and global composition, IFUW has an unique opportunity to influence higher education. The goal of targeting the women of the future will also target the youth of the future.

I. The Capacity-building Strategies

I.1. Membership of IFUW is restricted to women graduates, and includes women from all walks of life and a wide variety of careers. IFUW was founded in 1920 "to promote understanding and friendship between university women of the nations of the world, irrespective of their race, religion or political opinions, and thereby to further their interests and develop between their countries sympathy and mutual helpfulness, and to further the development of education." This is the raison d'être of IFUW as stated in the Constitution. Historically IFUW has contributed to the advancement of women in higher education through its members, its consultative status with UNESCO, and, through its own study and action programmes, indicates to its members ways of implementing social change through education.

Members priorities are given in the Study and Action Programme (SAAP) which is approved for each triennium, and which indicates the areas IFUW is concentrating on at any particular time. The present SAAP programme (1992-95) entitled "Education for Survival and Progress" has three goals: increasing access and responsiveness in formal education systems; increasing skills and leadership through non-formal education; and increasing women's role in cross-sectoral analysis, solutions, and decision-making. It addresses the problems of literacy in its widest context, including functional literacy, and the need for lifelong learning starting with the girl child. This programme will be continued in the next triennium (1995-98), and in addition to continuing ongoing goals it will highlight the question of access to higher education, the curriculum in higher education, single sex education, further education opportunities for refugee women, questions of applied research in areas such as issues of poverty, work and the family, positive parenting, women as peace negotiators, and the social responsibilities of graduate women.

I.2. With the global spread of IFUW membership it is obvious that the main priorities and needs for training differ. IFUW members already have higher education, but that education does not necessarily equip them with the requisite expertise to move into decision-making positions within academe, the public or the private sector. There is a need for education in administrative capacities, and stress on the life-long learning, and human

resource development. As the UNESCO policy for higher education emphasizes education must also equip people to view issues from a global perspective.

IFUW's current training programme, launched at the IFUW Council in 1991, a capacity-building programme on "Leadership, Organizational Development, Management and Programme Development for Women as Decision-makers and Agents of Change", provides training seminars and workshops for the empowerment of women leaders, especially in developing countries and in Central and Eastern Europe. This non-formal further education programme was set up in answer to a need for training expressed by national associations of IFUW in developing countries to enable them to strengthen and manage effectively their organizations, and to develop viable, sustainable projects and programmes at local, regional and national levels. This capacity-building programme is aimed at increasing the participation of women in the democracy-building process, in particular on issues relating to women, children and the environment. It should be noted that these seminars and workshops, though run by IFUW, also included members of other NGOs, and thus provided a training ground for the work of women NGOs.

One issue which has been focused on in IFUW in the past, and is now being studied in the capacity-building programme is the situation for unemployed university women and their prospects for reentry. This subject has earlier been addressed by UWE (University Women of Europe) in the late 1980s, and is one of the problems which IFUW will now address on a world-wide scale. More emphasis is needed on getting graduate women to apply their skills, and the application and implementation of research in general. The present "publish or perish" trend within institutions of higher education is not conducive to making research results used for the good of society.

With increasing unemployment in general, also within the academic sector, and enormous competition for jobs, it will be necessary to monitor women's progress within the university system, and find ways in which to create a family-friendly environment allowing both men and women to have careers and at the same time take care of their families. It should be cause for concern that many women academics put off having children until mid-thirties, as research pressure is so great that they feel they cannot afford the luxury of having children.

I.3   Graduates today are no longer in the position of being guaranteed a job in which they can continue for the rest of their lives. Instead changes in the international environment and the work environment demand a consistent updating of knowledge, and even a change of career. For women graduates this need is often greater, as several studies undertaken by national associations of IFUW have shown. Knowledge and technological know-how is changing at such a rate that even maternity leave, and some few years of child upbringing leaves women as the losers, especially in a society with an increasing number of single parent families. Add to this the cultural barriers women meet in many countries when they want to enter the work-force, and women and girls clearly become a disadvantaged group. The mothers of the present are the mothers of the future, and training programmes for graduate women to update their expertise, and enable reentry into the work-force or higher education, as well as functional literacy programmes would to enable them to participate better i social development, and there would be a better utilization by society of its human resources. At present there is a great waste of female expertise.

Recent trends towards the reduction of non-formal higher education because of financial cutbacks in many countries affect women in particular. It is an area where IFUW national associations already work, and will continue to work, to persuade governments to see the financial advantages to be gained in helping to finance non-formal education schemes. In the increasingly technological world in which we live keeping women abreast of new developments is a way of enabling them to play a full role as members of the society in which they live, and to implement their expertise at grass roots level.

I.4   Innovative strategies for capacity-building should concentrate on three main areas: further education, reentry programmes, and functional literacy programmes, especially legal and economic literacy ones. Initiatives in this field would be beneficial to men and women alike. IFUWs management training programme can be expanded in the 21st century to cater for graduate women's responsibilities within the community, as they are based on support schemes which are not gender-based. IFUW would like to see a gender dimension in all aspects of the curriculum in terms of cultural context, a) to create an understanding of the gender balance within one's own culture - a prerequisite for change, and, b) an understanding of other people's cultures so as to envisage possible ways of change within one's own cultural context.

I.5   As in the initial stage the need to empower women is greatest in developing countries where university trained women, maybe because they are fewer in number, have an important role to play in ensuring that women's perspective and situation is catered for in all the new legislation. However, to benefit all members future programmes must expand to include leadership training for all university women so that they can play a leading role in the development and administration of higher education in countries all over the world, among other reasons to counteract the increasing politicization of all aspects of society. Women must be empowered to hold positions where they can influence the content of study as well as the administration of education. That more women enter politics is not synonymous with the gender perspective being taken into consideration. Lack of women at decision-making levels shows that the human resources pool is not fully utilized.

II.   The Relevance of Training Strategies for Higher Education in the 21st Century

II.1   Of the six lines of enquiry drawn up by UNESCO education and citizenship; education, work and development; and education and science are the major areas on which IFUW programmes have concentrated. But being a global organization the question of education and culture is inevitably fundamental in all our work as an organization.

