



*New Papers
on Higher Education*

1

Meeting Documents

The Role
of Higher Education in
Society:
Quality and Pertinence

**2nd UNESCO- Non-Governmental organizations
Collective Consultation on Higher Education
Paris, 8-11 April 1991**



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The Division of Higher Education and Research 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*.

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The opinions expressed in the present study are those of the authors and do not correspond necessarily to the point of view of UNESCO.

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Section I

I. INTRODUCTION

When UNESCO launched the series of collective consultations with the major NGOs of higher education in 1988, the aim was to provide a platform for a permanent exchange of ideas on issues facing higher education everywhere and a framework for joint action in the field. UNESCO relies on the expertise, advice and cooperation of the organizations specialized in higher education in order to plan, organize and execute its programme in the field of higher education, as adopted by the General Conference.

As the Director General of UNESCO put it, the universities are, in a very real sense, the Alma Mater of UNESCO. It is with the institutions of higher education and with their organizations therefore that it seeks to create close working relations in performing that important part of its mission namely, to promote international intellectual cooperation and to assist Member States in their efforts to develop their higher education systems and institutions.

The second Collective Consultation, held in Paris from 8 to 11 April 1991, fully confirmed the value of this approach. Not only were all the 22 NGOs of higher education which are members of the Collective Consultation group present, but many others attended and expressed willingness to associate themselves to the group. Moreover, intergovernmental organizations, including the World Bank, the European Economic Community, were also invited and their presence provided a new dimension with regard to the range of issues brought under discussion and to the diversity of approaches in the search for possible solutions.

A second characteristic of this consultation resided in its having been planned so as to round up the series of regional consultations on higher education organized by UNESCO over the 1990-1991 period, under the generic title : Reflection on Trends and Issues on Higher Education at World level. The results of all these reflections, including of course those of the 2nd Collective Consultation, will be used for the preparation of a major UNESCO Report on Higher Education, as foreseen in the 3rd Medium-Term Plan of the Organization for the 1990-1995 period.

A third special feature of the consultation resided in the fact that it occasioned a thorough discussion of Project UNITWIN, an International Plan of Action for strengthening interuniversity co-operation and academic mobility. This major UNESCO Project based on international academic solidarity is aimed at developing long-term cooperation with institutions of higher education and research in the developing countries, focusing on the transfer and development of knowledge and on building up self-sustainable capacities for high-level training and research in these countries. A system of International UNESCO Chairs to be established with priority in the developing countries is one

of the key features of UNITWIN.

The Round table on the International Dimension of Higher Education - Perspectives, organized during the last day of the Consultation under the chairmanship of Professor Federico Mayor the Director General of UNESCO, was mainly devoted to a discussion of the possible ways in which Project UNITWIN could best be implemented.

This meeting debated and attempted to propose definitions of the roles of higher education in the society of the 21st century from the specific viewpoint of NGOs specialized in this field and active in the area of international cooperation.

The focal point of this second Collective Consultation was the social function of the university as distinct from its intellectual function (teaching and research) and from its educational function (cultivation of the mind, transmission of basic ideas and concepts).

There are two principal channels of action for the university within its social function, namely :

- a) the training of specialists, of professionals and of highly qualified manpower to meet the needs of governments, of industry and business, and all branches of society ;
- b) the provision of a range of services to a specific region or community which can take on a great variety of forms : extension of adult programmes, refresher courses, consultation, technical and artistic services and availability of expertise in all fields of competence for the economic, political, social, ecological and cultural development of society and for the pursuit of a more equitable social order.

In particular, 3 areas were discussed :

- national and institutional policy making and reform ;
- the content of higher education, teacher training and research ;
- the contribution of the different actors involved.

As an outcome, the NGOs arrived at a definition of their objectives, tasks and expected impact regarding the achievement of higher education which combines quality with pertinence. The meeting considered the results of the various regional reflections on higher education which had taken place within the framework of Unesco's programme 1.2.5 "Higher Education and the Changing Needs of Society" (25 C/5 approved 1990-1991).

The Division of Higher Education and Research wishes to thank the Working Group of Non-Governmental organisations who assisted in the preparation of this meeting :

- International Association of Catholic Universities, Dr. Lucien Michaud, Secretary General ,
- International Association of Universities, Dr. Serge Lapointe, Executive Secretary ;
- International Association of University Professors and Lecturers, Professor Denis Levy, President, Professor Louis Philippe Laprevote, Secretary General ;
- World Federation of Teachers' Unions, Dr. Daniel Monteux, Representative to UNESCO.

Our warm thanks go to all the NGOs of Higher Education which have consistently extended their support to UNESCO throughout the period, as well as to all those who have accepted the invitation to attend the consultation and made a most valuable contribution to its debates.

MEMBERS OF THE COLLECTIVE CONSULTATION ON HIGHER EDUCATION

Association of African Universities (AAU)
 Association of Arab Universities (AARU)
 Association of Commonwealth Universities (ACU)
 Association internationale de la pédagogie universitaire (AIPU)
 Association des universités partiellement ou entièrement de langue française (AUPELF)
 Inter-American Organization for Higher Education (OUI)
 International Federation of Catholic Universities (FIUC)
 International Association for Educational Assessment (IAEA)
 International Association of Universities (IAU)
 International Association of University Professors and Lecturers (IAUPL)
 International Council for Adult Education (ICAE)
 International Council for Distance Education (ICDE)
 International Council of Scientific Unions (ICSU)
 International Federation of University Women (IFUW)
 International Union of Students (IUS)
 Mouvement International des Etudiants Catholiques (MIEC)
 Programme de recherche et de liaison universitaire pour le développement (PRELUDE)
 Standing Conference of Rectors, Presidents and Vice-Chancellors of European Universities (CRE)
 Union of Latin American Universities (UDUAL)
 Union of International Technical Associations (UITA)
 World Federation of Teachers' Unions (FISE)
 World University Service (WUS)

Section II

UNESCO

2nd Collective Consultation of NGOs on Higher Education

8 - 11 April 1991

The Role of Higher Education in society : Quality and

Pertinence

II. ACTION PLAN

GENERAL RECOMMENDATIONS

1. The Collective Consultation on Higher Education, consisting of the present group of NGOs representing all domains of the higher education community, should continue to cooperate with UNESCO in the execution of the 1990-95 Third Medium Term Plan and beyond. This cooperation requires an appropriate budget within the Regular Programme of UNESCO.

2. The NGOs of the Collective Consultation are invited to pay close attention to Project UNITWIN and, where appropriate, to participate therein so as to further strengthen international cooperation in higher education.

SPECIFIC RECOMMENDATIONS

Considering that the social function of Higher Education is essentially guided by :

- the pursuit of excellence in teaching, training, research and institutional performance ;
- the relevance of services offered by higher education institutions to the perceived priority needs of their respective societies ;
- the quest for balance between short-term pertinence and service and long-range quality, between basic and applied research and between professional training and general education.

UNESCO and its NGO partners specialized in higher education should :

National and Institution Policy Making and Reform

- elaborate and promote strategies designed to sensitize public policy makers to the social function of higher education and its impact at the national, regional and international levels. (Such strategies could include enhanced information exchange, research on current issues and full participation by the academic community in key decision-making mechanisms related to public policy in higher education).
- initiate and support projects intended to strengthen all aspects of institutional management. (These should include leadership training with specific attention to the needs of women academics and university administrators, staff and curriculum development and linkages to the productive sector as these are means of ensuring the improved quality and pertinence of higher education and, in turn, constitute a reaffirmation of its social function).

The Content of Higher Education : teaching, training and research

- support teaching and training programmes designed to reply directly to the identified needs of specific contexts. (These would help ensure the contribution of higher education to the education system as a whole, including Basic Education as emphasized at the Jomtien 1990 Conference on "Education for All").
- promote innovation in content and methods which can assure enhanced access to higher education while still preserving the quality of education and its relevance to social requirements. (This strategy should take into account the potential of distance education and information and communication technologies, the globalization of the curriculum and the contribution of pedagogical networks for staff development to improve teaching and learning at the higher education level).
- continue to encourage research in higher education as a means of strengthening the social function of this domain.

The Contribution of the Different Actors Involved

- undertake a state-of-the-art study on academic freedom and its ensuing responsibilities within the framework of the social function of higher education.
- accelerate studies so as to draft an international document to define and protect the status of higher education personnel.
- pursue studies on the status of support staff in higher education institutions both in industrialized and developing countries.
- assure that the role and contribution of women in the professoriat and the student body are fully recognized so as to guarantee their place in higher education. (To this end, further studies on obstacles to equality for women and training for women academics and administrators, are to be encouraged).

CONCLUSION

The NGOs and observers attending this consultation reflected on the social function of higher education, striving to balance quality and pertinence and to make concrete proposals for activities to help achieve this objective.

In seeking ways and means to enhance the social function of higher education, UNESCO and its NGO partners resolved to collaborate with regard to Project UNITWIN which will be launched in 1992 to strengthen inter-university co-operation.

Section III

III. OPENING ADDRESSES

Professor Eduardo PORTELLA
Deputy Director General for
Programme,
UNESCO

Professor Samba,
Professor Seidel,
Professor Power,
Professor Dias,
Friends and Colleagues,

I. Introduction

On behalf of the Director-General, Professor Mayor, it is my privilege to open this, the Second Collective Consultation on Higher Education, and to extend a warm welcome from UNESCO to all participants. I am delighted to see so many of our collaborators and it is thus a great pleasure to meet our respected partners who help us to realize the intellectual mission which is that of UNESCO.

Moreover I wish to acknowledge the presence of colleagues from other United Nations Organizations as well as those from several intergovernmental bodies with which we enjoy excellent relations. Your strong support is deeply appreciated.

The Collective Consultation of NGOs specialized in higher education is made up of some 22 organisations - all of which are present today thus demonstrating your support and your desire to strengthen our cooperation which is already most fruitful and effective. We hope that the Collective Consultation will continue to expand as this body has become a natural forum for the analysis of higher education issues where all parties involved may give their opinion.

Lastly, I am pleased to welcome many participants who have come to this meeting from all regions of the world - UNESCO appreciates your interest for it is due to such support that we maintain an ongoing dialogue with the international academic community. Your expertise regarding the questions to be studied will assure a debate of the highest quality.

Mr Mayor, who will be with you on Thursday morning after his return from abroad, has asked me to convey his warmest greetings to all and express his support for the Collective Consultation. As in the past, we look forward to receiving your advice and to collaborate with you in concrete projects so that, together, we may advance international cooperation in higher education.

III. Higher Education Today

Ladies and Gentlemen,

Already two years have passed since the first very successful meeting of the Collective Consultation at which we discussed the major problems and challenges of higher education today - without any doubt, these will have great impact in the future.

The 1988 meeting identified a wide range of issues which have served as the basis for our cooperation activities. All here present are well aware of the bleak climate of higher education today. For some time now, it has been going through a deep crisis - on one hand, higher education institutions, and especially universities, are forced to justify their intellectual mission as the centres of erudition and research ; on the other, higher education finds itself caught up in a worldwide crisis affecting all areas of society but especially economic conditions. This surely explains why decision-makers and national authorities have become more exigent in relation to the educational and social functions of higher education. Everywhere resources are limited and these constraints threaten to become even more severe. At the same time, numerous critics are ready to intensify their attacks on the intellectual objectives of higher education which guarantee its true value for society.

Today, as we start the last decade of the 20th century, we can surely say that the problems are recognized and well understood. Yet, adequate solutions are still lacking. Furthermore, it is highly likely that present difficulties will continue beyond the year 2000. Recent events have shown us that, as long as global problems remain unsolved and the goal of world peace continues to elude us, we can expect all areas of society to suffer. Higher education will not be an exception and it will always have to struggle hard to maintain its excellence while assuring a relevant education for its clientele.

In this turbulent and uncertain era in which we are living, it is prudent to pause from time to time -both in our personal and in our professional lives- in order to take stock of progress achieved and, in terms of the present situation, to direct our future efforts in the lights of the lessons learnt.

Logically, if we can recognize the major trends and challenges of higher education, then it is high time to develop innovative approaches for our cooperation ventures.

In other words, we come to the fundamental question : What is the social role of higher education today ?

To launch our discussion this evening, I should like to share with you a few thoughts on the theme of this important meeting because it marks a particular stage in our worldwide reflection on higher education so as to identify the priorities

for the 21st century. In the next few days, we must arrive at a more concrete response to the question that I just posed. As a result of our reflection together, we should be able to achieve collaboration which is more focussed, more far-sighted and with a more lasting impact. In my opinion, this is the real challenge of the present consultation.

III. The Role of Either Education : Quality and Pertinence

Ladies and Gentlemen,

As you know, our principal theme is The Role of Higher Education in Society : Quality and Pertinence. My task is to present you with a global analysis of the topic in the hope that my few remarks may lead to a deeper and more lively debate.

I wish to emphasize 3 basic ideas :

i) From reflection to coherent action :

First and foremost, this meeting is described as a reflection - however brief- on our chosen theme as seen from the standpoint of the NGOs which are our partners for international cooperation in the domain of higher education. We would all certainly agree that action without reflection has no results -thus it is vital that we should exchange our basic conceptions of quality and pertinence so that these may be defined, clarified and - we may hope- harmonized. In this way, truly coherent cooperative action may result.

ii) Balancing quality and pertinence :

Secondly, I would put to you that any definition of the role of higher education in today's society - in other words, a definition of its social mission - depends on the ability to correctly balance the objectives of quality and pertinence. Furthermore, such a balance will, in turn, depend on reaffirmation of the intellectual and educational missions of higher education.

Today, basic concepts can be defined and interpreted according to selected criteria. Sometimes, even blurring can be deliberate so that higher education may serve the interests of specific pressure groups.

For these reasons, it is essential that the academic community should define, for itself, the elements of quality and pertinence so as to achieve their correct and harmonious balance. If this is not done, it may well happen that interpretations of these concepts are imposed from the outside with undesirable and sometimes dangerous results for your institutions.

Today there is a very real threat that higher education can be dictated to by national decision-makers and especially by those who control the funding. This danger is well-known and it

is thus important to avoid a situation whereby higher education becomes a tool which must conform to the short-term needs of society. Thus it is imperative to maintain a correct and healthy balance between quality (the intellectual and educational missions of higher education) and pertinence (which relates to its social function). This balance is necessary if higher education seeks to fulfil its true social function - namely to improve society itself.

iii) The Social Role of Hither Education and Cooperation :

Thirdly, I would like to present you with a possible definition of the social role of higher education along with a strategy for achieving this.

As an academic myself, I believe that knowledge is the true basis of higher education : its production via research, its transmission via teaching, its acquisition and use by students.

In reality, the social mission of higher education depends on the quality of this knowledge. Hence, excellence must remain the prime objective of any institution of higher education, including universities. If these wish to retain their traditional role as critics and servants of society, they must guarantee excellence in the knowledge and training that they impart.

If this quality exists, then relevance must logically follow. Quality, per se, is an abstract and sterile concept if new and immediately useful applications for new research are not found.

In other words, it is logical to put knowledge at the service of society so as to create a better world - more just and more egalitarian. This relevance can be achieved in several ways: through the training of first-class minds capable of stimulating and leading society ; or, through major advances in science and technology since the results of pure research, (though sometimes on a very long-term basis), can dramatically change daily life for better or worse ; or, through the ability to rapidly reply to the immediate needs of national manpower ; or, by stimulating an interest in learning and in its acquisition for new clientele such as adults.

Now, to realize its full potential, higher education must adopt a more dynamic approach. In fact, it must adopt a pro-active stance in terms of meeting the needs of society. If higher education is elitist, passive, negative, or worse if it is content with mediocracy, its institutions and notably universities will no longer be entitled to act as critics of society. Higher education institutions must become agents of quality while assuring the relevance of their knowledge. In short, a hands-on attitude is required. In this way, higher education will be able to maintain its role as the real focal point of knowledge and its applications.

Moreover, it is essential to revitalize the partnership

between the academic community and the various actors involved in the cooperation process: decision-makers, international or national donors and NGOs. Sometimes it can happen that these become adversaries rather than partners -such a situation impedes progress and the solution of urgent questions. Common dialogue and effort are desirable in order to assure mutual understanding and, as a result, to bring about on a long-term basis the strengthening of higher education in all regions of the worlds

IV. Conclusion

Ladies and Gentlemen,

I prefer to stop at this point as my aim is to stimulate personal reflection amongst each of your participants with regard to our complex yet exciting theme.

However, I trust that my remarks may provide a general framework for the ideas and opinions which will be expressed throughout this meeting on many aspects of higher education today. We shall doubtless learn a great deal about the present reforms, the need to link university training to the world of work, innovative methods of funding and the aspirations and contributions of the people involved in higher education. Moreover, we shall hear of experiences from all parts of the world before making our final conclusions. Thus, the debate promises to be extremely rich.

My remarks have mainly concentrated on basic principles, as these, in my view, should guide any debate on higher education in particular, these should not be forgotten when effective cooperation action is being planned.

My somewhat broad approach will be complemented by concrete examples by Messrs Power and Dias during their respective interventions related to the major activities of UNESCO in the field of education.

This Consultation will end on Thursday with a Round Table during which the Director-General will present his conception of UNESCO's new project entitled UNITWIN which aims at involving all our partners in concrete projects for which quality and relevance form the very basis.

Ladies and Gentlemen,

May I wish you every success for your discussions as your recommendations will be most helpful with regard to our present challenge -namely to arrive at a new definition of the social mission of higher education which can meet the needs of the 21st century.

Thank you.

THE ROLE OF HIGHER EDUCATION IN SOCIETY : QUALITY AND PERTINENCE

Professor Walter J. Kamba
Vice-Chancellor,
University of Zimbabwe,
President,
International Association
of Universities

May I express my deep appreciation to the Director-General, the Assistant Director-General responsible for Education and the Director of the Higher Education Division of UNESCO for inviting me to participate in, and preside over, this important meeting of the second UNESCO Collective Consultation of Non-Governmental organisations on Higher Education. I feel especially honoured to be associated with such distinguished company. I wish to add my own words of a warm welcome. In all the communications I received, it was consistently stressed that mine was to be a short address of welcome. I have therefore decided, with your indulgence, to deviate from what I had indicated would be my address to this meeting. If you have a written text, I suggest you put it aside.

Following three days of deliberations in October 1988 at UNESCO on the theme of "Higher Education : Problems and Challenges for what Future ?" the first UNESCO/NGO Collective Consultation agreed to convene a second consultation on higher education during 1991. It was also agreed that the specific subject for this second consultation would be "the Role of Higher Education in Society : Quality and Pertinence".

The Secretariat of UNESCO is to be highly commended for living up to the arrangements as agreed in 1988 and for facilitating the participation at this meeting of all the specialists and representatives of Non-Governmental Organizations in the field of higher education.

As we all know, and would agree, education in general, and higher education in particular, are vital ingredients in the development of our societies.

All participants in, and contributors to, higher education are therefore engaged in an enterprise which is crucial to our societies, co-operation, interchange of ideas and experiences amongst all those involved in higher education are of utmost importance, if education is to meet the challenges of our dynamic societies in which the constant variable is change. As scarce resources dwindle, co-operation assumes greater and greater importance.

The theme of this meeting : "The Role of Higher Education in Society : Quality and Pertinence" should serve to remind us

that these are people who jump at any call for universities to be "pertinent" or "relevant" because they conclude this necessarily impairs or compromises quality. "Relevance" is not intended to be, and should not be, at the expense of quality. Relevance and quality are not in any way incompatible. In fact, the maintenance of quality and excellence by universities (and higher education) in their work is of utmost importance if they are to make a meaningful and effective contribution to the development of society : poor quality research, for example, is a disservice to society.