II.2   IFUWs capacity-building programme and the SAAP programme shave been planned to encourage national associations to conduct studies which highlight areas of particular concern within their countries on the issues mentioned above. It is felt that IFUW members have a responsibility towards the society in which they live to monitor questions relating to higher education, work and the environment. Examples of this in practice are federation's consultative status on educational reform and environmental projects at national level, and at the European Commission.

II.3   As IFUWs members are graduate women many work in educational institutions where they have direct influence on education in the next century. By linking the current SAAP programme to education for survival and progress IFUW members are encouraged to ensure that students for the next millennium are provided with adequate social attitudes and information on global issues, and that a gender dimension is included in all curricula. Knowledge not just of the present but also the historical past has been stressed in many IFUW resolutions. Education for global social integration is important as a corrective to the media, and a development of an understanding of other cultures. Cultural understanding is important in the multi-ethnic and multicultural society in which we live in order to combat racism. Much racism is a result of ignorance leading to fear of the unknown.

Two key areas stressed in IFUW policy and programmes are work for a decrease in the number of women illiterates - a social responsibility of men and women graduates - and the targeting of specific groups such as girls of lower socio-economic status to go on into higher education. In Ireland, for example, the Irish Federation of University Women has arranged "university days" where girls from lower socio-economic groups and their parents have been introduced to university and what university study entails. However, although increasing access is a prime task, access in itself is not enough. The choice of career is also important. The marked fall in the number of girls choosing subjects qualifying for non-traditional women's work in contrast to the application figures for courses in the arts, social studies and health services is proof of the need to encourage girls and women to study science and technology. It is vital that areas such as genetic research and medicine should be seen in a gendered perspective. Another reason why an increase in the number of women in science and technology is important is that if women are to partake in the decision-making process, then they also have to be empowered for jobs in the fields which have crucial influence on the whole of our society. At the 76th IFUW Council meeting in Geneva July 1994 the question of why so few girls are going into science was raised as one of the issues IFUW should be addressing.

Women graduates act as role models for the next generation, as mentors to encourage girls and women to go on further in higher education, and see that the drop-out rate is lowered. The international aspect of IFUW is important here, as meetings and seminars provide the opportunity to discuss current educational, social and political issues from a non-political, interdisciplinary and global and gendered perspective. Research and studies can never replace personal contact which enables educators to compare methods of teaching and research, and in the long term is contributive to a greater economic return on world investments. One of the expected outcomes of the professional seminars to be held at the 25th IFUW Conference in Japan in 1995 is a dissemination of international knowledge on issues where the female perspective is essential if genuine improvements are to be made in educational and research programmes. The interdisciplinary nature of these seminars is of paramount importance.

III.   The Importance of these Capacity-building Strategies for Social Development

III.1   IFUW programmes are primarily linked to the World Summit issues of enhancement of social integration, and the alleviation and eradication of poverty. The capacity-building programmes run and implemented by IFUW and its national associations

are aimed at the empowerment of graduate women to work for marginalized and disadvantaged groups thereby bringing about greater social integration. The Summit should lead to international co-operation for social development channelling some of its work through existing NGOs and their networks. This could be fruitful as NGOs have expertise in particular fields, are interdisciplinary, have global membership and are outside the political and religious arena.

III.2   Benefits of the expected outcomes of the Summit will only empower marginal and disadvantaged groups and develop the utilization of human resources if funding is made available for programmes to implement NGOs policies. This is particularly true of much of IFUW's work. Expertise and organizational capacity is present in many countries but the implementation of programmes is hampered by lack of funding, especially in the non-formal education sector.   An increase in the possibility of setting up non-formal education programmes, and in the formal sector, increased internationalization and co-operation through systems such as the UNITWIN/UNESCO Chairs scheme, for example, would benefit IFUW members and those with and for whom they work.

III.3   IFUW already co-operates closely with the UN in a consultative status on questions relating to higher education. A closer link to specific UNESCO programmes would be advantageous, as much of the expertise IFUW is sitting on is today untapped. The strength of IFUW lies in its international capacity, and it is at this level that IFUW can best help the outcomes of the Summit to benefit women. In those countries where the affirmative action for the new priorities is most necessary there are often too few women graduates to make the undertaking of projects viable.   But their capacity as leaders of such projects and programmes is invaluable, and maximum utilization of this should be made.

STUDENT EXPECTATIONS FROM HIGHER EDUCATION AND TRAINING

International Union of Students

Introduction:

All the views and approaches regarding the role of education in society have reached unanimity on its being a tool for fostering prosperity, promoting sustainable development and contributing to the achievement of peace. Throughout history, education has proved to be the key to emancipation and achievement. It is a vehicle for spreading and safeguarding civilisation, in the sense that all countries which have reached a certain level of industrialisation and development have used education to attain this level; sadly, the same asset is contributing to widening the gap between themselves and the underdeveloped countries. The latter are also trying to reach a certain level of development and economic growth using education as a springboard. Higher education and training form what we can call the summit upon which humankind can rely to provide answers to all the challenges facing the world today. This is where the question "which type of higher education and training do we need for the 21st century" becomes relevant. To answer this question, we can try to look firstly at the current problems in higher education and training and the role of the different actors in education. We can then see what the expectations of students are.

What are the current problems in higher education and training?

Before coming to concrete problems in higher education and training, we must take note that today, these two sections are in a state of serious crisis in a number of countries. It is a state of crisis in terms of finance, curriculum, confidence and *raison d'être*. It is clear that students' living and studying conditions have undergone a serious deterioration in recent years and this development has not received the attention it deserves from policy makers and governments. Certain categories of students have been seriously affected, especially students from low income families, women students with children and foreign students. However, to appreciate this crisis one must not isolate it from the current international order and the rules governing

it. It is quite obvious that as time goes on, the gap between the rich and the poor grows ever wider. Poor countries have reached a point where it seems that no alternatives are resulting from their own initiatives as regards how to find a way out of the economic crisis. Be it in national or international forums dealing with how to find solutions to the crisis and its consequences on various fields of peoples lives, no action is apparent. Rather, they are waiting for the solutions to come from the developed countries. The IMF and the World Bank are the two international financial institutions which are considered to be the therapeutists for the economies of third world countries. These two institutions suggest educational policies which are unsuitable for the needs and the realities of the poorer countries. Once implemented, these policies bring no results in terms of solutions to the problems of the people. We need no figures to be convinced: we simply need to look around us and take heed of all the social crises. Because of this situation, the problems remain unsolved and any time an assessment has to be done, we have to go back to square one. It becomes a constant cycle.

In the third world countries, one of the most serious problems facing students is progressive disinvolvement in higher education and training on the part of the state. The governments of these countries are implementing the so-called structural adjustment programmes which, in their educational dimension, have led to a situation where the curricula do not correspond to the realities and the needs of these countries. The parts of the budgets allocated to higher education and research are being cut back. Students no longer benefit from the financial support of their states in order to improve their living and studying conditions, or indeed bring them up to standard. There is a serious lack of infrastructure and equipment and those which exist are obsolete and have been used far beyond their capacities. The situation is such that failure rates have skyrocketed and only students coming from rich backgrounds can hope to succeed. If we consider this and the fact that in the third world countries, the majority of the population is composed of poor people who find it difficult to afford even the bare minimum to survive, we can believe that access to higher education and training is related to social background. This is in the sense that only those who can pay for it can have access to it. Thus we have to question the ability of higher education and training to promote a sustainable development in these countries.

Another problem in higher education institutions in the poor countries is that in many cases, there is a serious lack of postgraduate programmes in many of the disciplines, and even in the cases where they exist, the level of efficiency lags far behind that of the developped countries.

The underlying reason is that there are no qualified personnel to teach and train students. This aspect, combined with the shortage of facilities to undertake research, constitutes one of the main grounds as to why students have no other option than to go to the industrialised countries to acquire the knowledge and the know-how. This of course brings other problems, such as the ability of students to take care of the financial implications related to their stay abroad in general and their studies in particular. We must not forget also the difficult social environment in which they live, especially in European countries with the rise of racism and nationalism and new and drastic measures on immigration. Despite all these difficulties, whether they have succeeded in their studies or not once they find themselves in the rich countries, students from third world countries are reluctant to return to their respective countries; thinking that no matter how difficult the situation might be in the developed countries, it's better to stay and cope with the situation than to go back and face the serious economic crisis and its trail of misfortune in the third world. This serves to aggravate the problem of the brain drain .

In the developed countries, higher education has undergone several vicissitudes. Due to the high level of economic development, educational reforms are made in such a way as to hand over the reins to industry and business. This aspect leads to the current tendency of excessive vocational guidance. If one of the expectations held by students is to secure suitable jobs after graduation, this can not be achieved without an appreciable level of general knowledge which will give young people the possibilities to reorientate themselves in the labour market. Premature knowledge of precise techniques to the detriment of a solid general knowledge basis can be harmful. However this can not be restricted simply to academic and theoretical training. The integaration of training courses with all the pedagogical guarantees is a necessary advantage for students.

A further problem is that states are becoming less and less engaged in adequately financing higher education, accompanied by the increase and/or introduction of tuition fees and loans and a strong drift towards privatisation.

One particular aspect concerning higher education and training, whether in developed or in underdeveloped countries (more acutely in the case of the latter) is equal access for women to higher education. Although many achievements have been made on this issue, much remains to be done, especially when women students continue to be over-represented in fields of studies such as the educational and social sciences and the humanities and under-represented in other disciplines.

Another challenge is the relations between higher education and training and employment. Capable in former times of securing professionally appropriate and financially rewarding employment upon graduation, nowadays students, with all the difficult conditions under which they study, are also faced with another challenge - the uncertainty of the future. In other words, what will they do after graduation? This brings us to talk about unemployment, and Academic unemployment in particular. This is probably the most negative development with regard to higher education and training. Today, many university graduates have problems in finding full-time employment and even more find themselves relegated to jobs that were formerly filled by secondary school graduates.

Student expectations from higher education and training

If there is one thing students do believe in, it is that "Education is a right, not a privilege" and this policy was clearly reaffirmed by students all over the world when they gathered in Larnaca, Cyprus for the 16th Congress of the International Union of Students in 1992. This policy is based among other things on the idea that free and compulsory primary and secondary education and equal access at the tertiary and university level should be an obligation on every state.

Moving from these premises, we can say that the state must guarantee good and equal living and studying conditions to students. They must receive adequate financing and pedagogical facilities so as to be able to develop their skills and acquire the knowledge necessary for them to be useful to the society they live in. To this end, the current IMF and World Bank policies on education should be reviewed in a way that they be will adapted to the realities and the needs of each and every country, so that education can play its role as a tool for development, especially in the underdeveloped countries.

If education and training are to play their rightful role in order to achieve a just and more habitable world on the eve of the 21st century, all kinds of discrimination must be avoided in access to higher education and training.

Students should be enabled to actively assert their personal needs, adapted to consider the general criteria of society. This must be done in such a way as to make them an integral part of the aims and needs of society as a whole.

Adequate solutions must be found for the growing rate of graduate unemployment by securing jobs for young graduates. The state must ensure that the utilisation of young graduates' abilities has not only an individual

character, but that these abilities should also be utilised through participation in the management of society.

Curricula in both rich and poor countries should be revised in such a way that they serve the needs and the well being of the society. A detailed study of the labour market and employment opportunities is imperative in order to establish the quantitative and qualitative relationship between higher education and training and employment.

Conclusion:

There must be full confidence in the intellectual resources of students as, after all, they represent the greatest asset of each and every nation. On this basis, the main task for higher education and training must be to train and educate students appropriately so that graduates can combine a great professional skill in their practical and academic work with the fervent commitment to meet the demands of society and to build a new and fair international order.

LA FORMATION EN GESTION UNIVERSITAIRE - UNE STRATÉGIE CLÉ POUR L'ENSEIGNEMENT SUPÉRIEUR AU VINGT-ET-UNIÈME SIÈCLE

Pierre Van Der Donckt
Organisation universitaire
interaméricaine (OUI)

1. IGLU - Fiche d'identité

OUI: Association de 350 universités et associations d'universités de 24 pays de l'hémisphère américain créée en 1980 et ayant son siège à Québec (Canada).

IGLU: Institut de gestion et de leadership universitaire.
Le programme IGLU est géré par l'OUI. Il a été créé en 1984. Il est financé par les contributions des membres de l'OUI, par une subvention majeure de l'Agence canadienne de développement international (ACDI) et des subventions complémentaires et ponctuelles de l'UNESCO et de l'OEA.