I understand that the focus of the October 1988 first Collective Consultation was the intellectual function of the university (research and teaching) and its educational function (cultivation of the mind, transmission of basic ideas and concepts). To the uninitiated and unperceptive these functions of a university present the image of "Ivory-Towerism" - of institutions that are detached from the societies in which they exist and which they are intended to serve.

If we accept, as we must; that education in general, and higher education in particular are essential to development, i.e., to improving the quality of life and well being of the people, the major difficulty which universities have faced is how to demonstrate what the intellectual and educational functions contribute to development. How does what universities do translate into real life, into policy ?

This is where the choice of thrust of this meeting is most appropriate and welcome. The social role of a university demonstrates and underlines vividly the inter-relationship of higher education and society - of higher education and development. The social role provides the link between the intellectual and educational role of universities on the one hand and the development of society on the other. In the industrialized societies (countries) this link is substantially recognized - I say "substantially" advisedly because sometimes you wonder particularly when people refer to the industrialized countries as "developed" as if development is finite.

For those of us who come from developing countries the need to convince not only our governments and people but also some international organisations about how fundamental higher education is to development continues.

In discussing the social function of universities this meeting is called upon to consider two main channels of action

a) The training of specialists, of professionals and of highly qualified manpower to meet the needs of governments, of industry and business, and all branches of society ;

b) The provision of a range of services to a specific region or community which can take on a great variety of forms So extension of adult programmes, refresher courses, consultation, technical and artistic services and availability of expertise in

all fields of competence for the economic development of society and for the pursuit of a more equitable social order. In particular, three areas will be discussed : national and institutional policy-making and reform, the content of higher education, teacher training and research, the contribution of the different actors involved.

In playing this role the university must be guided by excellence in performance and relevance of their work to the environment in which they exist and operate.

Some of the questions that arise are :

Are universities discharging their responsibilities adequately and satisfactorily ? If not why ?

How can universities perform their tasks more efficiently and meaningfully ? Do we have new ideas to promote better performance ?

The results of the deliberations of this meeting will form part of our contribution to UNESCO's report on the future trends and challenges of higher education for the 21st century.

section IV

IV. Keynote Addresses

The social significance of Higher Education

Professor Dr Hinrich
Seidel,
President
Standing Conference of
Rectors, Presidents and
Vice-Chancellors of the
European Universities

1. General Background

In any modern society, science, economics and politics go hand in hand. Any social change or development inevitably makes itself felt in all three areas at once because they are closely interdependent.

As an illustration of political developments we may take the situation in Europe, which is marked by at least three events of overriding importance. First, the dynamic expansion of the European Community with its population of over 320 million. Second, the ending of the division between East and West which until a few months ago had kept the peoples of Eastern Europe apart from those of the European Community and the European Free Trade Association. And third, the general -indeed universal- recognition that the most vital issues for any future society, and for political action, concern the environment. This has been brought home to people everywhere in a quite terrifying way by the events of the Gulf war.

Turning to economic development, the main features are first, the international division of labour, that is, decentralisation, which is the only way to ensure rational economic development. Decentralisation of responsibilities has today become the basic principle not only of economic development but also of all political and scientific development as well. A second feature is the technological progress of recent years in particular the now almost universal use of micro-electronics which has left no branch of the economy untouched. Thirdly, it has become increasingly clear that environmental questions are a basic element in the costs of all economic processes. This has been dramatically demonstrated by the cost of restoring the Gulf regions but also by the reconstruction of Central and Eastern Europe or, in South America, for example, by the situation in Peru. Here again we see how economic questions are tied up with

politics and science. In other words, economics are increasingly involved in non-economic questions, while the environmental problem cannot be solved without scientific progress and political decisions.

In the sciences, the two main features of development are, on the one hand, increasingly intensive and specific basic research and, on the other, greater concentration on highly complex general problems. I will mention only the field of systematic health research which has played an important part in the work of the World Health Organization (WHO) ; the research into conflict management, which we have to pursue energetically, and the research into the many environmental problems. Both basic research and interdisciplinary research are increasingly obliged to adopt an interdisciplinary approach in order to deal scientifically with highly complex questions. As regards method, here too the use of information technologies has become central and indispensable and at the same time international.

2. Hither Education on the Threshold of the 21st century

2.1. Functions of Universities

Today a large proportion of the young generation is enrolled in higher education. Universities have become mass institutions in modern societies, at least in the highly developed countries, though this is less true of developing countries and newly industrializing countries. I shall mention only five main functions which a society expects its institutions of higher education to fulfil, though others could no doubt be added :

Their first function lies in providing education and training within a structure which combines research and teaching. Secondly, they provide professional training. This is not, be it said, a recent development of the post-war period -ever since the Middle Ages universities have been preparing students for professions such as medicine, teaching and the law. Thirdly, they are research institutions, responsible for carrying out research in a broad range of disciplines, including the increasing amount of interdisciplinary work, and linked to this, for training a constant supply of qualified people for all fields of employment. Fourthly, they have a part to play in regional development and also in developing international contacts. And fifthly, they have a social function in fostering the intellectual and social development of society.

2.2. Quantitative Aspects

Modern universities are mass institutions in a good sense. In the highly developed countries in particular, a large section of any age group is actively engaged in higher education. Overall they represent a high proportion of the population between the ages of 18 and 65, that is, the active working populations. To take the example of my own country, the Federal Republic of Germany, almost 6 percent of this age group is concerned. The

tendency to spend all or part of one's working life at the universities in study, teaching or research is increasing in all industrialized countries. At the same time, however, the transition which has changed universities from educational institutions for the few into more democratic and widely accessible institutions has also brought a qualitative change. Universities no longer have the monopoly of higher education. To keep pace with the diversity of the demands of modern society the institutions of higher education have likewise been forced to diversify and new institutions have emerged, for example the Polytechnics in the United Kingdom or the Fachhochschulen in Germany. Another trend which is also more evident today than ever before is the internationalisation of the universities and the contacts among all the different categories and types of institutions, for instance in the framework of European Community programmes, to mention only ERASMUS and TEMPUS.

2.3. Reasons

There are first and foremost political reasons for the development of modern higher education institutions. In Western Europe, for example, at least 25% of an age group are engaged in higher studies and the percentage is rising every year. Universities have thus become cost-intensive institutions. This development has come about because life in modern society increasingly demands specialized knowledge. The help of science is essential :

1. in order to maintain and improve living conditions ;
2. to improve the organization of modern societies ;
3. to cope with the growing complexity of work processes.

I would venture to say that, with a certain time-lag, the trend will be the same in the developing countries and the newly industrializing countries.

We have noted a steady rise in the numbers participating in higher education, even though the population development, for instance Western Europe after the war, seemed to suggest the opposite. If population growth alone were the determining factor, student numbers should have fallen, but this has not happened because of the trend to greater democracy. After the war, education became accessible to all in our modern mass societies. The numbers entering the institutions of higher education from secondary schools are rising every year. Another factor is the international economic development, where more and more specialized techniques and scientifically based methods are needed to manage work processes. Lastly, it has been realized that regional development depends very much on how far academic institutions function as centres of regional development. This applies not only to close co-operation within a region, but also to the interaction between one region and others further afield. I would point out in this respect that the traditional administrative and political boundaries are often quite different from those emerging from co-operation among academic institutions. The upper Rhine Valley is an example that springs

to mind, where institutions in Switzerland, France and the Federal Republic of Germany work together across national boundaries to stimulate the development of the whole region.

Another set of reasons for the development of modern mass universities has to do with developments in the world of knowledge itself. Three points in this respect : never in the history of science has there been such a growth in knowledge, hypotheses and new theories on the objects accessible to scientific study as there is today. Never before has the day-today life of the individual been so much influenced by science and, consequently, never before has there been such public awareness of the influence of science on social development in general. I refer again to the examples of ecology and systematic health research. More and more this work has come to be organized on an interdisciplinary basis. It can no longer be done according to the traditional categories. This is why there is growing cooperation within Europe as a whole and with other continents. And thirdly, this also explains the gradual disappearance of the traditional distinction between universities and other institutions. Today, higher education is provided in a wide variety of institutions depending on the nature of their task, and the universities no longer have a monopoly. Fourthly, I should like to point out that the rate of development in the different disciplines themselves is such that no course of study can provide the skills needed for a life-time, so that the institutions of higher education are increasingly obliged to offer continuing advanced courses for their own graduates and for the wider society, particularly in relation to the world of employment. The balance of first degree courses to advanced and in-service courses is bound to shift in favour of the latter in the years ahead and first degree studies will have to be entirely reorganized in the light of this development. To my mind this is a central task in the reform of studies, not only in the individual countries but in all countries working together. The European universities are already facing up to this development, and the change in the organization of studies is being analysed at present in the European University-Industry-Forum, founded in Bologna in 1988.

A third set of reasons is to be found in the changes in social structures that have become increasingly apparent in the last decade. These, together with the development of science, explain the high student numbers expected in the coming decades despite falling demographic projections. If demography alone counted, a sharp decline in student numbers could be expected in most highly developed countries. This has not happened because, as we have seen, the numbers enrolled in education are continuing to rise and employers demand it. In some countries we also have to take into account developments which run counter to the demographic trend, for instance the slowly increasing number of migrant workers' children in the education system in the different countries and the number of young people arriving as Immigrants from other parts of the world. If one looks at the situation in the Federal Republic of Germany, for example; it is difficult as yet to assess how things will develop in regard to

the new federal Länder, but it seems certain that there will be a great many more students from there in the future.

The Länder of the former German Democratic Republic incidentally offer the opportunity for a laboratory study of the relationship between societies and universities. On average, the number of students in relation to the population there was only one third of that in western countries. At present we are witnessing the transition from a communist to a democratic-liberal society in the western mould, and we have a chance to study in detail the interaction between society and the universities in the process. This is to some extent also a case study for other former socialist countries, to mention only Poland, Hungary and Czechoslovakia.

Lastly, employment and the organization of work have greatly changed. Work processes have become increasingly dependent on scientific and technical developments. More and more academically qualified young people and people with specialized knowledge are therefore needed to cope with the work. This is immediately obvious if one analyses the staff structure of a modern production or service unit of today in comparison to what it would have been thirty years ago. As a rule, one will find four to five times as many academics on the staff as thirty years ago.

3. The World of Work and the Structure of the Labour Market

Because of the interdependence between the institutions of higher education and the world of employment we have to give some thought to the structure of employment in the context of our society.

The major areas may be defined more or less as follows :

First, the public service, which still employs a high percentage of workers in all countries in the world. In the countries of the European Community this ranges from 39% in Greece to 52% in Denmark, with the Federal Republic of Germany somewhere in the middle with 45%. Many areas of this public service -health care, the education system, the law, public administration- require many, though obviously not only, academically well-qualified men and women, so that the employment needs of the public service clearly have an important influence on the corresponding courses at universities. This applies to all courses of study where the final examinations are set not by the university but by the state -for instance, in the case of school teachers, lawyers, doctors. Here the international harmonization of studies is certainly more difficult than in the major sphere of employment, namely, business and industry.

According to an OECD study, in 1965 approximately 65% of all university graduates in the Federal Republic of Germany entered the public service, with only 35% going to business and industry. Today the situation is reversed - at least 65% of graduates go into business and industry and only 35% into the public services. In absolute terms, the figures for the public service have almost

doubled while in the same period those for business and industry have increased eightfold. The labour market represented by business and industry covers an extraordinary range of employment, from production in heavy industry to services like banking and insurance and liberal professions. Society's demands in regard to employment in this labour market are extraordinarily varied and here, too, the trend is towards internationalization. Universities here face the difficult problem of tailoring the courses they offer within reason to the labour market without becoming too tied into meeting specific individual needs. The three main areas of production, services and liberal professions do influence the composition of courses and examinations, but that influence cannot be allowed to take over because it is important that courses should not be geared too much to the needs of particular branches of the economy. That would be to destroy the idea of university education, which is by definition general.

One special area of the labour market and of employment is the academic world itself, where there is a growing need for specialists of every kind in the many and varied institutions. This concerns both the public service and business and industry and, I may say, also the political field. I think, besides the universities, of research institutes like the CURS in France and the Max Planck Institute in Germany, which are not attached to universities, or international research establishments. Here the internationalisation of the labour market is an increasingly important consideration, but one which has not yet been sufficiently taken into account in course curricula in the universities. Although there are signs that the universities worldwide are beginning to build international elements into their curricula, this is still very much in the early stages. I would say, however, that a university which is not already offering and preparing appropriate courses in this respect, is doing its students a dis-service.)

4. University - Society : Some Points of tension

Universities today are no longer the exclusive preserve of the few but have become mass institutions of highly industrialized societies. All social changes are therefore also reflected and possibly reproduced in the structure of the universities. Society's influence on the universities has never been greater. This leads to special problems which need to be studied and overcome.

There is a potential tension between the subjects studied and the labour market, on the one hand, and the subjects studied and the progress of knowledge on the other. The labour market changes so rapidly in the wake of new scientific and technological developments that it does not always make sense to adjust the objectives and the volume of the subjects studied immediately to changing economic developments -as employers of courses often demand. In countries with a planned economy the linking of student admissions to the capacity of the planned labour market to absorb them has proved a complete mistake, as

has the over-specialization of courses of study. Future developments linked to the labour market must take account of the growing division of labour on the one hand, and on the other, the emphasis on basic training.

There is in addition a conflict of principles here : are the nature and number of the subjects studied to be determined by the labour market, or should these be determined by the academic system itself ? Universities also have to offer courses that will ensure a sufficient younger generation of academics for their own needs and for the progress of scholarship, even though at a particular time, or even in general, these subjects may be of little interest to the labour market or the economy. Other considerations not connected with the labour market must also play a part in course design, as must the wishes and interests of the students and other social needs.

A second potential tension concerns the length of the courses and the working life-time. Roughly speaking, one may say that the length of the working life is decreasing, while the length of studies is increasing. In most industrial countries a heated debate has flared up about whether courses are much too long or whether young people are being deprived of opportunities in life too quickly -which is another way of interpreting it. In Europe alone, the difference between the United Kingdom at one end and Finland at the other are extreme. The conflict is between the economic arguments put forward by employers and those responsible for state finances, on the other side, pressing for shorter courses, and on -the other, the demands of thorough academic training and the development of learning. How is this conflict to be solved ? I can see two possibilities. The universities must agree to place much more emphasis than they have done up till now on forming generalists and less on training specialists. This means they must be willing to recognize that, in principle, life-long further training must be given a central place among study objectives, and they must be equipped to meet this development. In the long term, the proportion of those studying at basic level will decrease in favour of those engaged in advanced studies. Business and industry will also have to accept this principle. The trend in this direction varies in the different European countries, with the northern countries being more willing to accept it than those in the southern and Mediterranean area.

There is a second aspect to the problem of length of studies and working life-time. As we have seen, the universities have lost their monopoly on higher education. Universities have now been joined, for example, by the Fachhochschulen in Germany, the Polytechnics in the United Kingdom or the Instituts universitaires de technologie in France. All these institutions offer shorter courses of study, their study profile is different from that of universities and they should be developed further.

A third general problem which society has to face, and which calls for a political decision, is the cost of the higher education system in relation total national expenditure. I know

this also raises the question of how much a society is willing to invest in its schools and universities. There is no scientific answer to the questions : where should the emphasis lie -basic . research, applied research, development ? That is an open . question. Universities or Polytechnics ? That too is an open question. But the balance does seem to be shifting in favour of the polytechnics ; shorter courses for generalists, longer courses for specialists. So a plausible answer might be shorter courses and the forming of generalists. The two questions we have to answer therefore are : what will our graduates do afterwards? and, what is the country prepared to invest in learning ? By which I mean not just education and training but also research. We have seen that the complexity of our social structures requires the presence of many qualified young people. To my mind this is one of the basic conditions of existence for modern societies and consequently they can make no better investment than the creative young people at their disposal.

5. International Co-operation

The question of what graduates are going to do is also an important element in the question of how the higher education system itself should develop. The fashionable magic words here are "mobility" and "flexibility". A modern university has to understand itself as operating in two directions -first in the regional and national context, obviously, but at the same time nowadays, increasingly in an international context For research has to be able to hold its own internationally and the students have to be able to compete nationally and internationally on the labour market. Mobility and flexibility are therefore of paramount importance. Mobility is almost always meant geographically and should actually be built into the courses of study. It is desirable from three points of view : first, for personal experience ; second, as an essential part of scientific and intellectual exchange, that is international academic co operation ; thirdly it corresponds to the structure of the academic labour market.

Flexibility means reacting appropriately to scientific, economic and political developments and the appropriate reaction assumes mobility.

We have seen the need for mobility and flexibility as it affects individuals but in a wider sense the same thing applies to the institutions as such. They also have to be mobile and flexible in their reactions and adjust to new developments.

6. Summary

I have presented here a few thoughts on the relation between universities and society, based largely on my personal point of view and experience. I would like to summarize them under three main headings :

1. The interaction of politics, the sciences and the economy

in Europe and in the world as a whole is going to increase. All the major problems of the contemporary world call for solutions that are multinational, multifunctional and interdisciplinary that is, they must involve many countries, many branches of the economy and also many academic disciplines. Sensible solutions will only be found through shared effort in all three areas. The help of science will become increasingly essential to maintain and improve living conditions, to develop appropriate forms of organization and division of labour for modern societies, and to cope with the complexity of work processes.

2. In view of the ever accelerating growth of knowledge and the increasing presence and influence of science in the world of work, the institutions of higher education, in reorganizing studies, will have to orient courses more towards basic studies followed by advanced studies. It will be necessary here to have closer links with the different areas of the world of work and employers must be prepared to accept generalists and not demand that the universities produce specialists. Most of the universities' research work will be done on an interdisciplinary basis. The boundaries between fundamental and applied research in areas of interest to the economy are becoming increasingly blurred. And the universities have lost their monopoly of higher education. Newer forms of institutions will continue to develop and there will be closer co-operation with industry in the fields of research, advanced training and the application of technology.

3. As a result of the growing internationalisation, together with the dismantling of East-West differences and the reduction of the disparities in levels of development, the numbers involved in education will rise. This will be more noticeable in the highly developed countries than in the less developed. In all disciplines, the institutions of higher education will have to design their courses with international participation in mind. The market for academic workers will increasingly cut across international borders and in Europe, for example, many European Community regulations concerning education, employment, research and the economy will apply to all the countries of Europe. Through effective political, economic and scientific co-operation it should be possible to move closer to finding solutions to the great problems of the environment, the division of labour in production and services, and the reduction of social differences. Alongside the universities, polytechnics or similar institutions will become the rule everywhere, because there is an increasing need for people familiar with scientific procedures without necessarily doing research themselves. This is the most important aspect of the impact of science in the world of employment. Lastly, every educated person should be able to speak at least two internationally useful languages besides his own mother tongue. This is a recommendation made by the European labour market specialists which I would very much like to see applied to all areas of life and not just the labour market.

TRENDS AND CHALLENGES IN HIGHER EDUCATION:
A GLOBAL APPROACH

Professor Marco Antonio R. Dias
Director of the Division of Higher Education and Research

I INTRODUCTION

I.1 The "Crisis" of Higher Education

The crisis of the university is the headline of all specialized publications in education and is the object of a large number of studies and meetings. The crisis seems to reach the whole world. Several Eastern European countries having changed their economic and political systems, are trying now to adapt higher education to new needs. Many universities in industrialized countries face the problem of declining student populations and a period of zero increase, if not a reduction, of budgetary allocations. In developing countries, a massification in post-secondary education took place concurrently with the explosion of foreign debts, and the consequent aggravation of social problems. As observed, investments in social programmes, including education, were cut considerably in Africa, in Asia and the Pacific, in Latin America and the Caribbean, with a great impact in post-secondary education.