Composantes d'IGLU

a) un cours de formation de base en gestion universitaire d'une durée de 4 à 5 semaines offert à des groupes de 15 à 20 cadres supérieurs d'universités latino-américaines et de la Caraïbe dans 4 centres de formation (Brésil, Argentine, Chili, Mexique) organisé avec le concours du Conseil des recteurs des universités du Brésil (CRUB), l'Université de Santiago de Chili et d'un consortium d'universités mexicaines. Ce cours est suivi d'un stage d'observation de 10-12 jours aux Etats-Unis ou au Canada - 400 cadres ont obtenu le diplôme IGLU;

b) des séminaires spécialisés sur des thèmes comme la planification, l'évaluation de la qualité, la gestion des études de premier cycle, la gestion de la coopération internationale. Depuis 1990, une trentaine de tels séminaires ont eu lieu dans 15 pays latino-américains et de la Caraïbe;

c) des ateliers pour recteurs de deux jours sur des thèmes touchant la gestion de l'environnement politique, économique, social et culturel de l'université;

d) la revue IGLU publiée deux fois l'an depuis novembre 1991 et qui apporte des analyses et décrit des expériences concrètes à l'intention des gestionnaires. Les articles paraissent en français, en anglais, en espagnol ou en portugais;

e) les cahiers IGLU qui sont des recueils de textes portant sur l'un ou l'autre aspect de la gestion universitaire.

Perspectives de développement du programme

- la création d'un cinquième centre de formation au Venezuela;
- l'organisation de stages individuels de formation;
- la création de cercles IGLU sur une base nationale;
- l'appui à la création de programmes nationaux permanents d'études et de recherches en gestion universitaire.

2. L'enseignement supérieur face aux défis du vingt-et-unième siècle

L'OUI est en contact permanent avec l'ensemble des systèmes d'enseignement supérieur de l'hémisphère américain et ses propres membres. Elle vise à favoriser un plus haut degré de coopération entre les universités dans un contexte interaméricain. Elle constate que, partout, les établissements comme les systèmes subissent de fortes pressions, internes et externes, qui provoqueront des transformations dont le rythme et l'ampleur varieront d'un endroit à l'autre mais qui auront ceci en commun d'être axées autour des mêmes noeuds: accès et sélection, qualité et évaluation, efficacité et financement, développement des études avancées et de la recherche, articulation avec les agents socio-économiques. De là l'intérêt de stimuler le partage d'information et d'expérience et d'appuyer des actions de coopération.

A cet égard, l'OUI et l'Association des universités du Mexique (ANUIES) ont invité les principaux conseils et associations nationales d'universités de l'hémisphère américain à une Première Conférence Interaméricaine qui aura lieu au Mexique en mars 1995 sur le thème "Evaluation de la qualité et gestion du changement". L'OUI compte s'inspirer des conclusions et des recommandations du rapport Delors, qui doit paraître au début de 1995, au moment d'établir le programme de cette Conférence. Car s'il est impérieux de poursuivre la tâche de renforcer la qualité de la gestion des universités - sinon, nulle réforme aussi bien conçue qu'elle soit n'aura de chance d'être appliquée avec succès - bien gérer n'est pas une fin en soi. En Amérique latine et dans les Caraïbes, l'université joue ou peut jouer un rôle décisif dans l'avènement de nouveaux rapports entre citoyens dans la mesure où elle peut ramener au centre des débats publics les valeurs liées à la vie démocratique, au respect des droits humains, aux exigences de la justice dans la société civile.

L'expression "gestion du changement" peut prendre, dans ce contexte, toute sa dimension. Sinon, le changement se produira au profit de classes privilégiées au détriment des majorités.

Les années sombres de la dernière décennie ont laissé des traces qui ont affaibli les universités. Elles font face maintenant au double défi de rattraper le temps perdu et de contribuer à la réussite des politiques de modernisation sociale et économique entreprises partout ou presque.

Ce que veut faire l'OUI au cours des prochaines années, c'est de contribuer à travers le programme UNITWIN et d'autres mécanismes semblables, à aider les universités à relever ce double défi.

3. Le Sommet mondial sur le développement social et l'OUI

Le thème du développement social est vaste. La réunion de Copenhague de 1995 le lie à des objectifs de réduction de la pauvreté, à l'intégration des groupes défavorisés dans la société et à la génération d'emplois.

Les membres de l'OUI sont directement interpellés par ces objectifs. Ainsi, au Brésil, le Conseil des recteurs reconnaît comme première priorité de son programme d'action la lutte contre la pauvreté. Dans d'autres systèmes, l'accent est placé sur une meilleure articulation entre le secteur productif et l'université; ailleurs, l'université veut s'adresser, comme au Guatemala, aux attentes expresses de groupes qui, historiquement, n'ont jamais eu leur place dans l'université.

A titre de contribution au Sommet et dans la perspective de sa participation au 4d Plan à moyen terme de l'UNESCO (1996-2001), l'OUI examine la possibilité de créer la "Mission 2001" qui réunira ceux qui sont en mesure de recueillir, analyser et interpréter les projets les plus significatifs qui illustrent l'implication des universités de la région dans des initiatives de développement social, culturel et économique. Il ne faut pas que l'université, aussi efficace soit-elle, abandonne sa responsabilité de contribuer au bien-être de tous les citoyens qui peuvent bénéficier de ses ressources. Par ailleurs, l'action de l'université à cet égard est souvent mal connue et mal défendue.

EXPERTISE ET DEVELOPPEMENT

Georges Thill
PRELUDE

I.1. PRELUDE

L'ONG PRELUDE fonctionne structurellement sur le mode d'un réseau associatif international qui regroupe des universitaires et des scientifiques volontaires soutenus par leur institution, issus des horizons les plus divers et ressortissant à tout l'éventail des disciplines scientifiques[1]. Ce réseau PRELUDE (Programme de REcherche et de Liaison Universitaires pour le DEveloppement; Programme of REsearch and Liaison between Universities for DEvelopment, PRograma de Estudios y Ligazon de Universidades para el DEsarrollo) entend concevoir et réaliser des pratiques de codéveloppement durable Nord-Sud Sud-Nord, Sud-Sud et Nord-Nord. Il s'agit pour lui de relever non seulement le défi d'un développement social en renforçant l'intégration des groupes désavantagés et marginalisés et en réduisant la pauvreté mais celui d'un développement global humain en s'intéressant et en s'opposant au *mal-développement* (mal-nutrition, mauvaise hygiène, communication à sens unique, mal-éducation...), de plus en plus généralisé au Nord comme au Sud.