Is the situation of crisis exceptional ? Before trying to go further in the analysis, some basic comments should be made:

(i) We could say that the university can only be conceived in a climate of crisis if we take this word in its etymological sense. If its main roles are linked to society, the direct impact on human life and the analysis of prospects for the development of humanity, how can this institution be dissociated from a permanent crisis? The crisis (from the Greek "Krisis" - Krinein: to examine, to decide) meant originally decision. Later, this word tended to designate periods of trouble or tension. It implies an idea of transition and human societies are, as human beings, almost always in transition. This applies to all human institutions, but it is particularly true of universities. We should not forget that one of the main actors in these institutions, the students, stay there for short periods of time and see these stays as an essential period of transition in their life. One of the main characteristics of the management of universities is also transition where rectors, deans, department heads or units usually stay in post for periods of two to six years.

If we look at the history of the universities despite the fact that they remain indeed as examples of key old institutions, we have doubts that at any moment these institutions were in a position of full stability. When we listen to people say that twenty, thirty, forty years ago, quality in universities was higher, and that they were stable institutions, we wonder if once again history is not being redrafted. These opinions seem to be far away from reality. The crisis at the beginning of the century, the crisis in the inter-war period, the crisis of the sixties which exploded in 1968 should not be forgotten. Ricardo Nassif seems to be right when he mentions the crises (in the

plural) of models of universities: crisis of medieval universities, crisis of the Napoleonean model, crisis, in the twentieth century, of the British and German Model (Nassif, 1980). Sometime we tend to see the universities as institutions separate from common aspects of human life. Universities are among the institutions which react more directly at the changes ' in societies. In other words, we could state that the crisis is a permanent element in the life of universities and that one of its main roles is precisely to reflect on prospects for societies, which implies the analysis of present trends and challenges, which are elements essentially linked to the idea of transition.

(ii) The world is going through a period of perplexity, of great changes and in fact nobody can foresee exactly what kind of society humanity is going to forge. Many people indulge in predicting what will happen in the future. It is significant that one of the best sellers in the United States, in 1990, was John Naisbitt's book "Megatrends 2000". According to this futurist, who made his statements before the Gulf War: "The world in the 90s will be shaped by six major movements:

- a renaissance in the arts, literature and spirituality
- ;
- a decline in the welfare state and the emergence of free-market socialism ;
- the emergence of English as the first truly universal language ;
- a decline in the importance of cities and the emergence of a new "electronic heartland" ;
- a move toward eventual worldwide free trade; and
- a global economic boom".

I am not aware of the basis Mr Naisbitt used for establishing his forecast, and whether he still has the same point of view. We are not sure of the objectivity of some of his dreams, but what we note in this case is that he is extremely optimistic and that people like this kind of speech. He charges , US\$ 25,000 for a 90 minute speech.

In fact, at the beginning of 1990, with the end of the cold war between East and West, how many times did we read and hear that a period of perfect and stable peace has finally come for the whole of humanity ?

Was it possible to believe that the world was becoming perfect, forgetting the heritage of the recent period of colonial domination ? Was it possible to believe that what a famous magazine called "The Third World's monumental debt", transforming these countries into capital exporters and financiers of the deficit of several industrialized countries, could last for a long time without finding any equitable solution? Was it credible to state that the Eastern European countries populations would improve their living conditions automatically with the changes in their governments ?

The crisis in the Gulf showed that the real world was different. In its cover story (October 15, 1990) one of the biggest weekly magazine in the world wrote:

"What a difference an invasion makes. The enchanted moment is gone. From stock markets to supermarkets, high anxiety rules the day. Iraq's march into Kuwait on August 2 has proved to be the catalyst that brought the world's economic weaknesses to bear all at once: America's profligate spending, Japan's speculative fever, Eastern Europe's huge renovation bill, the Third World's monumental debt".

The war now is over. The lesson is not yet completely clear or learned but everybody feels that a new order is to come. What kind of order ?

Could humanity come now to a real peaceful period ? Will we witness a return of old colonial attitudes ?

Many answers could be given to these Questions, but there is no doubt that these events show how interdependent the world is, how essential it is to have an international approach to the discussion of common problems, and at the same time, the need for each people, each country, each region, to analyze important issues, taking into account their needs and the specific realities of their situation. We can also add that the orientation of this new order will have an impact on the universities and on the way they are organized. Is it possible for example, at the end of this century, for universities in small countries to stay isolated? If they do so, what will be the possibility for them to have any impact on their societies ? How could they face the reality of an interdependent world alone ? What kind of linkages should they seek and with what kind of other institutions, to be able to reach their objectives ?

(iii) These are important Questions and they could be completed with some others such as :

Under the present circumstances, what are the main problems facing higher education in developing as in developed countries? What is the diagnosis of the situation ?

I.2 Quantitative growth vs. diminishing resources : a dilemma

We observed in the last years an increasing tendency to analyse these matters taking mainly account mathematical and economic models, without going further to the social, political and cultural implications of Questions which in fact are societal problems.

The student population world-wide is estimated at present at about 51 million. Statistics show a continuous growth in higher education enrolments, thus rendering post-secondary education the most dynamic sector in the education system.

The 1975-1986 period has seen a rise in student numbers in

post-secondary education worldwide of 18.4 million, consisting of 4.5 million, in the developed countries and 13.9 million, in the developing countries. The annual rate of growth in numbers for all the countries of the world dropped from 5.4 per cent for 1970-1980 to 3.4 per cent for 1980-1986; over the same periods, it fell respectively from 3.5 per cent to 1 per cent in the developed countries and from 9.5 per cent to 6.8 per cent in the developing countries.

The absolute increase in student numbers becomes more evident when examining the evolution of the enrolment ratio of the population within the 18-25 age group :

Table 1. Higher Education Enrolment Ratio (Percentage age group)

Region latest 1987	1950	1960	1970	1980	
Africa	0.8	0.7	1.5	3.5	4.3
Asia	1.5	2.6	3.5	5.6	7.3
Latin America	1.6	3.0	6.3	13.5	16.9
Europe	2.2	10.3	17.3	22.1	25.2
Northern America	7.2	28.9	45.4	54.3	63.8
Developing Countries ...	2.1	3.0	5.7	7.4	
Developed Countries ...	13.5	23.4	30.3	34.1	
World	2.8	5.3	8.5	11.5	12.6

Source: UNESCO Statistical Yearbook, 1980, 1989
...Data not available

Public resources for education in general and for higher education in particular have never increased in the same proportion as enrolments and in many cases they have diminished.

The reasons for these phenomena are known, but the suggestions for facing this new reality are closely linked to the way one sees the world and a better way of organizing human societies. .

An economist, Mr Psacharopoulos, who is very well known to academics and to NGOs of higher education, identifies the following trends in higher education which he presents as given facts :

"Fact no 1 : There is more demand to enter public universities than can be met from the State budget (what economists call "excess demand").

"Fact no 2 : The demand for university entry is affected by

the following factors :

- the low cost of entry (no fees, or token fees been charged);
- the high benefit of being a university graduate (higher life-time earnings, better working conditions) ;
- the requirement of a university degree for entering the civil service".

"Fact no 3 : The incidence of university attendance is higher among wealthier groups in the population. There are not as many students per 100,000 population whose father is a farmer relative to those whose father is a white collar employee".

The combination of the above facts, Mr Psacharopoulos concludes, leads to a series of economic inefficiencies and social inequities.

Presenting facts this way, it is not difficult to conclude that fees should be introduced and generalized. Figures seem to indicate that not accepting these statements means to support inequities in higher education. On the basis of this premise, it is normal to say that investment in education should be shifted to primary education in order to create a literate population and labor force. We note that these arguments are being used all over the world by those who want to reduce social public expenses and that in these analyses, it is clear that the lower income classes "are most likely to be excluded from "free higher education" but at the same time, the introduction of fees is presented as a solution to abolish inequities.

Everybody seems to agree that the situation in many parts of the world needs to be corrected and as a consequence, in many places, a clear distinction starts to be made between privatization, a matter of discussion and of ideological conflicts, and the need of participation of all sectors, including the private one, in the financing of universities. The need of associating private funds and expertise to improve the quality and efficiency of higher education institutions is a tendency more and more accepted.

The reality is in fact much more complex than only cold figures can show. All the educators who worked in this area and had administrative or academic responsibilities at university level know that in spite of all the real inequities of the system, (and here a real solution should be found), a certain level of social mobility is assured by the public systems in developing countries. As the Vice-Rector of the University of Brasilia, I remember that the most active student leader in this public institution, when the army invaded it in 1977 was the son of a "lavadeira" (washer woman). That was not an isolated cases According to Professor Paulo Elpidio de Menezes Neto, former Rector of the Federal University of CEARA, in Brazil, in 1980, 31 % of the students of this university were originated from families whose monthly earnings were equivalent from one to two minimum salaries (around 60 to 120 US\$) (De Menezes Neto, 1983).

More recently, a study of November 1990 by Professor Jose

Joaquin Brunner recalls : "In Venezuela, in the beginning of the seventies', in the public sector universities, around 22 % students came from families whose head was a manual worker, and around 50 % were from "no manuales bajos" sectors. At the same period, at the University of Sao Paulo, around 12 % students came from popular sectors or families, and around 31 % from middle to lower classes or families, figures which at the university in Montevideo were of 11 % and 57 % respectively in 1968, and of 27 % and 52 % in the case of regional units of the University of Chile in 1972 (Educacion Superior en America Latina: Cambios y Desafios Fondo de Cultura Economica, Chile 1990).

On the other hand, to say that a system of fellowships could redress inequities is not realistic. It ignores the political influences in its application which will frequently act against less favoured classes and requires the creation of a bureaucratic system that could cost more than the funds obtained with fees. This can be true in developing countries, but as Dr Peter J. Atherton, Dean of the College of Education at Brock University, in Canada, recalls "a paper by Meng and Sentence (1982) on the Canadian experience, suggests that in spite of the existence of a reasonable generous credit market in the form of grants and loans, some inequities remain. They observe: "Children of high income families tend to be the ones that capture the bulk of the financial rewards of a university degree while low income families often pay a disproportionately large share of educational expenditures". (P. Atherton, 1987).

One study made in Brazil by one economist educator, former Vice-Rector of the University of Para, and former Vice-Minister of Education, Armando Mendes, showed in the seventies that the introduction of fees at public universities in his country could represent a small increase in the budget of these universities that its adoption could create more problems than solve them. Professor Mendes seems right. How much of this small increase would be required for introducing the systems of fees and of fellowships ? How many students from poor families would be prevented from attending university studies? There is no reply to these questions.

This is a political and a societal problem much more complex than statistics can show. One should not forget that the educational system constitutes a whole and countries need basic education, but they cannot abandon secondary and higher education, which is responsible for training managers, experts and researchers necessary for development. Deleting resources from universities can represent a dead end for real independence in many countries. On the other hand, how can one think it is possible to reinforce primary and secondary education without having a good university system ? Teachers in primary and secondary schools need to be trained and their training mainly takes place in higher education institutions, which are also, in many countries the only institutions able to provide educational research, essential for policy-makers taking valid decisions.

The matter is complex and a serious effort for objective

interdisciplinary research (with the participation of economists, but also of educators and social scientists) is necessary. Some macrointerdisciplinary research (with the participation of economists, but also of educators and social scientists) is necessary. Some macro-analysis should also be requested. Why omit, for example, what is mentioned by Justinian J. Galabawa (January 1991 Higher Education, Vol. 21, no 1) who, in analysing the case of one African country, said: «The question of priorities also affects the allocation of resources to the education sector and in some cases, the emphasis arising from liberalization are very surprising. In a recent economic survey, it has been noted that whereas in 1970/71 : 13,68 % government expenditure went towards education and 7.0 to the military, in 1986/87 : 6.45 went to education with 14.58 going to the military».

In other words, before proposing to cut investments in education, why don't people analyse and propose any better distribution of public funds ?

And what about the debt ? Why don't well known economists study a model which stimulates shifting these resources to solve educational problems ? Why isn't their creativity stimulated in this direction as well ?

II QUALITY AND RELEVANCE: The Key Issues

Everybody agrees that policy reforms should seek in the first place to improve the quality and the pertinence of higher education systems. In a general way, the analysis of the evolution of higher education in the last two decades indicates that the two most remarkable trends of this level of education in all regions are : (a) quantitative expansion, and (b) problems for keeping or improving academic quality, and the need to examine the effectiveness and efficiency of the system. Quantitative expansion is the object of studies by various institutions. The in-depth analysis of the accuracy of recriminations against the drop in the quality, efficiency and effectiveness of the systems indicates that they hardly give a total picture of the phenomena. Certain indicators such as the high level of repeating classes in certain countries, the extension of time spent at universities by young people, the drop-out rates, the high cost of services, the unemployment of graduates incapable of entering or adapting themselves to the world of work, indicate that the problem is serious and almost universal. In the last decade, a great number of countries of all continents have gone through an evaluation of their higher education systems and through reforms in higher education, or have shown interest in promoting changes in this fields. What are the trends and prospects revealed during these exercises ? When UNESCO was preparing its current Medium-Term Plan, which covers the 1990-1995 period, a series of consultations was held to identify the main important issues for higher education in all regions of the world.

Two groups of issues were identified .

(i) issues relating to matters dealing mainly with relevance,

(ii) issues relating to matters dealing with quality, both issues being, of course, interlinked.

Relevance concerns, for example, the role of higher education within societies, and deals with matters linked to democratization, to the world of work and to the responsibilities of higher education in relation to the entire system of education. These are questions arising from within to outside of the system of higher education. Quality mainly concerns matters aimed at improving the efficiency of higher education in order to reach its objectives: innovation and reforms, the planning and management of resources, organisation of programmes, qualifications of teachers, etc. These are, let us say, internal questions, but representing conditions for inside efficiency for outside action.

These two sets of issues were completed by a series of suggestions and proposals concerning mobility and strengthening of international co-operation in the field of higher education. These findings are not new. Maybe what is new is that more and more people and governments are aware of their importance and feel that permanent monitoring should be established to allow higher education institutions to see, at any moment, if their action is relevant and if the quality is assured.

We have noted that during the last ten years, in each session of the General Conference of UNESCO, more importance has been given to higher education in the official statement of the representatives of governments of all the regions.

In January 1989, the International Conference on Education (at the International Bureau of Education in Geneva) discussed the diversification of post-secondary education. On the first day of the conference, 17 out of 24 speakers made reference to reforms in higher education in their countries : reforms recently made, reforms being executed, reforms being prepared. A proposal was made to UNESCO to elaborate a plan of action for developing countries. This proposal was approved during the last session of the General Conference of UNESCO held in Paris during October-November 1989.

Mention was also made on all these occasions, to expectations from higher education institutions, which show the complex position they play in society. They are requested to be adapted to all new conditions involving them. They are expected to train high level personnel, to prepare researchers, to do research themselves, monitor development, be independent and at the same time to collaborate with governments, reform themselves trying to train elites but being requested at the same time to become more democratic and to open access to its education. They are called to rationalise their functioning and, at the same time, to enlarge their action for the benefit of the whole system of education.

The task is very complex and in analysing it, UNESCO decided

to stimulate an international reflection on higher education issues at the global level. Some studies on the evolution of the idea and concept of the university were undertaken with the United Nations University. A series of regional studies and five regional meetings have been foreseen. The first one was held, in October 1990 and concerned the Asia and the Pacific Region. The last one, to be held in May 1991, will be devoted to Latin America and the Caribbean countries. The Consultation of non-governmental organizations and international governmental organisations specialised or interested in higher education is part of this exercise. UNESCO considers it important to know how the actors feel about the trends and issues on higher education. How far are the analyses made so far realistic ? How to deal with this, taking into account the real situation of institutions of higher education, the needs of the countries, the perception of these issues by the main actors: students, professors, the institutions themselves ?

The results of all these reflections will be used for the preparation of an international report on global trends and issues in higher education, which should be helpful to all policy and decision makers in the field of higher education. These results will also have a direct impact on UNESCO's programmes for higher education.

III ASIA AND PACIFIC

A Regional Conference on Trends and Issues on Higher Education in Asia and the Pacific was held at the University of New England in Armidale, Australia, from 14 to 18 October 1991. This was the first of the series of regional meetings I mentioned before. The findings of this meeting based on a series of national case studies and on debates during the Conference will be published by the Regional Office of UNESCO in Bangkok. A synthesis of these findings prepared by Dr Harman, the author of the working document of the Conference, is already available.

I add here some remarks and some elements of information I consider useful for a diagnosis of higher education situation in this region.

In Asia and the Pacific, the problems are not simple. Around three billion people, (about 638 of the world's population) live there. Asia has the countries with the largest populations in the world, such as China and India, alongside small states in the Southern Pacific with a population of less than 20,000. There are rich countries such as Japan, Australia and New Zealand and countries which are among the poorest in the world. There are countries which have capitalist and socialist governments.

As a consequence, the diversity and variety of higher education systems are enormous. However, those responsible for higher education in the region share the view that it is an important issue at present and are concerned by the need to improve its quality.

Practically all the countries of the region are seeking formulas to increase co-operation with the productive sector. One such solution seems to be privatization. However, there is no evidence that privatization in countries like Thailand, Indonesia, Japan and others, apparently resulted in considerable improvement in quality.

For example, when mentioning the rapid quantitative expansion of higher education in Japan, Mr Shigeo Kuga, Planning Director, at the Ministry of Education, Science and Culture of Japan, said that "various problems arose such as concentration of universities and junior colleges in large cities, imbalance in the structure of course specialization, and unsatisfactory conditions of education and research at private higher education institutions.

Professor Charas Suwanwela, President of Chulalongkorn University in Bangkok, Thailand, after stating that "recent industrial development and economic growth in Thailand demands a larger output of manpower in science and engineering, reminded that "open and private universities more readily expand in the areas of the social sciences and the humanities".

As a consequence, Asia and the Pacific constitute a region where the distinction between privatization and the need to associate private funds for higher education is clearly discussed.

Many people are aware of the fact that, as in Africa and Latin America and the Caribbean, the adoption in Asia and the Pacific of western concepts and values and the relative neglect of Eastern philosophy and culture, has had a negative effect on the system.

The use of new technologies in higher education has made important progress in Asia, mainly in countries of the South Pacific, Australia, Japan, India, Thailand and China, particularly in the form of distance universities. But in spite of its importance in countries like Australia, only 10% of Australian students are linked to the open system. As a consequence, the real impact is small. It will be important to analyse what effect the open system does have on traditional universities in countries like Thailand. The Chinese experience in distance learning should be the object of further analysis. A special satellite TV channel is used for teacher training and adult education all over China. However, the focus is on the humanities and the social sciences.

The phenomenon of the brain drain worries small states in the region. When students go to Australia or New Zealand, they have a tendency not to return to their countries of origin.

The contribution of higher education to the development of the whole system of education is seen mainly through the training of educators and the use of new technologies. There is a move to meet the needs of staff development and pedagogical training of

teachers. Many universities in the region have created small staff development units.

Some observations showed that fast developing countries in the region like South Korea, Malaysia and Thailand, whose investment in the past in higher education was quite high, are now seeing the results of their policy with qualified researchers employed in university teaching and occupying key positions in the productive sectors. This seems important for the analysis of the role of higher education institutions and for the need of maintaining investment in these.

There are also features, which, as stated by Professor Harman at the Armidale meeting, are shared not only across the region, but also with other regions of the world as well : "Each of the national systems faces considerable problems of rapid growth in student enrolments and pressures to provide increased numbers of graduates in fields related to labour market needs. There are also pressures to improve quality and at the same time to broaden access. Further, in each country of the region current levels of funding are judged to be barely adequate or inadequate, and there is pressure to identify new sources of funding. In each there is growing acceptance of the fact that governments alone are unlikely to be able to meet the future financial needs for higher education.