Pour ses membres, comme pour ses partenaires engagés dans le codéveloppement, la mondialisation (ou la globalisation) de l'économie, de la finance et de la technologie renforce de manière accélérée le processus d'intégration / exclusion explicité comme celui d'une intégration restreinte toujours plus aux seules élites de la seule Triade Amérique du Nord, Europe occidentale, Japon et nouveaux pays industrialisés (voir annexe) et d'une exclusion de plus en plus radicale et massive (où, à la différence d'hier et encore un peu d'aujourd'hui, les exclus sont totalement «off-record»).

Pour réaliser sa mission, *PRELUDE se spécifie essentiellement par son approche* plutôt que par des objets particuliers. L'ONG travaille par cellules, sous-réseaux thématiques et activités spécifiques coordonnés à tous les niveaux[2]. En matière de formation, elle articule ses actions sur des recherches-développement. Le réseau prend comme point de départ de sa démarche ce qu'on appelle communément le terrain; et ce, prioritairement dans des secteurs vitaux (santé, nutrition, environnement, énergie, communication, domaine urbain...). Il valorise la complexité de la réalité en pratiquant l'*inter*-disciplinarité la plus large possible (cherchant à associer, dans chacune de ses entreprises, des scientifiques de sciences exactes ou naturelles, de sciences techniques et de sciences humaines et sociales et à œuvrer en partenariat avec les autres acteurs sociaux concernés par le codéveloppement).

Le travail de l'ONG peut s'interpréter comme une expertise collective. De par son fonctionnement en réseau l'ONG constitue un processus continu d'évaluation : depuis la conception d'un projet jusqu'à la valorisation des résultats. De façon très concrète pour répondre à son objectif général, elle s'applique à promouvoir, favoriser, amplifier et

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[1] L'ONG touche aujourd'hui plus de 1.500 universitaires et chercheurs (dont près de la moitié sont des femmes; deux des quatre vice-présidents sont des femmes, comme 50% des collaborateurs de la coordination scientifique internationale) répartis dans 67 pays couvrant la quasi-totalité du globe. Si la langue d'échange principale est le français, l'anglais et l'espagnol sont devenus également des langues de travail. Les deux périodiques (*PRELUDE-Bulletin* et *Liaison PRELUDE*) édités par la coordination scientifique (adresse : Facultés Universitaires Notre-Dame de la Paix, 61 rue de Bruxelles. B-5000 Namur, Belgique, tél. : 32-81-72.41.16 / 13, fax : 32-81-72.41.18 / 23.03.91) ainsi que la publication de ses ouvrages (notamment dans sa propre Collection PRELUDE) aux Presses universitaires de Namur, contiennent des textes dans les trois langues.

[2] Actuellement quatre sous-réseaux thématiques : «Santé, productions animales et environnement», «Télécommunications». «Pharmacopée humaine», «Environnement et développement», et une activité spécifique «Développement urbain viable».

consolider l'hybridation des savoirs, des savoir-faire et des faire-savoir dans le dialogue / les dialogiques des cultures.

Cette hybridation et ce métissage des cultures constituent pour PRELUDE une des réponses les plus adéquates contre la montée de l'exclusion et l'augmentation de la pauvreté à l'échelle planétaire, au Nord comme au Sud. L'hybridation, le métissage participent incontournablement à promouvoir et à servir la *qualité globale*, moteur de *cohésion sociétale* par la valorisation des *diversités*[3], et dans des effectives solidarités et interdépendances intégrant les perceptions et les vécus des populations et des groupes sociaux concernés.

I.2. LA QUALITÉ GLOBALE

Comment comprendre la qualité globale ? La notion renvoie à celle plus générale de qualité et se distingue de celle de qualité totale qu'elle englobe[4].

Pour rappel, l'idée de qualité prend une place déterminante depuis les années 80 dans le processus du développement économique et technologique. Elle exige des valeurs telles que la souplesse, l'implication, la participation, l'adéquation («adequacy»), à l'opposé de la quantité, notion liée à l'uniformité, à la standardisation, à la production de masse. La qualité renvoie à une meilleure satisfaction des besoins humains effectifs en raison des valeurs qu'elle requiert et représente un enjeu central au cœur du débat socio-économique contemporain dans le cadre de la globalisation de la techno-science. Contrairement à la quantité qui ne peut satisfaire toutes les demandes, portant nécessairement la marque de contextes historiques, culturels, éducatifs, sociaux, éthiques particuliers, la qualité entend rencontrer ces demandes parce qu'elle suppose la prise en compte de la diversité, le respect des coutumes et des traditions, la valeur d'usage et non simplement, à l'instar de la quantité, la seule valeur du coût financier et économique[5].

Quant à la qualité totale, l'idée-force de cette notion est d'élargir la qualité au-delà des domaines des simples produits ou services pour rejoindre — c'est déjà un tournant capital — la perception des relations usager - producteur, client - fournisseur en réduisant les dysfonctionnements dans toutes les phases du processus production - commercialisation. Elle sollicite en général l'intervention d'experts de «groupes qualité»[6]. Sa référence principale : offrir une stratégie de marché stable et durable. Mais,

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3   Voir à cet égard, PRELUDE, *Transferts de compétences scientifiques et technologiques et leur appropriation. La pertinence des réseaux associatifs*, Commission des Communautés européennes, Science, recherche et développement, Monitor / FAST, FOP 307(FR), Bruxelles, juillet 1992, 279p.;
     PRELUDE, *The Transfer of Scientific and Technological Skills and Expertise and their Appropriation. The Relevance of Associative Networks*, Commission of the European Communities, Science, Research and Development, Monitor / FAST, FOP 307 (EN), Brussels, November 1992, 284p.
     Cette contribution renvoie largement à ce document dans sa version française.