In many cases, maintenance of quality or improvements in quality have not been feasible at times of the most rapid expansion, and at the present time there exists a substantial u D et need for increased funds for recurrent expenditure. Unfortunately, in a number of countries of the region, it appears that the phenomenon of reduced public sector support for higher education has emerged even before a desired basic level of provision could be achieved in the higher education sector. Even though some of the countries of the region have achieved a reasonably high level of student participation in higher education, the need for further expansion and upgrading of provision in order to support economic and social development stands out as an issue of great importance within the region. Increased demand for student places is likely to continue well into the future". (Dr Harman, 1990).

IV AFRICA

In a document prepared for Unesco, last year, it was stated: "Recent analyses of the African situation agree that the economic crisis has had a devastating effect on universities which have suffered a process of constant deterioration. Their facilities the quality of their services, and in particular, the quality of instruction have been seriously affected. Research capabilities have declined and their services for development have been seriously threatened The consequences of these processes are dramatic. Africa, even more than in the past, needs now highly trained people and high level researchers to assure its sustainable development The need to undertake in-depth reforms of higher education is both necessary and urgent : the question

being how to implement them and what standards to set. The task is not easy". (UNESCO-Priority Africa, 1990).

This diagnosis is not different from the analyses made by other organisations. The World Bank, for example, considers that "higher education's contribution to development in Africa is being threatened... by four inter-related weaknesses. First, higher education is now producing relatively too many graduates of programmes of dubious quality and relevance, and is generating too little new knowledge and direct development support. Second; the quality of those outputs shows unmistakable signs in many countries of having deteriorated so much that the fundamental effectiveness of the institution is also in doubt. Third, the costs of higher education are needlessly high. Fourth, the pattern of financing higher education is socially inequitable and economically inefficient". (World Bank, 1988).

However, we should note that many countries in the region have made substantial progress in the development of higher education. Practically all African States were able, over a very short period of time after gaining independence, to set up institutions of higher education, to expand student enrolments, and to diversify programmes and contents of courses. International assistance has been beneficial, but it is the developing countries themselves which have made the most important contribution to obtain these achievements.

The shortage of human resources, an obstacle to the search for solutions to development problems, is an argument in favour of focusing attention on and channelling resources towards higher education. But how does higher education respond to this challenge? Analyses of various national systems of higher education in Africa make frequent references to shortcomings such as the following: the artificial compartmentalization of various educational disciplines and levels; the imbalance between the sciences and the humanities and the orientation of some research options, more useful in terms of publication than for solving concrete problems, the irrelevance of training obtained abroad to local realities, etc. It is noted that in their efforts to develop a national system of university education, African States have tailored them too much in keeping with European traditions.

The deteriorating state of African economies which has resulted in lack of progress in various areas; has also hit universities very hard. Shortage of foreign exchange has meant that much-needed journals, laboratory equipment and books cannot be bought. Old equipment cannot be replaced and the installation of new facilities has virtually stopped. Deteriorating purchasing powers in the wider society has also meant that students cannot afford to pay even the minimum of fees. They cannot afford to buy books and to feed themselves, while pursuing higher education. Under these circumstances, it is not difficult to understand reactions against attempts at introducing fees in public higher education system.

A paradoxical situation is observed in Africa with regard to graduate employment. A recent report by the United Nations Economic Commission for Africa shows that the number of diploma holders of all levels who were unemployed in Africa is extremely high. It includes medical, engineering, architecture, accountancy and education graduates. No wonder, then, that many seek employment elsewhere and, as a result, the brain drain phenomenon has assumed alarming proportions. Simultaneously one witnesses the large-scale employment of expatriate specialists in various sectors. In 1988, there were 80,000 foreign experts involved in technical assistance in 40 Sub-Saharan countries alone. One can easily understand the demotivating effect such a phenomenon has on African diploma holders. Those who have obtained such diplomas abroad are even less motivated to return. It is estimated that, between 1984 and 1987, 30,000 African graduates left their countries and work mostly in the industrially developed world.

These findings were confirmed by the experts from all parts of the continent who attended two important meetings organised by UNESCO's Regional Office in Dakar (BREDA) one in May 1987 on amelioration and renovation of higher education in Africa which set up a special programme for higher education in this continent and the second (2a February 1st March 1991) a consultation on trends and issues on higher education in Africa, as a part of the global reflection we mentioned before.

As in the Armidale Conference (Asia and Pacific) it was noted that many universities in Africa are not linked closely enough to their environment and only a few of them could be considered as really African institutions.

The presence of women in higher education institutions is weak. Once again the problems linked to their facilities, their services and the quality of instruction were raised. The lack of links with the world of work carries on, without solution, in 1991. There are notable achievements in developing interuniversity co-operation along the line North-South axis, but co-operation among institutions in the region remains weak. The capacity of research is limited and funds are scarce. Accordingly, the participants proposed a series of measures for correcting these disfunctions and, in particular, the need of better co-operation among institutions in the region South/South co-operation was stressed.

One particular question should be raised now with regard to higher education in Africa. It concerns South Africa, where universities have been practically isolated for decades from contacts with the outside world. At this moment, serious attempts seem to be made for remedying inequities in the access to higher education and for bringing about radical transformations in university education. The construction of a post-apartheid society will require serious efforts of collaboration from the international academic community. It is not easy to construct positive attitudes in places where during many decades discriminatory practices have taken place. The South African government seems to adopt a single administration for the

educational system and that is considered one of the conditions for changing the actual system in which subsist several kinds of universities representing deep social, political and religious differences even among the white society.

According to Michael Graham-Joly, from the University of Natal, in South Africa, "white" universities comprise four English medium universities, five Afrikaan medium universities and one dual medium university. The English universities have admitted small numbers of black, Indian and Coloured students which has not been done by Afrikaan universities. Black people in general go to special units, as satellite campus, or to complete black universities. 29.2 white students in every 1000 of the white population gain access to university, while only 2.2 African students per 1000 of the African population enjoy the same privilege.

The University of the Western Cape, since 1982, took the initiative of opening racial barriers and is being seen as a model for post-apartheid university. This gives reason for optimism but the challenge remains a great one.

V LATIN AMERICA AND THE CARIBBEAN

Latin America and the Caribbean countries constitute one of the regions in which studies on higher education are more developed. Publications, journals and bulletins of international organizations like CRESALC, GULERPE, UDUAL, OUI, FLACSO, CSUCA or of national organizations like ICFES in Colombia or CRUB in Brazil reveal the importance attached to higher education in this regions. However, even if the development of higher education in this region is in general much more advanced than in Africa, the diagnosis made by experts has many common points with the African situation. According to a document published in 1984 by CRESALC -the Regional Centre for Higher Education in Latin America and the Caribbean" In the sphere of higher education in the region, a current of generalized opinion has developed in recent years which maintains that the universities of the Latin American and Caribbean countries do not respond to the region's demands and needs. According to these diagnoses, the training provided by the universities is to a high degree out of step as regards the complex reality of the countries in the area and has made little contribution to the search for valid and lasting solutions to tackle the serious problems affecting these societies: poor cultural integration, growing economic deterioration, increasing technological dependency, permanent social and political conflicts, to mention only a few of them". (CRESALC, 1984).

On the basis of replies to a questionnaire in preparation of the 41st International Conference on Education (Geneva, January 1989) which dealt with post-secondary education, Pinkasz (1989) singled out the following salient features of higher education in the Region :

.In all those countries, one of the major trends during this period was an increase in the social demand of

post-secondary education. This tendency concerns in particular the open systems (distance learning) and the non-traditional methods. The participation of women increased from 40 % in 1978 to 49 % in 1986.

. The economic crisis provoked a reduction in public expenditures in the region and, as a consequence, less funds were provided for education. It also provoked a decrease in employment of graduates, under-employment and unemployment figures of graduates having grown considerably.

. Many students work during study periods and follow evening courses

. There is a great reaction against the early specialization of studies (Pinkasz, 1989).

The participants in a seminar organized by the World Bank in Brasilia in 1988, stated that this region "is confronted with the paradox of an excessive number of university graduates for available jobs and the lack of an adequately trained work force. As a result of rapid expansion, higher education absorbs about 23 percent of total public spending in education, approximately double the percentage of 20 years ago. Public resources for higher education cannot keep pace with the dramatic increase in the number of students. The result is deteriorating quality in public universities and frustration among graduates who cannot easily find a job according to their expectations". (World Bank, 1988) .

However for this particular subjects it is interesting to note that; in this region, the drop in quality as observed by Ms Carmen Garcia Guadilla, does not affect in general the whole system but mainly the institutions to which new social sectors have access (those which did not have access to this level of education until now).

In an analysis of the recent transformation in Latin American institutions, a Chilean expert, Dr Jose Joaquin Brunner, after examining the effects of the massification of the system, the difficult relations with governments and the influence of external models (Spanish, Napoleonic, and now the North-American) refers to the most important elements of the ongoing transformation in higher education in this region: explosion of the system through amplification of institutional basis, massification of enrolments, increase of the number of professors This explosion come with a series of transformations as the passage from elitist training to the mass culture, with changes in the world market and in social stratification. The diversification was adopted and privatization stimulated. A situation of crisis is visible at several levels and the complexity became greater. There are in the region more than 6 million students enrolled in more than 2.500 tertiary institutions with more than 500,000 professors, with more than half million persons receiving a diploma each year. Mr Brunner recalls, and recent examples in Brazil, Colombia, Chile and

Mexico show that permanent evaluation will play an important role in the functioning of institutions and in their relation with the government and society.

Mexico is an interesting case. The total number of registered students, including those attending teacher training institutions, jumped from 271,275 in 1970 to 1,256,942 in 1989. Mexican authorities and university organisations (example: ANUIES, National Association of Universities and Institutes of Higher Education) consider that "evaluation in institutions will create solid bases for the general planning process and the internal programmes for the reorganization of institutions".

This reorganization, in Mexico, like in other countries of the region, aims at giving higher education institutions the necessary instruments to modernize societies, a condition considered essential for the survival of the region in a world in which the industrialized countries, more powerful, concentrate their efforts and act together, supporting their common interests.

The modernization of the universities cannot be dissociated from the analysis of society as a whole. We do not intend to go ; further in this discussion now. That is supposed to be done by the experts CRESALC invited to attend the symposium on "New Roles of Higher Education at World Level: the Case of Latin America and the Caribbean" Future and Prospects" (Caracas, 2nd and 3rd May 1991) .

However, some points raised by several authors, like Darcy Ribeiro, should not be forgotten. In his now classical "La Universidade Necesaria" Professor Ribeiro recalls that the modernization should not be synonym to transformation of the universities into an instrument for keeping dependent Latin-American societies. *

There is no technical difficulty, says Professor Ribeiro, for training all kinds and numbers of necessary or requested scientists and technicians in Latin-American universities, since society renews itself structurally, asks for them and is able to give them a function (Ribeiro, 1982).

We could add that it is extremely positive to note in many parts of the region that a serious effort is being made in view of allowing all social actors: public powers, institutions of higher education and their associations, teachers, students, representatives of society to reach an appropriate consensus, which will produce the advancement of the idea of modernization linked to the permanent values which represent the identity of each people, of each country.

VI ARAB STATES

As for other parts of the world, a reflection on prospects and issues facing Arab higher education was organized by the

UNESCO's Regional Office for Education in Amman. Analytic documents were prepared, but a meeting of experts, convened for the end of January 1991 was cancelled because of the Gulf War. However a synthesis of the analysis made during the preparation of the meeting was elaborated by Dr Abdalla Bibtana, higher education specialist in Amman and is being distributed to the participants of this consultation.

Here, once again, the diagnosis shows :

1. The massification is presented as having affected the quality of higher education

2. There are problems for facing the needs of the work market

3. Innovations are limited, the system keeping traditional methods of teaching and the content of courses is considered as "often irrelevant to Arab societies"

4. The brain drain is an important phenomenon in the region

5. The biggest proportion of students are channelled to literacy studies and the humanities.

Looking to prospects, Dr Bibtana foresees that "Arab States will undertake serious attempts, during the next decade, to coordinate their scientific and technological policies". However, difficulties will persist and solutions should be found: excess of people trained in humanities and social sciences; imbalance among countries and among urban and rural areas, the last one being disadvantaged.

The linking with the productive sector should constitute a priority. International co-operation is seen as a way to assure the integration of Arab institutions and coordination of their efforts.

VII EUROPE

What are the more important trends and issues in higher education in Europe at the moment? Several studies and meetings were dedicated to this subject during the last two years. Europe is a privileged region in this field as in others. Many international organisations have their headquarters in Europe and frequently experts tend to mix European problems with the world problems.

In the field of higher education, the tradition of universities in the region and the existence of strong research specialized teams make the knowledge of trends and the revision of strategies a permanent reality. As a confirmation of this statement, "Higher Education in the European Community, the Challenge of 1992" was the subject of a conference organized by the Commission of the European Communities and the Italian Ministry of the University and of Scientific and Technological

Research in co-operation with the European Parliament, held at the University of Siena from 5 to 7 November 1990.

The working document of this meeting, as others elaborated recently calls the attention to the change expectations in Europe in 1992 and to the recent rapid political transformations in Central and Eastern Europe both factors influencing directly the situation of higher education. The completion of single market for example calls for personnel to be competent also in languages more than in the past and enormous efforts start to be made for improving capacities in this domain, as in establishing stronger links among individual systems in the region.

The need for higher education to modify teaching methods is also stressed. Now, more than ever, the delivery of courses needs to be more flexible and students are supposed to become more active and self-learners. The need of collaboration among systems which are very different in nature is always stressed and programmes of co-operation promoted by the universities themselves and by international organisations (like Erasmus, Commett, Lingua, Copernicus, Tempus etc) are being multiplied and reinforced. It seems clear that in this prospect, the application of the Convention on the recognition of studies and diplomas in the states belonging to the European region signed under the aegis , of UNESCO in 1979 and ratified now by almost all the states can # play an important role.

The need for increasing funds for higher education exists also in Europe, but as the Siena meeting's working document stresses :

"In contrast to the USA, higher education in the Community depends to a very large extent on public funds for its support. There are relatively few private institutions, and income from student fees is non-existent, or negligible in the majority of Member States. While institutions have been encouraged to seek other financial support, for research, from sale of services etc. income under these heads, which does not originate from a public-fund source, remains minimal. This characteristic is shared by higher education systems in most Member States within the Community" (University of Siena, 1990).

Facing this situation in Europe, Unesco considers that an important aim of the Organization in this region remains the promotion of interuniversity co-operation along with the East-West axis. This is the main function which the UNESCO Centre for Higher Education in Bucharest (CEPES) is called upon to perform. In this effort, UNESCO cooperates closely with the intergovernmental organisations, such as the Council of Europe, the EEC, OECD, as well as with the NGO's of higher education, like CRE (Standing Conference of Rectors, Presidents and Vice-Chancellors of the European Universities).

The universities in Eastern and Central Europe played an important role in bringing about change in that part of the world. Their role in ensuring the progress of democracy as well

as sound economic and social development can be strongly enhanced through regional co-operation.

The second concern of UNESCO is related to the universal character of the Organization which cannot justify the concentration of actions in the richer parts of the world, but calls for efforts to promote interregional co-operation, including the North-South axis. This explains the support for projects like COLUMBUS, a network among Latin-American and European universities, and the emphasis on interregional co-operation in the newly launched project UNITWIN which will be described later.

VIII UNESCO'S PROGRAMME

VIII.1 Regional Programmes

Most of UNESCO's present programme already has direct links with higher education institutions or systems. However UNESCO has no pretention to consider that it can cover all issues, linked to higher education and of course is aware of the fact that alone nothing can be done. UNESCO tries, with consultations like this one, to identify priorities and jointly define modalities of action for collaborating to the amelioration of institutions and systems.

UNESCO's action concentrates on promoting regional and interregional co-operation in higher education, through its own regional centres and offices and by helping to launch various networks or consortium-type arrangements which are carried out under the responsibility of participating institutions or of higher education non-governmental organisations. A separate set of activities concern specialized training and support for self-sustained development in science, engineering and technology. (Mr Chitoran, 1990).

In Africa, a Regional Advisory Committee on Higher Education in Africa was established in 1987. In the field of science, the Regional Office for Science and Technology in Africa (ROSTA) launched a co-operative network (ANSTI African Network of Scientific and Technological Institutions) with the task of promoting training and research in the participating institutions. Some 20 sub-networks have been created within ANSTI, linking scholars in selected subjects. Staff training (through fellowships, seminars and workshops) as well as joint research projects and the publication of the African Journal of Science and Technology, with two series, one for engineering and one for basic sciences, are its main achievements. In addition to UNESCO funds, it is supported by UNDP and a number of international aid agencies and foundations.

A special programme for the countries of the Africa Region entitled "Priority : Africa" was adopted at the last (25th) session of the UNESCO General Conference held in Paris during October-November 1989. It includes a Special Programme for the

Improvement of Higher Education in Africa, which is currently under consideration by UNDP. The Special Programme is being designed as a set of activities organized either in the form of projects or in the form of a sequential series, and implemented under a regional co-operation mechanism. By bringing modulated support to national, sub-regional and regional efforts, it seeks to encourage the pooling and joint utilization of the skills and capacities of the African institutions of higher education.

In Latin America and the Caribbean, UNESCO's action focuses on institutional development, technical assistance and the exchange of information. Support to networks like UNAMAZ (Association of Amazonian Universities), and the COLUMBUS Project (links between European and Latino-American Universities) is part of this strategy. CRESALC, the Regional Office for Higher Education in the Region, located in Caracas, is the key point of articulation of UNESCO's action in the Region.

In Asia and the Pacific with the support of UNDP, UNESCO launched a co-operative project network linking 68 universities in 18 countries, including the Pacific areas. Since its inception in 1983, three consortia have been founded, dealing with innovation in higher education (including staff development and distance learning); policy, planning and management of higher education; and special research studies on higher education. An output of this co-operative project was the setting up of the Asian Association of Open Universities (AAOU) and the Regional Research Centre in Distance Education. During the period from 1983 to 1989, the programme has been instrumental in providing training and orientation to more than 800 teachers and administrators of higher education.

VIII.2 UNITWIN

Late in 1989, UNESCO decided to launch an International Plan of Action for strengthening inter-university co-operation, with particular emphasis on support for higher education in developing countries. The key feature of this plan is the development of a spirit of solidarity, based on twinning and other linking arrangements among universities throughout the world. Hence, the acronym chosen for the programme: UNITWIN. More specifically, it is aimed at making full use of North-South inter-university co-operation to set in train a process leading to strong and durable links between higher education and scientific institutions along a South-South and East-West axes.

The main goals of UNITWIN are :

- to give fresh impetus to twinning and other linking arrangements between higher education institutions in the industrialized and developing countries ;
- to help establish subregional, regional, and inter-regional co-operation networks of higher education and research institutions ;

- to develop centres for specialized studies and advanced research, by agreement among institutions in the developing countries, and with international support. These centres, would bridge training and research needs across national frontiers. Such centres of excellence could be built through networks of twinned universities, with a system of UNESCO Chairs as their nucleus.

The programmes associated with the UNESCO Chairs must be international in nature and they will need to have at their disposal a number of fellowships from a Fellowship Bank which UNESCO will establish. These initiatives will be linked with two other ones: the short-term fellowship scheme already introduced with the International Council of Scientific Unions (ICSU), and the intensive advanced courses given in developing countries.

Another area of endeavour for UNITWIN concerns support to university and scientific libraries in the developing countries with books, periodicals and laboratory materials, and to develop self-sustainable capabilities in the production of books and teaching and learning materials in the developing countries.

UNITWIN, therefore, intends to respond to a need to make fuller use of the potential offered by inter-university co-operation and to further expand the international dimension of higher education. Moreover, UNITWIN seeks to give a clear direction to inter-university co-operation: supporting higher education in those regions and countries of the world where institutions are in great need of assistance.

In launching UNITWIN, UNESCO intends to act as a catalyst, to bring the idea of inter-university partnership to the forefront of public awareness and to attract widely-based funding. Assistance in its implementation will be sought from the universities themselves, from UN agencies, from intergovernmental and non-governmental organisations, from funding agencies and from the economic sector.

VIII.3 Academic Mobility and the Recognition of Studies. Diplomas and Degrees

Under UNESCO's aegis, six regional conventions on the recognition of studies and diplomas in higher education covering all regions of the world were adopted and now the Organization is preparing the draft of an international convention. The recognition of studies and diplomas is essential for assuring the international mobility of students, teachers and researchers, but in our times, a phenomenon merits better attention: the needs of refugees. Dr B.E. Harrel-Bond, Director of the Refugee Studies Programme at the University of Oxford, states that the twentieth century can be characterized as the century of the refugee. The number of forced migrants has now surpassed even the post-second world war crisis (1991).

In fact, Dr Harrel-Bond adds, the UN HIGH Commissioner for Refugees (UNHCR) put the figure at sixteen million, which is almost the equivalent of the population of a country like Australia. The events in Eastern Europe and the succession of crisis in developing countries show that the phenomenon can increase.

It is true that the most important problem for refugees is not the recognition of diplomas and studies, this can, undoubtedly be one of the elements in meeting the educational needs of these populations.

VIII.4 Teacher Education

During the period of 1992-1993, UNESCO will continue to support activities aimed at the improvement of systems and institutions of higher education and will develop activities stimulating the role of higher education in promoting education for all (experimental projects, research, teacher education).

UNESCO supports the action of institutions dealing with teacher education. In this field, several case-studies are under preparation with teacher training institutions (in Kenya, Gabon, Nigeria, Cape Verde, Comores and Guinea-Bissau) to evaluate the impact of the pre-service training of teachers in the classroom work. The confrontation between the pre-service training objectives, contents and activities and the effective classroom work which has to be done is likely to help improve the teacher training programmes.

The possibility of introduction into universities of "UNESCO Chairs" dealing with the whole concept of teacher education might build up a permanent framework for action in the field of teacher education. For 1992-1993, it is also foreseen to start a process of evaluation of these institutions and jointly with ILO, UNESCO will pursue efforts for a better application of the Recommendation on the condition of personnel of education at all levels. We should add that after the restructuration of UNESCO's Secretariat, in 1990, the programme concerning innovations, technologies applied to education and educational research was incorporated into the Division of Higher Education and Research.

IX COOPERATION WITH NGOS

These are the main elements of UNESCO's action for the development of international co-operation in higher education. In executing this action, the Organization co-operates with a wide range of inter-governmental and non-governmental organisations. From 1985 to 1990, 14 round tables on key issues on higher education matters were organized and served as input for concrete activities and for the elaboration of the Third Medium Term -Plan of UNESCO. In 1988, the first Collective Consultation of NGOs specialized in higher education, today composed of 21 members, took place.

The collaboration with NGOs is very diversified, particularly after the first Collective Consultation two years ago, to encourage it. A brief selective list of such co-operation activities will indicate the extent to which UNESCO does rely on NGO's for the implementation of its programme:

CRE : support to project COPERNICUS which stimulates co-operation between universities and industry on key environmental issues in Europe;

AUPELF : co-operation with all UNESCO's sectors and now launching an international campaign in favour of Lebanese universities

IAU : establishment in UNESCO's Headquarters of a joint Higher Education Information Centre with the task of establishing data bases (bibliographical, institutional) on higher education

IAEA : Round Table on Higher Education Evaluation and resulting publication

FISE : a Bibliography on Higher Education and the World of Work

MIEC/PRELUDE : Colloquia on International Co-operation in Higher Education and the Needs of Society

One special field of co-operation has been higher distance education. We already mentioned above the on-going co-operation in Asia and the Pacific, where UNESCO maintains close liaison with the International Council for Distance Education, the Commonwealth of Learning, the European Association of Distance Education, the UK Open Universities and with several open universities in all continents.

ICDE and the Open University are currently preparing manuals on distance education resources in Africa and Latin America. The National Institute for Media Education (NIME) in Tokyo is doing the same survey for Asia/Pacific region.

A training seminar for Latin American trainers took place at the end of the ICDE 15th World Conference, Caracas, November 1990.

Future action foreseen includes research on accreditation of distance courses and the reinforcement of networking amongst distance learning institutions.

The Arusha 1990 meeting in Tanzania, organized in the framework of the programme "Priority for Africa" sought to promote distance education in Africa.

Management in higher education is another domain in which co-operation is becoming more and more important. UNESCO tries, through its Ordinary Programme as through its Participation Programme, to reinforce on-going initiatives for training by NGOs. Here are some examples :

ACU : support to the Management Programme for Women Academics and Administrators including Support to the Training Workshop for University Women in Latin America and the Caribbean (Jamaica, 1991)

CRE/OECD : 1990 Leicester Seminar for newly appointed Vice Chancellors and Rectors (included East and Central Europeans)

CRE/COLUMBUS : a Network of more than 50 Universities for institutional Development in Europe and Latin American and Caribbean

AAU : 1990 Dakar and Harare Seminars; now a new seminar series on Institutional Management in Africa will begin in Accra in 1991 as part of the Priority Africa Programme. Other seminars are foreseen in Dakar and Cairo in 1992.

OUI : support over recent years to the Management Programme for universities in North and Latin America

UDUAL : Support to the 1990 Costa Rica Training Seminar for Central American Universities

IAU : Research to list on-going courses and their content in the area of higher education management and international co-operation strategies, to suggest modalities for good practice and reinforcement.

Data base on research and training (institutions, programmes) relative to peace, development and human rights in higher education.

UNESCO wishes to reinforce this co-operation. We believe that co-operative action partnership is the key to strengthening the links with the world academic community. The final goal, of course, is to improve the quality and relevance of higher education institutions and systems to allow them to fulfill their commitments towards society. We believe, as mentioned by the Director-General of UNESCO, Dr Federico Mayor, in Helsinki, in August 1990, that "Universities are much more than centres of higher education : they represent the most qualified watchtower at the national level to ensure that the knowledge and lessons learnt from the past will be applied for a better and freer future through the world".

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SECTION V

V. KEYNOTE PAPERS

National and Institutional Policy-Making and Reform

Public Policy-Making

Professor D. Ekong
Secretary General
Association of African
Universities

The invitation to this consultation stated that the focal point of the deliberation will be the social function of the university as distinct from its intellectual and its educational function. The sub-theme of Public Policy-Making might therefore be considered either from the aspect of the contribution which the university, as a resource for expertise in a community, can make to public policy-making generally or from the aspect of public policy on higher education in the light of the perceived social function of the university. My remarks will address the latter aspect.

Higher education is acknowledged throughout Africa as a vital element in the development process. This is valid firstly because of the role which African higher education institutions were expected to play and played in training the local personnel who took over public functions in government, commerce and industry, and social services, from expatriate staff following political independence in Africa. Secondly, and particularly so, it has been a significant contribution of African higher education that from a situation in their countries which at political independence, was derisively referred to in Europe and North America as a "thin layer of educated elite", there is now a substantial and increasing proportion of the African population able to participate in an informed manner in the affairs of their country. These needs, which may be described as basic needs, having been now largely met or in the process of being met, the current challenge, and that of the coming decades, to African higher education is that there are other more specialized or sophisticated services which the universities must be able to provide to society. These for the most part will require a reorientation in the institutions - reorientation in their structure, governance and management, financing, and programmes.

At what was probably one of the most significant gatherings of African university representatives in which they collectively defined their goals, objectives and functions as they perceived them in the 1970's, the African scholars who participated in the AAU Seminar on "Creating the African University" held in Accra,

Ghana, in 1972 conceded to their governments the right to determine the orientation and priorities of the universities. The report of the seminar states as follows :

"The general view was that whatever the position in the more developed countries, the university in Africa occupied too critical a position of importance to be left alone to determine its own priorities. The university is generally set up on the initiative, and at the expense of the government to meet certain objectives. The government, too, by virtue of its position of leadership in the task of planning and execution of economic and social programmes, seems the best placed to determine the priorities for the universities. The African university should, in normal circumstances, therefore, accept the hegemony of government. But the relationship should itself endeavour, through research and other means, to identify and anticipate national needs, and bring its influence to bear on government in setting goals and priorities".

This appears to be the prevailing position in the universities in the continent. Indeed in many African countries, notably the French-speaking countries, the university is an integral part of or a specialized unit within the Ministry of Education of the country. In some of the countries, the rectors hold the formal rank of director of higher education in the ministry of education while in some others, the position of the rector is junior to that of the director of higher education. Even in the English-speaking Commonwealth countries which inherited a relatively more autonomous university system, the response to recent concerns with greater accountability of public institutions has been to increase the bureaucratic control of the universities from the government. However, experience elsewhere seems to indicate that greater institutional autonomy and initiative are essential not only for the efficient performance of universities in their research and teaching functions, but also for more effective and efficient response to the challenges of the changing social functions of higher education. Findings of research on higher education and experience elsewhere further seem to suggest that reorientation of higher education appears to be achieved more effectively through a system of incentives than through direct government bureaucratic direction. The political changes that have marked the beginning of the last decade before the 21st century are having an impact also in Africa. As popular demand grows for increased pluralistic democracy in governance and development, issues of university autonomy and alternative approaches to university orientation and accountability will probably become more and more prominent in the higher education debate in Africa.

Quality has always been a primary concern in African higher education since its inception. Initially the approach to this was simply that of achieving equivalence with European qualifications. However, as the focus shifts to the relevance of higher education to changing African needs, universities and higher education policy makers in Africa will require to evolve

methods of quality assurance that are based on fundamental principles of quality in relation to African needs rather than on comparisons with programmes which are intended to serve other needs elsewhere.

As a result of the economic crisis confronting most African countries, African governments are under pressure to review their priorities in relation to social services. Higher education has been particularly adversely affected in the process. The result has been drastic cuts in funding and consequent widespread deterioration in facilities in most universities. To address the crisis, various policy and structural reforms need to be put in place and implemented both in terms of external public policies and in terms of the internal management of higher education institutions. In most countries it is the governments, usually under pressure or even teleguidance and supervision from external agencies, that are taking the initiatives and setting the pace of reforms. Some of the reforms being proposed seem to be based largely on purely economic and financial considerations, and do not take into account the social function of higher education, at least as perceived and experienced in Africa. African universities themselves need to become more proactive and to take the initiative to respond to the external economic environment, periodically re-appraise their missions, broad goals and objectives, and put in place an effective strategic planning process with a view to enhancing their capacity to adapt or respond to changing external conditions.

**"Higher Education in the Society of the 21st Century
Changes and Definitions in Institutional Policy"**

Professor Dr. B.R. Schlemper Jnr,
President,
Federal University of Santa
Catarina,
Brazil,
President,
Association of Latin American
Universities (UDUAL)

1. Higher Education and Ethical Development

It is not easy to speak at this point in time about the role that higher education will play in society in the next century. This is especially true if we consider education against the background of the profound changes through which we are living in the world today, whose direction and consequences are at the moment foreseeable.

It is worth recalling the words of the great French writer, Marguerite Yourcenar "the future is pregnant with happenings more numerous than could ever see the light of day. It is by no means impossible to hear some of them stirring within the womb of time. But only events will decide which are viable and which will reach 9 full term."

However, the human being is in control of events and therefore it is the ethical behaviour of mankind which will determine which ones will be viable. This line of reasoning indicates that the crucial question for education and society in the 21st Century is likely to be an ethical one, if humanity is to secure its survival on the basis of dignity and justice.

The world in future will be divided between those who do and those who do not possess knowledge. These who have up-to-date knowledge of genetics, robotics, biotechnology, physics, chemistry, food technology, etc..., will certainly have the opportunity to exercise power.

As for the developed world, it will be in a position to confront questions such as the production of human beings, since man is looking for a new mode of existence which will give sense not only to his life but also to education itself.

Here it is worth quoting the English philosopher Francis Bacon who said that all knowledge gives power to its possessors. On the other hand, in the face of the technical and scientific

revolution through which we are and will be living, we should, as never before, concern ourselves with this knowledge, as a consequence or the power which is placed in the faltering hands of human beings. This power is, however, only useful and productive of happiness when assumed with an elevated sense of ethical responsibility and with a sense both of its limitations and of the need to use it for the improvement of mankind rather than as a means of increasing the social, economic and technological differences that exist today.

Thus the ethical behaviour of man assumes additional importance, since, to reach a decision as to what to do with this new knowledge, is more important than to search for scientific and technological advances. In this way the distance that separates both peoples and individuals can be reduced, and the world made more egalitarian and just. This may be a goal that has not until now, been recognised for education in the next century, but it is certainly a challenge that must be overcome, since only the ethical application of new knowledge will produce results that are in the interest of humanity as a whole, rather than in the interest of a faction or of particular countries, since only such events should come to term and reach their full maturity.

At this turn of the century the world is becoming multipolar and no longer bipolar. It thus falls to the University to mediate the coming together of science and the arts in the search for a humanistic basis for a post-technological society. Or rather, it falls to the University to train citizens and future leaders to make an ethical critique of the uses and limits of the Science and Technology. What is more, it falls also to the University to shape the qualified man, enabling him to become the master of his fate, ethically responsible and committed both to himself and to the future of society. In the words of Luiz Garita, citizens formed by universities with these characteristics will be the "shapers of the future".

This cannot be the mission of a single University, nor of a single non-governmental organization. It is a task that faces us all.

2. The University : Challenges and Reform

To achieve the above objectives requires a strategy coordinated by the Rectors and Councils of Universities, in order to define the institutional policies with this goal in view. Although this requires an institutional strategy and policy, there are other directions that we should pursue at an interinstitutional level to gather our focus and consequently increase our strength in the certainty of attaining the success that we all seek.

Therefore, it is our belief that, providing the autonomy of the University is respected, we should promote collaboration between the different institutions, sharing resources of all sorts, and breaking with traditional and outdated ways of doing

things. In addition, we should not forget that the developments achieved in the fields of information technology and communication mark out a new era which demands both dynamism and competence.

This competence includes the recognition of available and potential resources, so that decisions can be taken with the speed that the new era requires, and actions lead to results for the majority of partners who are investing jointly in the process.

We cannot, therefore, allow projects for co-operation to be merely a matter of aid : they need to be bilateral ventures, in which the partners offer each other mutual assistance.

These considerations give added weight to the idea that the University should, without relinquishing its role in the encouragement of free thinking, creativity, and the pursuit of knowledge for its own sake, rethink its relationship with the State, so that it can participate fully in national and international projects of interest to all concerned.

In this sense, the University, given its cultural value for humanity, should be in the forefront of social, economic and political change that will favour the appearance of new values and parameters for the development and well being of mankind.

For this to be guaranteed in practice, the University must undertake a process of re-evaluation of its traditional roles of teaching, research and service to the community, and undertake also commitments to the State, to Society and to the productive sector.

The relationship with the executive and legislative powers of the state must be the fruit of continuous and permanent interaction so that the University may become not only a vital institution for political projects that are of value to society but also the mainspring of the involvement of the nation in the international arena.

In this essential relationship with the State, the University although needing to transform itself, cannot be diverted from its basic ideals : the free expression of ideas, academic freedom and autonomy which represent the essence of its existence. These characteristics need to be maintained and preserved in the University of the approaching century. In doing so, the University must become the meeting-point for open and unbiased debate that reflects the political and ideological currents of the day.

On the other hand, the political need of the State to exploit scientific and technological knowledge for the attainment of short term social and political goals demands immediate and objective answers from the University, which has different perspectives and different values.

We also find these problems in the relationship between the University and the productive sector, since society requires immediate solutions to the demands for a better quality of life and a better quality of higher education.

For this reason, the University, in its forward planning, needs to evaluate itself in such a manner that it reconciles its activities of basic research and academic curiosity with a strong dose of scientific and technical pragmatism, and in that way, maintains a fruitful dialogue with the State, the productive sector and society as a whole.

Unfortunately, without this necessary transformation, we cannot see any promising future for the University. That is why, if the State cannot recognise the future role of the University and if it cannot see the need for its very existence as a means of implementing change, neither the State, nor industry will see the need to invest in the University. Instead, they will create mechanisms that will give them the looked-for solutions and society will doubtless connive with them.

It follows from the argument above that the necessary strategies for the implementation of reform can be promoted at the level of the organisations of universities and institutions' such as the Union of Latin American Universities and the other bodies here represented.

3. Challenges and Strategies for the Non-Governmental University organisations (NGOs)

The NGOs must also undergo profound changes so that they can in the next century not only continue to survive but above all increase their activities in the interest and defence of universities.

The speed with which scientific and technological knowledge, and international co-operation, are growing, also demands a rapid change from the NGOs, otherwise these organisations will become obsolete and unnecessary to the universities and to Society in the next century.

In this sense, they should review their statutes or regulations in order to make them more flexible and less bureaucratic, more modern and dynamic and more appropriate to the future of mankind.

The NGOs must seek to work more closely together in order to reduce costs and become more effective.

The occasional ideological differences between their leaders can and must be overcome in the interest of greater integration within and between continents. The participation of their presidents and executive councils should be recognised because their accumulated experience as Rectors or ex-Rectors will be of great utility in the direction of the affairs of the NGOs.

The NGOs need to redirect their activities in order to ensure that their members' governments recognise the importance of the role of universities as an instrument of international co-operation.

It is necessary, therefore, that the NGOs put into effect on a large scale, particularly in developing countries, the creation of programmes to train those who will foster international co-operation, together with programmes for academic interchange in accordance with the UNITWIN programme promulgated at the twenty-fifth session of the General Assembly of UNESCO in 1989.

On the other hand, the extension and consolidation of an up-to-date system of communication and of an inter-university data base and the creation and implementation of a common market for university publications will give added impulse to a lasting and growing interchange in which both researchers and the result of their research will become accessible to the greatest number of universities and in so doing, offer a dynamic response to their commitments to society.

Certainly, if their activities are to develop on this wider scale, the NGOs must not only restructure their administration but also be capable of attracting more substantial resources from governmental, intergovernmental and non-governmental organisations.

This challenge demands action that is courageous and forward looking, from the leadership both of universities and of NGOs, promoting and supporting development in the interest of a society that is more just and more equal, and, in so doing, bring together mankind and a reborn humanism at the dawn of the 21st century.

Thank you for your kind attention.

Institutional Reform and Education

Professor Françoise Thys-Clement
Rector of the Université libre de
Bruxelles,
AUPELF

The institutional reform (August 1988 and January 1989) carried out by Belgium can be examined in the light of the theoretical precepts of budgetary federalism.

The fundamental debate in the literature on budgetary federalism turns around the question of fiscal co-operation or competition between decentralized entities. There are two opposing schools of thought, one called traditional and the other which is closer to the ideas expressed in the literature about Public Choice, and they lead to different political recommendations regarding the delegation of powers and taxation. Traditional literature thus emphasizes the possibility of an optimal structure for the decentralization of powers and the sharing of taxation by means of a system of redistribution between jurisdictions. The second school of thought, however, predicated on the benefits of competition, considers that each jurisdiction should have the power to raise its own revenue and that the sharing of revenue by some kind of transfer arrangements saps the foundations of the federalist principle.

The Belgian reform basically no longer has recourse to a system of "levelling out" and, to that extent, it is fair to say that it includes some of the recommendations of Public Choice. On the other hand, it remains close to some of the traditional recommendations, particularly that of retaining at central level the function of tax collector, at least as regards shared and joint taxes. One should not be taken in by this since the system finally does not fit into the philosophy of revenue sharing except as an arrangement to ensure solidarity.

University institutions are wondering what the consequences of this federal reorganization will be. Where education is concerned, the reform is a culminating point since the linguistic division of the Ministry of Education dates from 1 October 1969.