4   Sur la base du rapport, non publié (en tout cas à ce jour), d'une expertise de Georges Thill commanditée par la Région Wallonne (Belgique) dans le cadre d'une convention avec les Facultés Universitaires de Namur : *Impact de la qualité globale sur le développement technologique. Importance et implémentation*, Namur, juin 1994.

5   L'opposition entre quantité et qualité a été remarquablement analysée, pour l'Union européenne, par E. Fontela, «Europe : Cohesion, Diversity and Quality», *The Quality*, September-December 1991, pp. 49-52.

6   Au service d'une politique de «qualité totale», on relève notamment les «cercles de qualité», le système d'«assurance qualité», le recours aux normes ISO 9000. L'exigence de qualité totale, qui n'est pas seulement technique, va jusqu'à la mise en place des TQCS (Total Quality Control, System). Elle provient de l'inversion des rapports de l'offre et de la demande dans les années 1970 : l'offre a été multipliée à cause de l'entrée sur le marché des «nouvelles économies industrielles» (Taiwan, Hong-Kong, Singapour, Corée du Sud); du coup la demande des consommateurs, n'ayant plus que l'embarras du choix, est devenue plus exigeante. Voir à ce sujet H. Serieyx, «Mobiliser

même sur ce plan, il n'est pas évident que l'expert d'un groupe qualité puisse mobiliser toutes les ressources locales, notamment en matière de savoirs, savoir-faire, faire-savoir et savoir-vivre des populations. Ces ressources sont habitées par des perçus et des vécus, critères décisifs pour l'innovation socio-scientifique et socio-technologique, un développement humain durable et une société «soutenable»[7]. On sait en effet qu'une innovation scientifique et technologique doit s'accompagner d'une innovation sociale, sous peine d'échec. Par delà les infrastructures scientifiques et techniques et l'organisation du secteur productif, c'est d'abord l'ensemble des ressources humaines (concepteurs, producteurs, usagers de la société globale) qui permet à une entreprise, à une administration, à toute société, de prospérer et de se situer dans des réseaux de contrats de coopérations et d'alliances qui l'enrichissent.

Certes, il est essentiel de prendre au sérieux les notions de qualité totale ou d'assurance qualité : elles connotent une qualité sans défaut, une qualité qui garantit à chaque consommateur, une satisfaction minimale. En ce sens la qualité totale fait le succès de l'économie actuelle, puisqu'elle bénéficie de l'excellence éthique. Il reste toutefois, comme l'ont, par exemple, établi G. Ceragioli et L. Milone[8] dans leur étude sur l'habitat pour le programme européen FAST[9], que la qualité totale ne suffit pas pour donner une réponse solide à un contrat social qui soit au service d'un développement durable et de ce fait doit favoriser le dialogue / les dialogues des cultures. Un tel contrat implique un parti-pris pour une société civile globale dans laquelle tous les acteurs (Etat, industries, mouvements associatifs, institutions de recherche et d'enseignement...) sont, à titre de partenaire effectif, impliqués dans toutes les négociations. Un des résultats majeurs des travaux du thème C du programme FAST[10] portant sur une perspective globale pour 2020 et les tâches que celle-ci suppose en matière de science et de technologie, ont montré l'importance décisive de l'impératif de la qualité globale pour un long terme viable.

Cette qualité doit s'inscrire dans une volonté politique et sociale d'établir des choix, des conduites et des évaluations scientifiques et technologiques en fonction de *finalités concrètes*, dans une optique de codéveloppement et en rapport à la globalité, à la complexité, à la nouveauté souple. Aussi bien, la qualité globale prévoit un cadre de référence et des conditions pratiques pour l'auto-gestion et l'auto-régulation. Elle requiert inévitablement des coopérations discutées et négociées entre l'ensemble des partenaires de la société globale.

L'impératif sociétaire de qualité globale met profondément en cause nos systèmes modernes dominants épistémologique, axiologique, institutionnel. Pour lui il n'est pas question de reproduire un projet ou un programme. La qualité globale n'est jamais évaluée selon une échelle unique de référence[11]. Ce qui ne veut pas dire qu'on ne puisse pas transférer des idées et des compétences scientifiques et technologiques et en permettre

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l'intelligence de l'entreprise. Le management participatif», *Futuribles*, septembre 1985; N. Aubert, V. de Gaulejac, *Le coût de l'excellence*, Paris, Editions du Seuil, 1989.

[7] En ajoutant l'idée de société à celle de développement, quand il s'agit de durabilité («sustainability»), on rend attentif au fait, notoire depuis le Sommet Planète Terre de Rio de juin 1992, que la notion de développement durable est surtout considérée sous l'angle de la biodiversité et autres phénomènes biophysiques. Or, toute durabilité biophysique doit être sous-tendue par une «soutenabilité» sociale.

[8] G. Ceragioli, L. Milone, *The Shelter Problem*, CCE, Monitor / FAST, FOP 334, Brussels, November 1992.

[9] FAST : Forecasting and Assessment in Science and Technology, Commission européenne, DG XII A-3, 200 rue de la Loi, B-1049 Bruxelles.

[10] C'est à ce thème C qu'ont contribué G. Ceragioli et L. Milone (*op. cit.*), et PRELUDE (*op. cit.*).

[11] Georges Thill, communication à la Conférence Europrospective III, Third European long-range Forecasting, CCE / FAST, in cooperation with Wiesbaden Polytechnic : «Science and Technology for 8 Billion People of the Planet by 2020», Wiesbaden, June 3-5, 1993; et contribution, au nom du programme européen FAST, à l'Experts Meeting on Transfer of Technology : «Transfer Trends», United Nations Industrial Development Organization, Vienna, October 11-14, 1993.

l'appropriation ni qu'on ne puisse disposer de modèles standards en technologie. Ces notations, avec leur caractère subversif, sur la qualité globale nous paraissent importantes voire décisives pour le propos de la présente consultation de l'UNESCO.

II. UNE FORMATION DE HAUT NIVEAU POUR DEMAIN

L'impératif de la qualité globale interroge tout le système éducatif et plus particulièrement celui de l'enseignement supérieur. Ceux-ci se voient impliqués dans une transformation de la préparation des ressources humaines pour faire naître des compétences combinant une réelle maîtrise technique et scientifique avec la rigueur intellectuelle et méthodologique que celle-ci suppose et l'imaginaire de l'action (s'il est vrai que toute société est une institution imaginaire au sens de Cornélius Castoriadis[12]).