Until 1 January 1989, the powers of the Communities were restricted by seven important considerations : peace in the schools ; compulsory education; diplomas and degrees ; subsidies; staff salaries ; and standards regarding pupil numbers.

Now, only three powers remain at national level : the requirement of compulsory education ; the minimum conditions for the award of diplomas and degrees : and the teachers' pension scheme.

Hand in hand with the transfer of powers has gone a transfer of financial resources. The financing of educational expenditure is provided-for by granting the Communities a part of the VAT revenue. It is laid down that none of the Communities will have its resources abruptly cut since the adjustment will be made over a transition period of 10 years. A complicated system has been established based on totals close to those for 1987 (43.5 per cent for the French Community and 56.5 per cent for the Flemish community), with no account taken of the sums relating to foreign students and those owing before the transfer period, which will remain a national responsibility. These totals are added together and are indexed annually and corrected proportionately up to a total of 80 per cent, on the basis of the number of inhabitants under the age of 18 in the Community where the reduction is the smallest. Distribution is then carried out on the basis of 1987 pupil numbers, i. e. 42.45 per cent for the French Community and 57.55 per cent for the Flemish Community.

A corrective mechanism has been provided to adjust the totals calculated in that way to actual expenditure, the mechanism being transitional in nature. The correction will be fully applied for the first three years but will then be reduced annually by 12.5 per cent of its initial total. No correction will be applied as from 1999 and the year 2000 should see a final system of budgets proportional to needs which will have to be evaluated.

The financial consequences of this distribution of resources are obviously difficult to assess and several people have voiced the opinion that there will be a considerable reduction of funds for education.

Institutional Policy and Reform

Pierre Van Der Donckt,
Executive Director,
Inter-American
Organization for Higher
Education,
OUI

I will examine the topic of this session from the viewpoint of someone who administers an association of 330 universities from 23 countries of the Americas ; an association with a mandate to promote cooperation activities between university systems and establishments and which is, therefore, in daily contact with a large number of Latin American universities. Needless to recall the considerable diversity which characterizes each national system. Systems which include the very best and the worst. I would therefore ask you not to interpret too rigidly the opinions expressed in this text.

As UNESCO is seeking to understand the major challenges faced by higher education over the next ten years, I will place myself in an inter-American perspective and tell you what, in my opinion, constitute three of the main challenges confronting higher education.

First a word about the general context. It is well known that the economic crisis of the 80's severely affected university systems by forcing governments to stop investing in higher education. At the same time, universities had to absorb a large mass of young people, and this put enormous pressure on their structures, especially on those of state universities, while many private universities have been better able to control their development.

Moreover, major political transformations in several countries have called for changes in the models for managing academic activity and greater "democracy" in the exercise of planning and control functions.

In addition to management models, it is the entire organization of post-secondary education that is often challenged in order to ensure a more appropriate answer to the needs of society, within a more orderly framework.

In general, a very great dissatisfaction can be felt on the part of people and governments faced with the incapacity of universities to produce quality graduates and make a contribution towards resolving the acute problems faced by society. Nevertheless, the university is still perceived as an important actor in the pursuit of the objectives of modernization. It must therefore adjust to fulfill the role expected of it.

Hence the triple challenge : the institutional challenge, the challenge to the systems, the challenge of internationalization.

The institutional challenge

In summary, I would say that this is the challenge of rigour and realism. Rigour and realism in the evaluation of what is being done in the university, in the definition of objectives, in the recognition of the responsibilities of the major players in teaching and research activities. How can we talk so much about quality and excellence while, at the same time, exhibiting so much complacency ; while, at the same time, accepting that teaching and research management be submitted to criteria contrary to the accepted standards of academic behaviour. Rigour and realism in the definition of what a university should do and of the type of relations which it can usefully establish with the rest of society.

The university is not an amusement park or an industry and even less a business. It is a place of training and reflection with its own demands.

The challenge consists in affirming these demands while at the same time recognizing that available resources will never be sufficient to satisfy them. This requires very strong leadership and it should be acknowledged that, under the present circumstances, such a leadership is difficult to exercise.

The challenge to the systems

The university should jealously preserve perfect autonomy of decision and control. But the university constitutes part of an ensemble which forms a system. A system implies coordination and synergy. In this respect, the degree of coordination between the units of the system is still not strong enough and the system itself is underproductive. The role of each unit within the system is not sufficiently clear and accepted. However, despite this, autonomy and complementarity go hand in hand nationwide.

Higher education systems do not function in a void. Government has a responsibility to intervene to establish the principal national goals proposed to the systems as well as the levels of material, human and financial resources necessary to achieve them.

This essential dialogue has been broken off by conflicts, radical political changes, in brief, by all those circumstances which are contrary to a sustained, stable and concerted action. Several systems still suffer from these circumstances and remain disrupted. Others, on the contrary, have realigned themselves towards common objectives within the framework of processes which are at times painful but productive. The challenge of coordination is the challenge of consensus. Without consensus systems remain fragile.

The challenge of internationalization

We are presently witnessing, in America, a general movement aimed at reducing the obstacles to the free circulation of goods and services. Some people, and I am one of them, believe that this movement should be extended to the academic sector.

What Europe has achieved in this respect through programmes such as ERAS W S. ESPRIT, SPRINT, etc. can be reproduced in America.

With this intention, but with very limited resources, the IOHE has recently established several programmes. To breach the glowing gaps between the systems of the most privileged nations and those less privileged is an immense challenge which must be accepted if we do not wish to exacerbate the tensions between nations.

One thing is sure : although, during recent years, they have been weakened by political and economic crises, Latin American universities can count on competent and dynamic people, and I am thinking in particular of the generation of young professors and, young researchers anxious to have access to the major currents of scientific development.

UNESCO, through CRESALC (Centro Regional de Enseñanza Superior para América Latina y el Caribe), can play a decisive role to bring together those organizations that work in the region in order to propose to them common positions and the means to combine their resources. And these common efforts can promote a more active participation of this generation in the resolution of the issues which, when all is said and done, affect us all.

Public Policy-making

Professor Graeme Davies
Vice-Chancellor,
University of Liverpool
and
Association of
Commonwealth
Universities

Widespread availability of access to higher education can provide an opportunity for both developed and developing countries to enhance their resource bases. However, for maximum impact it is important that initiatives should be led by senior and experienced educationalists with the full support of governments. The nature of that support is critical. It must embrace not only public policy commitment but also a commitment to the provision of relevant, directed resources. The aim must be to build an educational base that is pertinent to needs and which has significant permanency.

In the first instance substantial progress can be made by drawing on general experiences in the world of higher education and, thereby, identifying examples of good practice which have a high degree of transferability. This can be achieved by bringing together the heads of universities and like institutions and their government counterparts from a range of countries. In most cases the process of review will be most effective if the interacting groups are determined selectively with a high level of common cause: this will normally require careful matching of institutional and national profiles. In particular, it will normally be necessary to ensure that the aims and accessible resources match within a longer-term view.

I will attempt to present briefly the experience of the Association of Commonwealth Universities in creating opportunities for inter-university co-operation, by illustrating its favoured methods of operation and the structures that it has set up for that purpose.

The Association of Commonwealth Universities is a practical expression of the wish for co-operation on the part of university institutions throughout the British Commonwealth. It provides an administrative link between the member universities, and centrally administered services for them.

The aim of the Association is to promote in various practical ways contact and co-operation between its member institutions:

- by encouraging and supporting the movement of academic and

administrative staff and students from one country of the Commonwealth to another ;

- by providing information about universities :
- by organising meetings of various kinds.

Founded in 1913, it now has members in 30 countries :

Australia	28	Mauritius	1
Bangladesh	6	New Zealand	7
Botswana	1	Nigeria	26
Britain	49	Pakistan	6
Brunei	1	Papua New Guinea	2
Canada	44	Sierra Leone	1
Ghana	3	Singapore	2
Guyana	1	South Pacific	1
Hong Kong	3	Sri Lanka	10
India	119	Swaziland	1
Kenya	4	Tanzania	2
Lesotho	1	Uganda	1
Malawi	1	West Indies	1
Malaysia	7	Zambia	2
Malta	1	Zimbabwe	1

The ACU Council meets twice annually. Its last meetings were in Canada (1988) and Swaziland (1990). It will meet in New Zealand in 1992.

Its meetings of Executive Heads, held on a biennial basis, were in Malaysia (1987), Australia (1989), India (1991). The next will be held in 1993 in Britain.

Quadrennial congresses involve not only executive heads of institutions but also senior administrative officers and lay staff.

A sample of the consultative topics covered at the 1991 Delhi meeting is as follows :

Plenary Session

Issues in and development of higher education in India
Are new policies succeeding ?

Consultative Sessions

1. Is higher education in developing countries a luxury or an essential means for their development ?

2. Are opportunities for mass higher education and excellence compatible ?

3. What organisational forms and structures are best suited to encourage innovation and change without compromising on accountability and standards ?

4. Why should universities be autonomous and can they remain so within new government strategies for funding and for the development of higher education and research ?

5. The role of distance education in achieving mass higher education at affordable cost without erosion of standards.

Other supporting functions of the ACU are :

Publications
Senior Academic Staff Travelling Fellowships
Senior Administrative Staff Travelling Fellowships
Academic Appointments Scheme
Development Fellowships
ACU Womens Programme

Programmes administered on behalf of other Commonwealth organisations:

Commonwealth Scholarships and Fellowships
Overseas Development Administration Shared Scholarships
Third World Academic Exchange Programme
Medical Electives Bursaries

SUMMARY OF DISCUSSIONS

After the presentation of the keynote papers, two workshops were convened to discuss associated issues. While these frequently alluded to the ideas expressed in the plenary session, the following remarks refer specifically to the group debates.

Although the questions of national and institutional policymaking and reform were considered vital, some participants showed their interest in other crucial issues, such as: the cultural contribution of universities to society, the issue of excellence in all its aspects and relationships (equity of access, quality of teaching and research, etc.), the shifting of priorities between basic and higher education, the problem of the university in a changing world on the eve of the 21st century.

Mention was made of the important role universities should play in the preservation of cultures and languages, in particular in multi-ethnic societies, as well as in making culture available to society as a whole. Also, the need for a wider perception of the concepts of excellence and maintenance of high academic standards with regard to the growing demand for access to higher education, both in industrialized and developing countries, was mentioned.

Increased attention should be given to the issues of university autonomy which was described a "continuous battle" against the pressures from various outside forces. It was also observed that the very nature of university autonomy changes due to modern political scientific and technological developments and that more attention should be given by higher education in the coming 21st century to the dissemination of scientific culture and thought.

A discussion took place on planning in higher education, and resource allocation to different levels of education according to national priorities. The majority of speakers on this last point were convinced that higher education should not be neglected even when basic education becomes a priority for the state.

Due attention was given to the Research function of the university and it was noted that, at the present time, the university was in a state of change and that its orientations are not being defined by academic community but rather by decisions makers who seek to create centres of excellence thereby excluding certain institutions. Research seems threatened because it is often contractual. The question of decision-making is thus raised. For example, in Latin America it was stated that the professoriat was not involved in this process and, as a result, there is ongoing conflict as national decision-makers prefer to create parallel institutions of higher education. Various actors

involved were mentioned : national authorities, the academic community and other levels of staff, as well as the clients of higher education. In addition, other entities such as research networks merited consideration.

Funding is a major factor related to decisions including the establishment of centres of excellence. It was felt, moreover, that in Latin America the tendency towards disinvestment had been a choice rather than a necessity. Suggestions were forthcoming as to possible solutions for the funding problems :

- i. the state could fund the special missions that it assigns to university ;
- ii. the university could sell its services ;
- iii. the university could receive funding incentives from the state which would permit the further development of basic research.

At the close of the debate, it was pointed out that there is significant interest in the Arts and Humanities (e.g. more enrolments in the French DEA degree, rather than in the DESS) ; this is balanced by an awareness of the importance of the basic sciences in terms of modern technology.

The discussion on the African universities was opened by listing the problems commoner cited, namely the excessively high unit costs and the low return on investments. It was stressed that African universities should undertake research related to development - for example, on subjects such as literacy techniques. Moreover, a critical mass could be built up by participating in inter-university collaboration so as to create centres of excellence.

Problems exist elsewhere, and it was felt that the concept of the European university should be tempered by other systems of teaching and learning which were being used in other countries. In terms of adapting training to needs, it was thought that the free choice of one's initial studies could then be complemented by some type of more specialized training.

It was noted. that African academics are well aware of current problems and the next step was perhaps to decide what type of development was really wanted for a society and how the university could contribute to this process.

Finally, there were pleas for a global and multi-cultural approach to the university as this could be achieved through interdisciplinary methods.

The Content of Either Education :
Teaching training and research

Teaching and Training

Dr Muhammad Doghaim
Secretary General,
Association of Arab
Universities

The purpose of this presentation is to emphasize the importance of Training of the Academic Staff in Universities and Institutes of Higher Education to enable them to carry out their duties in a better way. It is needless to say that the role of universities has been internationally accepted as serving three aims : teaching, research and serving the community (society) in the wider sense. The role of the teaching staff, in order to achieve those aims, has been developed to undertake these assignments which have been developed and widened as time goes by.

Until recently it was taken for granted that a member of the university academic staff was qualified to teach at a university level once he, or she, got his postgraduate degree namely a Ph.D in his field of specialization. Such a degree was considered the "qualification" or the best "permit" that one needed to join the academic staff as a lecturer regardless to being acquainted with any form of teaching methods or techniques. On the other hand, their colleagues who joined the teaching staff at a lower academic institute such as secondary schools, or even primary schools were required to get formal courses and training related to teaching methods and techniques during their undergraduate programme or afterwards. University academic staff have been evaluated and promoted on the basis of their research and publications. Teaching, whether successful or otherwise, was rarely considered for promotion. Such an attitude has been changed, and teaching has been evaluated on its own merit as part of other basic requirements for promotion of the university academic staff.

Hence, the lack of receiving any formal training in teaching methods and techniques made it necessary to think of introducing programmes to deal with this problem, i.e. the teaching orientation and development of the Academic Staff which have been discussed on many occasions and in many parts of the world. In this aspect development provisions vary from country to country and from institution to institution. Some countries have developed comprehensive, formal systems at a national level (egg. the USSR), others leave the matter to the separate higher institutions (edgy as in the British Commonwealth). Within

institutions, provisions also vary ; some focus their attention almost exclusively on academic aspects, others emphasize teaching. Some universities include staff development programmes on administrative skills while others incorporate aspects to community service. To many, research has also major emphasis.

Some Arab countries, e.g. Egypt, Iraq and Syria have adopted programmes in this direction while others have not yet tackled this problem.

It is probably advisable to postpone the "orientation" of the university teaching staff until they obtain their postgraduate degrees and are selected for teaching. Some of the distinguished postgraduates are to join industry or other options in the "Market" and need not be trained for teaching. Those who join the academic staff should be admitted to courses and training to enable them to become qualified lecturers capable of conveying the excellent "knowledge" they have acquired in their field.

A second phase of training may be in the form of continuing education to acquaint them with modern techniques such as computers and other means of communication which may be used by them in teaching and research methods.

A third aspect for improving the performance of teaching staff is by giving them the chance to spend sabbatical years in outstanding universities to follow up the latest information concerning their field of specialization and publications related to it.

To overcome the sensitivity of some senior academic staff who may resent being introduced to new methods of teaching, one would think of setting up seminars for senior academic staff to develop their skills by exchanging views and experiences with other colleagues from different universities.

Some of these suggestions may well materialize at universities of developing countries through "UNITWIN", a project adopted and sponsored by UNESCO.

As for the Arab countries, the Association of Arab Universities in collaboration with ALECSO is studying the possibility of establishing "The Arab Council for Higher Studies and Research". Two of the objectives of this Council will be :

- a) providing academic departments with better equipment to improve their academic performance so that graduate students from Arab countries can pursue their postgraduate studies.
- b) sponsoring a programme to help some members of staff to spend their sabbatical years (leaves) in other Arab Universities where certain distinguished departments are available.

Funds for such programmes may be an obstacle in regard to limited sources available to poor universities. Therefore, regional and international organizations are invited to sponsor some of these projects which would be organized on national or regional levels.

**Education and Training Tomorrow:
Higher Education seen from the Point of View of the Company**

Dr Jean-Emmanuel Combes
Human Resources
Partner,
BEFEC, Price Waterhouse
France

The role of higher education and its relation to industry and commerce as perceived by the company is to train people today who will be able to satisfy the needs of the company tomorrow.

What are the elements which should be taken into account ?

The company environment is changing in a very significant way :

- the technological evolution is permanent and is now more than ever a key factor in the competition between companies (innovation, improvement of production methods),

- the world-wide expansion of markets is quite obvious: the distinction between national and international markets and companies is gradually fading away. The international dimension is to be found everywhere : it is no longer a field apart.

The consequences of this evolution are now clearly established :

- technical knowledge that students acquire during initial training is becoming more and more rapidly obsolete which tends to undermine the efforts made in this direction,
- there is now a high degree of sensitivity towards the international economic context.

Companies are increasingly exposed to the effects of the world-wide economic context from which they are no longer shielded by traditional frontiers.

What kind of "company man" should higher education be preparing ?

The "company man" should be able to prove that he has the following capacities:

- he should be able to take into account the effects of changes in the international context (knowledge of and sensitivity to the world at large which are just as important as

technical know-how) ;

- he should be able to develop a realistic strategy in relation to existing resources;
- he should be able to negotiate, in changing and/or new environments, with each type of business partner whether social or economic, private or nationalized;
- he should be able to deal in terms of human resources with changes (new international horizons, new techniques, mergers...).

In order to do this the "company man" should be able to prove:

- the ability to face up to changes:
 - he should have a well-trained mind rather than a head crammed with information;
 - he should be a real actor, flexible and adaptable, who has been trained to learn by himself and who is capable of efficiently dealing with the international context (he should be able to adapt to changes in location and to different mentalities...);
 - he should have a taste for action and initiative even if he does not always manage to bring together all the conditions needed for success;
 - he should possess a basic sense of human relations along with a strong desire to develop this sense,
- that he has experience within a company environment:
 - this would allow him to refer to specific professional experiences even when occupying a first position within the company, in order to act "authentically".

What then should be the aims of higher education ?
What are the main guidelines to be respected ?

- the temptation to increase the workload of students should be avoided; efforts should be made to give less technical subject matter which is becoming more and more rapidly obsolete;

- more room should be given to subjects which develop the intellect:

- would it not be better to give preference to teaching subjects which help develop the intellectual capacity of students which would allow them to deal judiciously with imperfect situations ?
- would it not be better to make room for courses

directed at giving a better understanding of the world today (history, politics, economic blocks, the comprehension of economic debate...) ? This would reinforce awareness and understanding of others, of cultural and geopolitical environments and the ethical and philosophical extensions of management.

- students should be trained to work everyday in an international context:

-would it not be better to make the teaching of foreign languages and cultures an essential part of higher education ?

- students should be trained in human relations: it would seem to be essential that our future executives acquire the necessary skills in the management of human resources...

How should undergraduates be trained ? The following conditions should be united in order to meet the expectations of both partners:

- universities should accept to select students with a high potential (judgement, intuition, common sense).

- subjects taught should be less specialized which would make it easier to create links between subjects taught and the mutual benefits which can be gained by cross reflection and which would give them a more forward-looking dimension,

- it appears essential to alternate periods of in-company experience with periods of study,

- should not the theoretical training of students be linked with their own personal experiences in the company environment (taking full advantage of the opportunity this gives for mixing different generations) by combining more and more frequently theoretical courses and periods of work experience within companies to strengthen their ability to put to use their knowledge in real situations ? This may include creating a system within business schools and universities of continual education allowing graduates to return to their school from time to time for refresher courses throughout their professional career and which would also allow non graduates to progress?