De telles compétences doivent se fonder sur la capacité de formuler des projets ou de se mettre au service de projets bien précis ainsi que de la construction de médiations qui relient un «problème» à des savoirs : «transformation du problème en «question», recherche d'éléments d'information, combinaison-réagencement de ces informations, construction d'un prototype de réponse, transmission d'informations opératoires et crédibles, construction de la réponse.»[13]. Autant dire qu'une formation qui requiert un haut niveau pour une telle expertise suppose qu'un étudiant ne s'en tienne pas par exemple à de pures lectures de travaux académiques ou à une pure audition de cours universitaires classiques, mais puisse bénéficier, y compris dans les cours d'enseignement supérieur et dans sa formation, de lectures de documents considérés comme d'un niveau inférieur (type presse) et s'instruire des façons de faire et de penser des gens ordinaires. Paradoxalement pour un «haut» niveau, il faut pouvoir dépasser la clôture de sa spécialité par une ouverture sur des connaissances et des réalités jugées plus «basses».

Un enseignant et un chercheur doivent savoir analyser et faire analyser des problèmes et des projets concrets émanant de besoins locaux, marqués par des contextes spécifiques; et ce, au service d'un enjeu de qualité globale. Tout au moins si l'on veut une politique éducative pour laquelle les tâches de la science, de la technologie et de la formation à tous niveaux (et très spécialement quand il s'agit de formation à et par la recherche) favorisent l'intégration sociale et la satisfaction de tous les milliards qui habiteront concrètement la planète au prochain millénaire. Il s'agit d'une dynamique de mondialisation ou de globalisation fort différente de la dynamique en cours et pour laquelle les transferts de marché et de technologie se font essentiellement à l'intérieur des pays industrialisés et en particulier de la Triade susmentionnée.

Une formation et une expertise au service de la qualité globale s'adresse à la conception et à la mise en œuvre de compétences pensées et organisées en fonction de tous les citoyens-monde comme d'une communication-monde. C'est dire qu'il s'agit de préparer des professionnels universitaires mais au sens conféré traditionnellement à l'Université, carrefour de flux intellectuels critiques pour une société toujours plus vivable. La société de demain a besoin de citoyens rompus à des compétences ouvertes et sujettes à une éducation permanente, c'est-à-dire en travail d'alphabétisation continue. Car il s'agit de ne cesser de se former à une maîtrise (sociétaire) de la maîtrise (scientifique ou technique). Cette maîtrise de la maîtrise est seule à pouvoir garantir une aptitude à construire du global à partir du local et vice versa. Elle contribue ainsi à favoriser une cohésion sociale portée par une éducation de comportements adaptés et par des vies actives où le producteur est aussi considéré comme un usager (de l'ensemble de la société). Où il importe, comme le relève PRELUDE dans sa contribution à FAST, de

12 Cornélius Castoriadis, *L'institution imaginaire de la société*, Paris, Editions du Seuil, 1973.
13 Pierre Calame, «Lignes d'action pour PRELUDE», in : Georges Thill (sous la direction de), *Réseaux mode d'emploi. Environnement, communication, recherche*, Coll. «PRELUDE», n°1, Presses universitaires de Namur, 1992, pp. 453-465.

dépasser les clivages usager / producteur, endogène / exogène, traditionnel / moderne, science / culture, technique / social, environnement / développement, étranger / voisin, évaluation / prospective, écologie / économie, Nord / Sud (à noter : les contradictions, plus éclatantes au Sud, permettent de mieux comprendre celles, plus diffuses, au Nord; à noter aussi : la créativité et l'inventivité sont souvent le lot de gens confrontés à des conditions de survie!) et autres...

L'expertise doit pouvoir conjuguer l'efficience sociale à l'efficacité technique si l'on veut des sociétés qui au niveau de la planète parient sur le partage, l'interdépendance, la solidarité et la responsabilité. Et ce, dans la ligne des travaux de la Commission culture et développement et de l'article de Javier Perez de Cuellar, son président, dans *Le Monde* (25 février 1993), où l'accent est mis sur l'importance décisive que représente pour un vivre-mieux et un vivre-mieux-ensemble non seulement l'accroissement des ressources naturelles, mais aussi la richesse de l'expérience humaine et donc l'acquisition d'*une maîtrise de la maîtrise*.

Aussi bien, ce n'est qu'en combinant les savoirs, savoir-faire et faire-savoir locaux ou traditionnels avec les sciences et technologies modernes — comme le révèle l'expérience des différentes journées scientifiques de PRELUDE et l'activité de ses sous-réseaux — que l'on peut espérer quitter la dynamique de mondialisation actuelle. Celle-ci, précisons-le, couvre plus qu'une internationalisation (échange des produits et des services) et une multinationalisation (transfert et délocalisation des ressources, en particulier des capitaux) : elle concerne toutes les étapes de la conception, du développement, de la production, de la consommation des biens (matériels et immatériels) et des services en engendrant une disparition des principes, des règles et des modes organisationnels de l'économie prédominante jusqu'il y a peu.

III. PASSEURS DE FRONTIERES, APPROCHE SYSTEMIQUE, COOPERATION INTERNATIONALE
La pertinence des réseaux associatifs

Insistons encore, une gestion durable («sustainable») d'un environnement naturel et social suppose des «passeurs de frontières»[14] capables de baliser des champs scientifiques et sectoriels ouverts, d'y repérer, avec toute leur complexité et leur globalité, les questions théoriques et méthodologiques qui, en fonction des contextes, prennent nécessairement une importance plus particulière, voire spécifique. Et qui doivent être approchées de façon systémique par des trajectoires où ne cessent de surgir le perçu, l'inattendu, l'incertain (l'avenir est de plus en plus sujet à des sur-prises (turbulences) attestant que le sens n'ad-vient que dans des inter-activités).

En cette période de turbulences et de mutations, la coopération internationale nécessite une perspective de *pro-activité*. Celle-ci prend en compte que le sens tant recherché n'est jamais saisissable comme tel, sinon en pointillés dans le jeu de circulations multiples régi par les nœuds d'inter-face qui sont autant de balises.

En cela, les réseaux associatifs trouvent une pertinence déterminante en matière d'expertise, de science, de technologie, d'éducation : ils constituent des médiations appropriées au service de la com-munication (qui suppose que l'autre soit reconnu comme autre et ne peut être une simple information renvoyant au schéma classique de Shannon, pour lequel le message est entièrement déterminé par l'émetteur et pour lequel le décodage opéré par le récepteur a pour seule fonction de retrouver la signification initiale voulue par l'émetteur) et de la nécessaire restauration de la dimension *instituante* des institutions.

La contribution de PRELUDE, portant sur l'analyse à travers des études de cas,

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14 Pour reprendre le sous-titre d'un excellent ouvrage, sous la direction de Marcel Jollivet, *Sciences de la nature, sciences de la société. Les passeurs de frontières*, Paris, CNRS Editions, 1992.

au thème C de FAST a permis d'établir la pertinence des réseaux associatifs pour la réalisation et la diffusion de la qualité globale.

Ainsi, la démarche «réseau associatif» permet-elle d'approcher de façon systémique et globale les situations complexes à hétérogénéité maximale : à la fois – par la multiplicité des modes technologiques simultanément présents (le savoir-faire du paysan ou du guérisseur et la science avancée des spécialistes en biomédecine humaine et vétérinaire); – par la mise en perspective de composantes et de dimensions variées de types symbolique, économique, éducatif, éthique, social, ethnique, politique, organisationnel, écologique; – par le dépassement des antinomies classiques que représentent les binômes clivés cités plus haut (traditionnel / moderne...); – par des trajectoires où le perçu, l'incertain ne cessent de sur-venir et par l'anticipation temporelle dont ils sont capables et qui est nécessaire à la prise en compte de toutes les phases de processus d'innovation scientifique et technologique (sont co-présents les inventeurs, les concepteurs, les producteurs, les héritiers de traditions multiples — le biomédecin, tout comme le tradipraticien, est porteur d'histoires, de cultures, de mémoires, d'institutions — les usagers — les utilisateurs des technologies et ceux qui porteront la marque de leurs impacts et coûts techniques, politiques, économiques, écologiques, sociaux).

Toujours réseaux de réseaux, *les réseaux associatifs*, qui bien sûr ont besoin de s'appuyer sur des réseaux techniques et logiques, sont en eux-mêmes des *lieux privilégiés de formation mutuelle globale*. Ils rendent, de par leur proximité du terrain, leur souplesse de fonctionnement et la capacité de transcender les hiérarchisations et parcellisations multiples, toute sa vigueur à la dimension sociale, éthique, culturelle et globale du développement à travers les échanges réciproques : processus qui, grâce à la médiation de l'autre comme autre, opère le passage de soi à soi-même à un niveau supérieur[15].

Comme l'a analysé PRELUDE, les effets réseaux remplissent le rôle de catalyseurs locaux auto-organisés pour opérer des transformations au niveau des conditions initiales, dans la mesure où il s'agit d'intégrer délibérément les rapports de force et les négociations entre acteurs (non point sur le modèle dominant-dominé, mais à l'image des jeux de force en architecture). Dans la mesure aussi où les réseaux associatifs font fonction de vases communicants et d'interfaces entre le local et le global. Dans la mesure encore où ils favorisent la constitution du tissu nécessaire, mais non suffisant, à l'émergence d'une gouvernance régulatrice à l'échelle planétaire. Tout au moins s'ils ont eux-mêmes une vocation planétaire.

Les réseaux ne peuvent se concevoir que dans une nécessaire complémentarité aux institutions auxquelles ils offrent des horizons de référence et/ou des pistes pour débusquer des traces favorisant un traitement plus en phase avec les fractures instauratrices d'organisations nouvelles. L'*é*-ducation n'est-elle pas, à tous les niveaux, un travail de dé-*place*-ments et de dé-*pas*-sements initiateurs de nouvelles viabilités ?

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[15] Cf. Joseph KI-ZERBO, «Quelle coopération universitaire pour quel développement ?», in Georges Thill (sous la direction de), *Recherche, formation, développement : leurs interrelations*, Actes du premier forum PRELUDE de Dakar (16-21 mars 1987), Namur, Presses universitaires de Namur, 1988. Pour l'analyse de la pertinence des réseaux et de leur mode d'emploi, dans le cadre de l'éexpérience de PRELUDE, on peut se référer non seulement à PRELUDE, *Transfert des compétences scientifiques et technologiques et leur appropriation, op. cit.*; mais encore notamment à : Michel Ansay et Georges Thill (sous la direction de), *Pesticides et médicaments en santé animale*, Actes de la recnontre interdisciplinaire PRELUDE Nord-Sud de technologies (Bruxelles-Liège, février 1989), Namur, Presses universitaires de Namur, 1990; Georges Thill (sous la direction de), *Effets sociétaires et globaux de pratiques de recherche dans l'environnement*, Actes des journées scientifiques internationales PRELUDE de Butare (Rwanda) (11-15 décembre 1989), Namur, Presses universitaires de Namur, 1991; Georges Thill (sous la direction de), *Réseaux, mode d'emploi. Environnement, communication, recherche*, Actes du congrès international de Namur (21-23 novembre 1990), Namur, Presses universitaires de Namur, Coll. «Prelude», n°1, 1992.

ANNEXE

Relative Share of the world market of trade of manufactured goods of the different groups of countries.

	Exports		Imports	
	1980	1990	1980	1990
Industrialised world (24 countries)	62.9	72.4	67.9	72.1
of which G7	45.2	51.8	48.2	51.9
- the Triad	54.8	64.0	59.5	63.8
- other industrialised countries	8.1	8.5	8.4	8.3
"Developing" world (148 countries)	37.1	27.6	32.1	27.9
of which, group "stars" (11 countries)	7.3	14.6	8.8	13.5
- group 4 : 20 countries	7.8	6.2	7.0	5.8
- group 3 : 7 countries	11.30	3.9	4.8	2.1
- group 2 : 8 countries	2.8	1.5	2.5	1.6
- group 1 : the excluded (102 countries)	7.9	1.4	9	4.9
Total	100	100	100	100

Source : Ugur Muldur, *Les formes et les indicateurs de la globalisation*, FAST/CE, Document de recherche, juin 1993, 216p.

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