- above all a greater permeability must be created between business schools and companies:

- teacher training within the company (sabbatical year), projects managed within the company;

- refresher courses for company staff held by teaching institutions and the detachment of company executives on teaching missions in business schools.

These are the main conditions which are needed to ensure that higher education meets the requirements of industry and commerce and which will allow us to look forward to a promising future.

Basic scientific Research and Investment

Julia Marton-Lefevre,
Executive Secretary,
International Council
of Scientific Unions
(ICSU)

The International Council of Scientific Unions, ICSU, was created in 1931, as a result of the need felt by many scientists around the world - who were already convinced of the benefits of international scientific co-operation - to go further than contacts with colleagues from other countries working in their own discipline, and seek a worthwhile exchange with scientists from the other major disciplines in the "natural sciences". The sense of universality and community within the natural sciences has always been strong and has been a very significant factor in the development of interdisciplinarity and in the success of ICSU.

It is therefore only natural that among ICSU's long-standing concerns, one should find an unswerving support for research in the basic scientific disciplines, without which, clearly, there can be no meaningful applied nor interdisciplinary scientific endeavour.

It is true that scientists have for many decades felt it necessary to argue in favour of the importance of pure research, faced as they have often been with a tendency on the part of the general public, and therefore of the governments which represent them, to treat mere "curiosity" as an insufficient reason for providing support. Without going into details about the very availability of sufficient funds for the support of science, I wish simply to focus on the balance that needs to be struck, on the one hand between funding provided for basic scientific research and that allocated for the technological applications of scientific results, and on the other hand between the different sources - private or governmental - from which such funds are obtained. Another differentiation also needs to be mentioned - that between funding allocated, usually under some form of contract, for oriented, or directed research designed to meet certain indicated goals and produce rapid results, and that which is allocated in response to requests from individual scientists or research teams to enable them to follow up ideas which they themselves have generated and whose results may not be available as rapidly.

Whether we are talking of private or of national funds, in a number of countries there has been a visible temptation to move

away from support for basic, pure research, and an increased focus on the "directed" type of funding arrangement referred to above. This is often the case because of the importance attached to measurable benefits from research projects and to immediate accountability. We at ICSU feel that both types of research are important, but that it would be disastrous for a society's general, long-term scientific progress if support was limited to the directed type.

It is almost natural within the world of higher education and learning of the universities, that the scientists and researchers should be able to pursue their science with a careful blending of directed and free inquiry. Nurtured by such an environment, they also pass on the benefits of their research, not only to colleagues in the scientific community through their publications, but also to students.

In developed countries with strong, well-established scientific communities, there is a multiplicity of funding sources (government, research councils, universities, foundations, industry) which should, at first sight, make things easier for the scientists who seek resources for research which they themselves have chosen to pursue. Universities and other institutions of higher education can play a significant role in establishing a workable and mutually beneficial balance between funding sources which are available to support science. Unfortunately the situation is often radically different in developing countries. Thus, the role of international cooperation is particularly important in providing help to the scientific communities in these areas.

How, in today's and tomorrow's societies, can scientific research be allowed to progress with a degree of security regarding its funding, while at the same time guaranteeing the scientist's independence of action, which is the prime prerequisite for pure research ?

What should be the priorities as regards less developed countries ? Should all available resources be allocated to the technological application of scientific results, of more immediate prospective benefit to society, to the exclusion of any pure research ?

What proportion of pure research should be carried out in higher education institutions, and to what extent is university autonomy a guarantee for the independence of research project selection ?

How should the results of scientific research be evaluated? Is peer review the best or the only system ?

If it is true that social progress depends a great deal on a society's ability to support creativity in its midst, then it is clear that the basic sciences have a crucial role to play in

such creativity and progress. Thus, as the role of the universities within society is discussed and reshaped for the next century, it would be a misjudgement of perhaps irreparable and, at the very least of long-term consequences, if the support for pure as well as applied research in the basic sciences did not measure up to the very real expectations which can continue to be placed in the benefits which must accrue to society from such research.

On Hares and Constituencies

Professor Guy Neave,
Director of Research,
International
Association of
Universities

INTRODUCTION

In giving this short talk the title 'On Hares and Constituencies', I want to set myself two tasks: to start a few hares and to argue that higher education research cannot be treated as an overall single entity. What is researched or investigated is largely a function of the constituency which commissions such inquiry. The field is also cross hatched by disciplinary and geographical differences, sometimes of a quite extraordinary complex nature.

To give you one example, the type of institutional research carried out in the United States and Canada is very different from its counterpart in Western Europe. In the case of the former, it stands as a sub-field to institutional planning. In the case of the latter area, though it is gradually acquiring this function, it is still in its youths. And doubtless, as higher education systems in the Central and Eastern Europe as well as the West undertake more far-reaching structural adjustment to that combination of developments usually presented under the omnium gatherum of 'The Market', so it is very likely that the European version of Institutional Research will see its fortunes expand. As yet, it appears to float twixt Heaven and Earth, being neither fully integrated into institutional planning nor yet a self-standing sub field of the confederation that is higher education research.

ON REMITS AND DISCIPLINES

I have been called upon to give a sketch of the current situation of Higher Education research. Even for some of us who have been engaged these three years past in developing an Encyclopedia of Higher Education in four volumes, and writing our fifteen papers per years this is a redoubtable task. One can identify, depending on how you define fields and your degree of parsimony, some nineteen different disciplines that have - and

currently are still - contributing to the vast field that passes for Higher Education research. These range from Anthropology through Economics, History, Public Administration, Political Science, Law on to Science Studies, Social Psychology and as a late-comer, Women's Studies (Clark & Neave [forthcoming]). All these have focused on facets of our enterprise. And, as our anthropologist colleagues insist, each of them represents not only a very different perspective (Becher, 1990a, 1990b), but also a very different disciplinary culture, working through different paradigms with very different modes of production (short articles for Physics as opposed to books for History, for instance) and very different concepts of academic work. And, therefore, each has very different priorities as to what merits research in higher education.

SNAP JUDGEMENT

If I were to pass a snap judgement on what is happening to the field of Higher Education research, I would guess that what we are observing, and most particularly over the past five years or so, is a not only an expansion in the number of disciplines being injected into, or seeking to apply, test and verify their paradigms within the setting of higher education systems. It is also a fragmentation, for that self same reason, of what we understand by Higher Education research. Which fields joined and when will obviously be a matter of particular circumstance in individual countries, let alone regions. We add new disciplines or they come to us in function, largely, of the issues that individual systems face. Or, to put matters in a slightly different perspective, in keeping with how academia responds to what are perceived by society or its representatives - and these are not always the same thing - as central and crucial issues.

THREE STAGES OF DEVELOPMENT

At a high level of generalization, it is possible to detect three broad periods in the development of higher education research, periods that not only have determined the disciplines forming the 'cutting edge' in higher education research. They also reflect the predominance of a particular type of constituency. Let me also add that because certain disciplines may form the cutting edge at one moment, does not mean they are absent the next. On the contrary, they become part of the normal panoply of techniques and approaches embedded within the study of higher education.

- The first period

The first period runs from the start of the Sixties to around 1972. It was, as we all recall, a period of systems expansion on an unprecedented scale. It was also a period galvanized around the attainment of equality of educational opportunity and by its concomitant slogan 'the democratization of access' to higher education (Neave, 1978). It was above all,

a period when the Predominant economic paradigm was that of human capital formation. It follows from this that the 'cutting edge' disciplines were Economics, Sociology and also Psychology, those prime instruments of what may be represented as the 'planning sciences' or those closely associated with the detection of human ability and its tracking through secondary and on into higher education.

The prime issues were determined above all by the major commissioning constituencies which, in that heroic age of Commissions, royal, national or otherwise, were governments and international organisations. It is, I think, especially important to note in connection with higher education research that almost from the start, it is a domain with two outstanding features: first, in Western Europe - though not in North America, it is virtually a creation of public demand drawing upon academia. In that respect, Higher Education research from the start was conceived as 'policy related'. Second, its agenda was also policy driven and, from the standpoint of academia, largely externally determined. This answers the question about the role of Higher Education research in policy formation. Higher Education research in our first period did not exist as a self-standing field. It was created by governments and international organisations as a tool for refining policy and subsequently as we shall see, taken on and taken into, academia. And since such are its origins, it is usually held that higher education research ought to retain such a public purpose. In a field that is expanding beyond the original base disciplines connected with planning and quantitative development, this presumption of a unique mission cannot be sustained. Why it cannot be sustained, I shall make clear later.

- The second period

The second period in the development of Higher Education research, at least in Western Europe, emerged around the early to mid Seventies (Neave, 1991). It may be seen as coterminous with the shift in public concern away from equality to input and access, towards **output** and to what is termed in the trade as '**process**'. Once again, this shift in emphasis in Higher Education research follows a similar trend amongst public authorities. Concern with rising student unemployment, with flows into the labour market, with what was termed as the 'uncoupling thesis' in effect, the apparent drifting apart of higher education qualifications and thus of skills on the one hand and changes in the demands posed by the labour market on the other - had direct impact upon the research agenda and upon the contributing disciplines migrating into higher education. The entry of labour market Economics, of Management Studies, of Public Administration and to a certain extent, Political Science reflected a dual concern. This concern was clearly associated with systems efficiency conceived in terms of higher education's perceived shortcomings in meeting market driven skills - hence the concentration on labour market economics. It was also equally

concerned with the internal functioning of the higher education system, of the relationship between planning as against its realization, of policy-making as against systems response. Hence, one sees the advent of policy analysis as a way of examining the relationship between government, higher education and planning. And at another level, this thrust is also accompanied by attempts to analyze with greater precision, the relationship between the different layers of the higher education system and the functioning of its component units.

The outstanding feature of the second period of higher education research is then the emergence of systems output studies and inquiries into the conditions that affect output. Hence, the apparent paradox of the period that as attention focused, formally and from a policy perspective on student quality, skills and labour market insertion, so such attention drove the field back into what one American sociologist of organisations has termed 'Higher Education's private life' (Trow, 1976). Thus, attention focused to an increasing extent, on forms of authority, on ways in which decisions were taken inside individual establishments, on the effective role and responsibilities of the 'basic units' as opposed to the myth of what one thought they did - or ought to do (Clark, 1983). Such investigations, variously conducted within the framework of Management Studies, Public Administration, Organizational Sociology were concerned with the ways in which externally defined priorities - whether in terms of the type of skills output amongst graduating students or the creation of new forms of higher education, meshed - or did not mesh - with the values and internally evolved priorities of institutions. The development of 'Implementation Studies' represents the coalescence of this particular concern (Cerych & Sabatier, 1987).

What we see in the second period can of course, be interpreted as the quest for more nuanced solutions at a time when many of those set out in the previous period did not appear to work out. In this sense, the thrust of Higher Education research as a lever of policy is essentially diagnostic. Yet, in so far as it involved analyzing the process by which earlier policies were in effect carried out, such a thrust was also evaluatory. Higher education then took on a policy analysis dimension over and above its role as an instrument of policy development.

Now this latter development is highly significant since it involves a further dimension in the role of Higher Education research. It was a dimension defined, to be sure, with the benediction of the Prince and his servants. But it is also a dimension which, by the very fact of involving the 'inner life of higher education' as opposed to its public life, is to an increasing degree defined by higher education itself. This process which may be interpreted by some as separating higher education from the mission which hitherto had created it - that is, as a handmaiden to public policy - has other connotations.

There is; in the field of the Sociology of Science, a theory which seeks to explain the development of disciplines in their relationship to their sponsors or to commissioning agencies. It is called the 'Finalization Thesis' (Mendelsohn, Weingart & Whitley, 1977). In summary form, disciplines pass through three phases: the exploratory phase which involves borrowing from other fields. It is often termed the preparadigmatic or polyparadigmatic phase. The second is the phase of paradigm articulation. The third is known as the post-paradigmatic phase. The harnessing of a field to policy driven considerations is, the authors of this theory argue, most likely to occur during the first and during the third phases; effectively, before a disciplinary paradigm has developed and at a time when, subsequently, models have been tried and tested.

Clearly, the theory of Mendelsohn, Weingart and Whitley does not fit completely into a confederation of disciplines which, like higher education, is undergoing the transition from the first to the second stage. We are still remarkably eclectic in our models; historians take over paradigms from Public Administration, public administrators take over models from Urban Planning (Van Vught, 1990). What we can say is that as other disciplines which are not themselves policy related, penetrate into the field of Higher Education, so the domination of those policy related disciplines - Economics, Management, Public Administration to cite but the most obvious - is offset. And when those disciplines that are migrating into the area of Higher Education research themselves tend to be driven by their own internally defined paradigms - Anthropology is one, Women's Studies another, the literacy aspect is a third so the degree of internal paradigm definition in higher education is itself strengthened.

This same process, viewed from the standpoint of the policymaker, does not mean that he is entirely bereft of the type of inquiry that has aided him in the past. Nor does it mean that higher education: has entirely escaped from his leverage. What it does mean is that the policy-maker is forced increasingly to rely on the routinized disciplines - those which earlier I suggested were amongst the first to be harnessed in the study of higher education during the Sixties and less upon those which researchers - who by their very nature tend to be disciplinetrained even if they have devised their own personal transdisciplinary perspectives - perceive as forming the cutting edge.

- The third period

The third period, ushered in at the start of the Eighties, is again moulded by external events and, very specifically within the policy framework, by their impact on Higher Education research. Research priorities revolved around two inter-related developments: first, a radical redefinition in the relationship between government and higher education (Neave & van Vught,

1991); second, by equally far-reaching revisions to such mechanisms as finance, evaluation - both at systems and at institutional level - and the rise of performance-based criteria, all of which in varying degrees were geared towards putting higher education in shape to meet that multi-headed chimera, 'The Market'. This new thrust, visible during the early part of the decade in Britain and in the Netherlands, has taken on a totally unexpected amplification and acceleration in the wake of events in Central and Eastern Europe, following the various revolutions, 'velvet' or otherwise.

Running in parallel to this is another trend that is having equally marked repercussions on Higher Education research namely the emergence of the international dimension, but at a rather different setting from the one with which this term has previously been identified. Two explanations - amongst others lie behind the latter. The first is certainly the catalyzing effect in Western Europe of the creation of mass student exchange programmes (Neave, 1990; Smith, 1984). The second contributory element which I shall examine with greater attention in a moment, concerns the continuation of one trend I identified as part of the previous period - namely the rise of non-policy oriented disciplines within the field of Higher Education research.

However conceived, whether along the lines laid out by Milton Friedman and the Chicago School or as part of the Delors vision of Europe post 1992, 'The Market' calls for a goodly amount of rethinking and in certain instances 'reconstruction' if the new situation is to be met. The problems posed were, as we all know, of a very practical nature. Thus, it is hardly surprising that the policy-related function of Higher Education research has been largely to the fore as governments and international organisations drew upon expertise in such areas as the financing of higher education, its relationship with the external community - variously couched as accountability or as participation - upon graduate training. Such concerns also brought into higher education research areas which, in the past, tended to have a less close relationship with that confederation of fields. One thinks for instance, of Science Policy Studies as a way of refining such aspects as quality assessment, scientific output and productivity and in devising assessment systems by which institutional performance is related to financing - a matter of not inconsiderable importance at a time of resource constraint.

Alongside these concerns which are present as much at the level of individual Melaber States as amongst international organisations, one sees another significant development in the field of Higher Education research itself. This development is the emergence within the Republic of Higher Education of Comparative Policy Studies. But this you will say, is surely not new? It has long been carried out under the sponsorship of Unesco, of the OECD, the Council of Europe and the European Communities. No one, least of all myself, would deny this. But

the comparative dimension to higher education policy studies, for all that, remained largely absent from the more grounded and empirical work of researchers whose sights tended to be fixed within their own systems.

DIMENSIONS OF CHANGE

This situation is changing. It is changing, in part I suspect, because of the growing inter-institutional links that are growing up around such programmes as ERASMUS and COMETT. It is also changing because the concept of competition which runs as a constant threat in the driving values of contemporary higher education policy places a special premium on governments to know how their own systems compare to those of their neighbours and future competitors.

Against this background, several initiatives have taken place within the research community, initiatives all the more important precisely because they have taken place **within** that community acting independently of any sponsoring organization. One of these is the growing attraction of the European Association for Institutional Research which, despite its name, is a broad church. A second, more specialized, involves researchers active at the macro level. This is the Consortium of Higher Education Researchers (CHER).

The emergence of these two bodies - and I cite them only as illustrative of what may be seen as a rather broader-ranging trend - has a double significance: the first aspect could be interpreted as a move on the part of what some writers in a fit of hyperbole have termed the 'policy intelligensia', to define its own identity independently of the major policy sponsoring bodies. The second aspect involves moving towards an internally defined research agenda. Its purpose is to bring together in a creative - though as yet, exploratory - amalgamation the more routinized disciplines with those - Anthropology, for instance - which are currently bringing new insights to our understanding of the heartland of the enterprise of higher education. This heartland is made up of the values stances and attitudes forged by each disciplinary culture and which, in no small manner, determine the response that higher education makes vis-à-vis the external community.

There is then the first glimmerings of a parallel agenda for research, driven by the internal disciplinary dynamic of the various component fields within Higher Education research. Moves in this direction have already been taken at the Brussels meeting of CHER in November 1990 which had substantial inputs from CEPES and IAU. Leaving aside the details of what transpired; one may put forward the following hypothesis: as the higher education research community matures, so it moves back from its location at the interface between policy bodies and academia a situation which some writers have qualified as a 'policy hybrid'. Rather the research community becomes firmly rooted in academia and, at

the same time, to determine its own intellectual identity begins to assume a 'pro-active' rather than a 're-active' stance in defining what merits attention and interest.

Still, there are certain things we should be utterly clear about. Higher Education research involves the close working together of exponents of very different disciplines and this means the toleration of perspectives that are very different. Yet, such differences do not mean division. They mean strength based on the stout refusal to fall into any one predominant orthodoxy. That an individual is a specialist in Public Administration does not mean he cannot profitably work with sociologists or historians or even derive insights from their approaches. In this flexible and shifting constellation of disciplines which I have termed the 'confederation' of Higher Education research, to attempt to impose definitional limits is also to set the bounds of sterility.

Yet, there are pressing issues to be faced. One of these is precisely how 'The Market' is influencing the definitional structure of knowledge, above all in East and Central Europe. The Regional Consultation at Plovdiv [Bulgaria] in November 1990, identified this topic as an area of major significance. The research community has expressed its interest in seeking funding for this project. Money is being sought by members of that community to see it on its way.

I am told that the budgetary aspect is a matter of high importance to the organization under whose auspices the Consultation was first held. This is understandable. Money, as the Emperor Napoleon I remarked, is the sinew of war. But it is not enough. What is also required - as has been demonstrated in its enthusiasm by the research community - is a certain flexibility of spirit and a sense of willing adventure, a readiness to take risks in combining different disciplines and areas of formal responsibility on the part of the policy development community itself. This is a condition of a creative - and hopefully sustainable - relationship between the research community and the policy development community at a time when the former is now moving rapidly and mobilizing on its own account.

There are certain implications of an immediate nature for policy-makers or for those concerned with policy development and again they are very different creatures. It means that this latter constituency is likely no longer to be in the happy position of defining the research agenda entirely on its own. Still less will it be able to make the claim - if ever it was born out which frankly, I doubt - to control the research agenda. Yet if there is to be convergence between the policy-maker's agenda and that which certain sections of the higher education community - amongst its most active and most productive - are interested in pursuing, then such convergence requires a certain openness to negotiate between what interests the research community and what concerns the consumers of its labour.

CONCLUSION

Let me sum up. In this brief presentation, I have sought to convey a number of basic facts: first, that Higher Education research is a highly complex field, made up of a growing number of disciplinary perspectives. Not all of these are directly policy-related. From this observation it follows that those who see research simply within such a perspective, probably run the risk of construing research in terms of these fields that are well established but not necessarily those which are mining the rich veins of originality and enquiry. Second, I have sought to relate the way in which external priorities have shaped the injection of new disciplines into Higher Education research. Third, I have tried to convey that sense of dynamism and intellectual mobilization which right now, is bringing nationally-based research groups to reach out by their own efforts to form independently and on their own, an international college of researchers.

Higher Education research of the 1990s is a very different undertaking from what is was in the 1970s. This I know to my cost since the last time anyone was foolhardy enough to ask that community to set down in a coherently organized series of volumes the boundaries of its current knowledge was in the late 1970s (Knowles, 1978). In looking back on what was seen as 'state of the art' then and what is today's state of the art, I am reminded of the title of a report, written in 1945, just before the foundation of Unesco by Vannevar Bush, one of America's greatest physicists. It was called 'Science - the endless frontier'. The same can be said of higher education. There is room for all to share in pushing it back.

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SUMMARY OF DISCUSSIONS

The participants appreciated the range of issues covered in the plenary session. In particular, the point of view of the representative of the industrial and economic sector, generated much comment in terms of the training required for the world of work. At the same time, it was considered interesting to study university teaching and research as seen from the angle of a region where diverse solutions are needed. In addition, essential input to the debate was provided by the two major NGOs involved, respectively, in scientific research and research on higher education itself.

During the discussions the following salient points were stressed:

- the importance of continuing education for both teaching and research purposes (including in-service training, academic staff development and recurrent education for business executives) ;

- the usefulness of international research networks promoting social relevance and quality, thereby helping to overcome the isolation of individual scientists the world over;

- the need for a division of labour between universities and the Productive sector in terms of training and education;

- the fostering of practical business experience for university students and academics and university teaching for company executives (i. e., a mutual investment in the production of knowledge, goods and services);

- the need to find a compromise between immediately useful skills and the long-term objectives of training

Finally, it was clear that a general consensus existed on the need for an improved balance between the three main missions and components of higher education, namely, teaching, training and research.

Referring to this acute question of balance, some participants emphasized the need for a competent teaching body able to combine pedagogical and academic aptitudes, while others endorsed the idea of a better balance between transmission and development skills. The concept of balance between pure and applied research was also discussed in various geographical contexts.

While recognizing that perhaps all the traditional goals and

missions of the university are still valid today, a plea was made to support institutions in developing countries faced by a dramatic collapse of facilities and infrastructure. Research on higher education could play a key role here provided that its findings on developing countries are duly noted and applied. Excellence in scholarship can only be maintained if the pressing needs of society are duly taken into account and compensated for by innovation in methodology.

The Contribution of the Different Actors Involved

The Professoriat

Professeur J.M. Lemoyne de
Forges
Université Panthéon-Assas,
Paris II,
IAUPL

For centuries, the professorial function has been the very essence of universities: the professor is recognized by society for his knowledge, experience and research. His social mission is to increase these attributes (via research) and to impart them to students (via teaching). It should be emphasized that academic research must precede teaching and that this component, alone, justifies the concept of a university.

In the 20th century, this traditional approach has been questioned, due to several phenomena, notably the development of technical disciplines and the necessity to provide mass higher education. Higher education is no longer restricted to the university and the teacher/student relationship is very different from what it was in the past.

This change presents two main problems: teachers must adapt to the new needs of their students and the mission of the professoriat itself requires redefinition.

1. Adaptation of the Professor to changing needs:

Mass higher learning and diversification have two major consequences

1.1 Students acceding to higher education are not always well equipped to deal with new and difficult disciplines.

There is a move to establish a "two-tier" system of teaching whereby the professors teach advanced students only, while undergraduates are taught by junior staff or those who have not attained the grade of professor.

In many fields, this attempt to adapt is a mistake : to progress a student must have contact with a full professor as early as possible in his course; other teaching staff may collaborate with the professor but can never replace him.

1.2 There are, however, significant differences, according to discipline. Subjects such as Philosophy and Mathematics must coexist with newer and more technical disciplines such as the Applied Sciences and Management.

This requires an evolution in the professorial function. Today, there are many teaching profiles, rather than one single model.

This phenomenon is not well dealt with in industrialized countries where there is a tendency to adopt a uniform description for all professor posts. Instead, the training, professional experience and specificity of each discipline should be fully considered at the time of recruitment.

2. Redefinition of the Professorial Mission:

2.1 If several categories of teacher can be envisaged, the status of the full professor should, nevertheless, be respected. In a university or equivalent institutions of higher learning, the professor assures the progress of knowledge. In other words, the link between teaching and research is consolidated. A teacher who is not involved in research becomes rapidly outdated and the very notion of higher education is no longer valid.

Therefore, the recruitment and training of teachers must be, essentially, based on academic criteria amongst which research holds a primary position.

2.2 However, the professor should not be only a scholar. Today, he has numerous functions: apart from his teaching and personal research, he must also participate in the management of his institution, the creation and direction of teaching and research teams, relations between higher education and industry and lifelong education projects.

Thus, the recruitment, training and professional career of professors must include activity in these varied domains. Nevertheless, the two essential missions should not be neglected.

Conclusion:

The redefinition of the mission of the professoriat has become a phenomenon of accumulation: the traditional and basic missions are being expanded to include new roles which must be recognized by society in order to assure the quality of higher education today.

**The social Function of the University in the Future -
Emphasis on a Student Perspective**

Nigel Hartley,
Secretary General.,
World University
Service

This address will attempt to highlight certain key issues in regard to the social function of the University in the future. Although it will provide a certain emphasis from a student perspective, I will not attempt to try and represent the views of the student body world-wide. The issues, however, are emphasized by many national and regional student organisations, the World University Service, through our 45 national committees, most of which are situated in the Southern hemisphere.

We might start with the place of students within the academic community. They constitute one of the four component groups that form the academic community the other three being the teachers (academics), the researchers and other persons working in institutions of higher education. Students of higher education form a sizeable number (60 million world-wide according to UNESCO statistics -and are thus a formidable part of the academic community, although as the "learners" often resent their lack of recognition, or a lack of status accorded in relation to the functioning of the academic community. The huge human resource found in the world's higher education students is clearly a critical mass for future progress and development.

In many parts of the world, and this is reflected in demands often put forward by the student body, there seems to be a crisis in the pertinence of the University and the legitimate and authentic interests of the peoples. Developments in recent times have often diluted the role of the University as the critical conscience of society, emphasizing them as critical and mechanistic scientific and technological centres. The essential role of the University is to serve the society in which it is located.

For the University to act as the critical conscience of society academic freedom and autonomy of institutions of higher education are required. Regrettably, in many parts of the world this is not the case. Students have been particularly vociferous in calling for the protection of academic freedom and autonomy arising from a series of conditions they experience: closure of Universities by the authorities, often the State, sometimes for

extended periods; threats to the independence and sometimes very existence of students from decisions in relation to their studies; in extreme situations, arrest, detention and disappearance of students. Academic freedom is considered a right, part of the right to education and linked to the freedom of expression, applicable to individual members of the academic community; autonomy is the institutional form of academic freedom and a necessary precondition to guarantee the proper fulfilment of the functions with which higher education institutions are entrusted.

As a microcosm of society, the issue of the democratization of universities as institutions is a critical one in the future and one often propounded by the student body. The democratization of the university includes: facilitating access to university studies for those from all classes of society; a full participation of all groups forming the academic community in the government of universities and election of governing bodies; equal access for female students and an increase in the appointment of women to decision-making positions. The democratization of universities as institutions is an important aspect of their role in preparing people for a contribution to economic development and social justice.

In many countries, the status of the university has become devalued in recent times. This is attributed by many to the wide gap between universities and the social realities of society, a characteristic often highlighted by students. A recurrent and increasing call is for universities to offer socially relevant education and as institutions to address the real problems facing contemporary society and contribute to laying a basis for the solutions to the problems of future generations. The huge development difficulties faced by many nation states, and affecting a vast majority of the world's population, need Universities to help find durable methods of organising and accelerating a meaningful and sustainable socio-economic development process, and helping to meet the basic needs of the population as a whole. University cooperation in all regions and between regions can have an important catalyzing effect in enhancing this role and thus improving the quality of life of the majority.

Universities, especially state universities, have suffered as a result of global economic difficulties and, in particular, reductions in national education budgets. In the long-term, this can only have negative consequences. The implications of this deprioritization of education and the resulting consequences for the allocation of resources has been at the core of many of the concern and demands expressed by the student body. These demands invariably include requesting increased state funding for education in general and for universities in particular, implying reallocations within national budgets. Such demands are often linked to the quality of education, emphasizing adequate financial support to assist access of students from all social classes, the modernization of facilities without cultural

alienation, and the extension of the university to serve society and meet basic educational and other needs. A perception of the quality and role of higher education in the sense described above is one of ameliorating the severe problem of unemployment for graduates of universities. Although this problem will only finally be resolved through macro-economic policies, emphasizing the social function of universities to society, and incorporating this clearly in the curriculum, is a means of encouraging graduates to pursue their lives in a variety of beneficial ways, breaking down stereotypes of the functions they should fulfil.

Support Staff

Marie-Claude
Charrier
Université Paris
XIII-Villetaneuse,
FISE

Our society is distinguished by its remarkable level of advanced scientific and technological progress. While such an observation may seem banal, further reflection is necessary as to the consequences of this progress in all areas of human and social activity.

If one analyses the work process itself, it is clear that its very nature is undergoing profound change. The production and service processes are becoming much more complex, not only in terms of the tools being used which are increasingly more sophisticated, but also in the organization of the work itself. This requires further reflection, autonomy and communication amongst members of the work force and thus there is much closer interaction between all those involved at the various stages of the overall process.

Tasks are becoming more and more interactive and complementary, and thus the work force must be considered less an individual but more as an important and integrated group.

Although experienced or managed in different ways; this trend permeates the entire productive sector and has immediate consequences for higher education which is responsible for the generation and dissemination of knowledge because it must provide highly qualified personnel (whether one refers to professional expertise or education in a general sense).

To meet these needs, the first priority is to take account of urgent social demands. The overall level of expertise continues to rise ; at the same time; the requirements of individuals and those of the productive sector converge to press for an unprecedented development of the missions of higher education:

- in terms of numbers:

Student enrolments are very high and are swelled further by the rapid development of on-the-job training required by members of the work force.

- in terms of content :

Knowledge is becoming more professional and diverse; this rapid evolution requires even closer ties with the research sector.

- in terms of the social, economic and international environment:

The training of new types of workers (technicians, executives or engineers) must be done in a different way. This fact is transforming the tasks, roles and personnel of the higher education sector : training, research and scientific and technical information are undergoing major changes both separately and overall. Interdisciplinarity is radically altering the traditional parameters of teaching and research. The increasing sophistication of technical and scientific support systems results in new ways of working where each person interacts with his colleagues and where a particular type of expertise becomes part of team work.

In this context, both executives and workers play a new role and occupy a specific place in the process of training, research and the exchange of scientific and technical information. This is far from the old conception of "support staff" who, now more than ever, become a key element essential to the overall process.

The relation between teacher and student, between researcher and his project, between researcher and librarian becomes complex and must involve both knowledge and know-how, technical skills, varied technology, and specialized qualifications. Thus, a complementary and collective team effort is required.

Whether needs are defined from the social or economic standpoint the solution is not simply new methods or new organization of the work related to the management and administration of institutions or new contacts with their outside environments.

Rather, the entire domain of Higher Education needs fundamental change particularly regarding its mission of public services

To assure quality and performance, the minimum conditions necessary to meet the social needs of its own personnel must be clearly defined.

As regards personnel, including support staff, these conditions are essential and pertain to the proper recognition of their role

- The development of higher education and its changing missions require more staff and a restructuration of jobs. This should take into account new responsibilities and types of equipment. All this should be linked to the development of the social infrastructure (catering services, accommodation, information and communication, sports and leisure facilities, medical services).

- Personnel should be guaranteed, as far as possible, stable and permanent conditions of service.

It is impossible to run educational and training projects, research programmes, and to assure coherent policies for scientific and technical information exchange or for international mobility on a short-term basis where there is a high turn-over of staff.

Projects can best be implemented with the minimum of material, financial or human waste if there is a policy of stable employment for all.

- Salaries should be competitive and correspond to the qualifications required.

This is perfectly justifiable in view of the numerous; departures for the private sector which can offer, in certain cases, salaries two or three times higher than those available in higher education.

Qualifications should be recognized and remunerated accordingly

- While each worker should be recognized for his own particular skills, it is also in his own interest to be associated with institutional policies of his place of employment -both for social and managerial reasons.

The efficient management and development of higher education cannot be envisaged without the active participation of all its employees.

Such individual and collective guarantees also attest to the dynamism and quality of the employing institution. None can dispute that this is a profitable investment which can greatly benefit society as a whole.

SUMMARY OF DISCUSSIONS

During the fourth Plenary Session of the Collective Consultation, questions related to the professoriat, the student body, and the support staff in universities and other higher education institutions were discussed. The speakers, representing the International Association of University Professors and Lecturers, (IAUPL), the World University Service (WUS) and the World Federation of Teachers' Unions (FISE) emphasized that there are very important responsibilities held by the university with regard to the role, status and conditions of the various actors and partners in higher education.

In the general discussion which followed the communications, and also in the group discussion, a certain number of points were stressed.

For example, it was noted that support staff are playing an increasingly vital role and are being integrated into teaching and research teams. This led several speakers to state that UNESCO should undertake a survey to promote better recognition for the non-teaching members of the higher education community.

As for the student body, the participants considered that they should be better informed on university courses and their prospects for the labour market. The costs of dealing with high student numbers in universities was also mentioned. Moreover, it was hoped that future meetings would see more student groups invited as their contribution to the debate on higher education is essential. However, it was noted that truly international bodies of students are fairly rare at the present time.

The discussion in groups also touched on the teaching body, including its economic, legal and social status even in industrialized countries with a long academic tradition.

The representatives of teaching organisations underlined the importance of the diversified functions of professors according to discipline, establishment and curriculum. The new missions of teachers are a powerful argument in favour of an international recommendation on the status of higher education personnel which would complete the measures adopted in 1966 for other teachers and in 1974 for researchers.

It was also mentioned that while women might be numerous among the administrative and technical personnel of the university, they are still far too few at the professorial level.

One participant requested an international study on this subject. Another suggested that the place of women in higher education should be considered in any text relative to the situation of higher education personnel.

Other questions were raised such as the relevance of research to the needs of society in certain developing countries and the role of national languages in teaching the university curriculum. Emphasis was laid on the role of UNESCO in creating inter-university networks.

Generally, the participants were concerned about the question of academic freedom and about the rights and duties associated with this liberty. Representatives of teaching organisations stressed that UNESCO should conduct further research on the topic of academic freedom as well as on the different rights of higher education personnel. It was thought that the affirmation and the defence of academic freedom, which allows a variety of views and open attitude to teaching and research constitute essential means of assuring quality and pertinence in university systems.

SECTION VI

SUMMARY RECORD

2nd Collective Consultation UNESCO-NGO on Higher Education (8-11 April 1991)

ROUND TABLE

The International Dimension of Higher Education - Perspectives

A Round Table was chaired by the Director-General, Professor Federico Mayor, on Thursday 11 April 1991 on the theme of "The International Dimension of Higher Education". A panel of higher education specialists, including university rectors and representatives of IGOs was convened to express their views on the topic of inter-university cooperation.

The panel members were:

Professor F. MAYOR
Director-General, UNESCO

Professeur M. BORNANCIN
Président de l'Université de Nice,
1er vice-président de la conférence des Présidents des
Universités françaises,
Représentant du Ministère de l'Education française

Professor C.N. POWER
Assistant Director-General for Education, UNESCO

Professor G. TOHME
Director International Bureau of Education, Geneva

Professeur D. EKONG
Secretary General AAU

Professor B.R. SCHLEMPER
Président UDUAL
Rector, Santa Catarina University, Florianapolis, Brazil

Professor Françoise THYS-CLEMENT
Rector, Université libre de Bruxelles, Brussels

Dr. D. LENARDUZZI
Director "Human Resources, Education, Training and Youth"
Task Force Commission of the European Communities, Brussels

Dr. P. LEVASSEUR
Head "Institutional Management in Higher Education Programme"
Organization for Economic Cooperation and Development Paris

Dr. A. VERSPOOR
Chief, Education and Employment Division
World Bank, Washington

The Round Table was asked to comment on three basic questions, namely:

- How can international co-operation contribute to enhancing the quality and relevance of higher education ?

- What are the optimal ways to strengthen the internationalization process in higher education ?

- With regard to Project UNITWIN, are its components pertinent and what are the conditions necessary for its success)

In reply, the panelists gave their views as to how international co-operation, through the exchange of information and experiences, can help to assure excellence per se while providing better solutions to current problems areas e. g. funding, higher education management, access to higher education and the brain drain.

Moreover, concrete examples of good practice which might help meet the priority needs of national decision-makers, higher education institutions, NGOs, IGOs and donors were suggested

With specific reference to UNITWIN, which will be officially launched by UNESCO in 1992 to help strengthen inter-university co-operation, opinions were expressed on the choice of the target areas selected for action as well as possible modalities for implementations

Project UNITWIN will focus essentially on the UNESCO Chairs Scheme which will promote chairs and centres of excellence in disciplines directly related to sustainable development in Member States. However, in addition, activities will be undertaken in other important areas notably information exchange, higher education institutional and staff development, higher distance learning and university library development.

The debate was led by Professor M. Bornancin, Rector of the University of Nice, who was representing the French Minister of Education. He described the changes in legislation related to university management since 1984 and the new emphasis to foster coherent co-operation agreements with institutions in developing countries and in particular with those in Eastern and Central Europe.

Speaking of UNESCO's education activities, Professor Power stressed two factors which must affect co-operation, notably the climate of increased competition and the continued economic constraints which mean reduced resources for higher education. Thus, a business-like approach has become essential as all governments are interested in the quality of higher education

at minimal cost. For these reasons, a "grand alliance" of partners concerned seems highly desirable in order to assure optimal results for co-operation activities.

Professor EKong, commenting on the African situations insisted on the need for a balanced approach to co-operation in which full use of the extensive African expertise available should be guaranteed. UNITWIN should also endeavour to improve inter-African collaboration in higher education as one of its principal objectives, thus helping to realise the South-South axis of the project.

Several concrete examples of modalities to strengthen interuniversity co-operation were proposed by Professor F. Thys-Clément, Rector of the ULB. This university has recently appointed a Vice-Rector for International Affairs to meet not only the needs of the 30% of foreign students enrolled but also to manage co-operation agreements both within Europe and worldwide.

In concurring with the remarks made so far, Professor G. Tohmé, Director of IBE, Geneva, considered that the analysis of international co-operation in higher education should be ongoing in order to monitor progress and share positive experiences. To this end, a Round Table on the topic of "The University and Cultural Development" would be an interesting event to include in the next International Conference on Education scheduled for 1992. In this way, a wide audience of Member States and their partners amongst IGOs, NGOs and donors could learn more about the more complex aspects of the internationalization process in higher education and its effects in cultural terms. This would also correspond to the goals of the World Decade for Cultural Development (1988-1997) which seeks to acknowledge the cultural dimension of development and to assure the affirmation and enrichment of cultural identity in co-operation activities.

In his intervention, Dr. D. Lenarduzzi of the EEC, stated that international co-operation is a crucial means of realizing the full potential of human resources. At the same time, it allows universities to contact other domains such as the industrial and economic sectors. For these reasons, the EEC has sought to promote mobility schemes to strengthen higher education training and research. He cited the ERASMUS and TEMPUS projects as relevant examples of this policy. With regard to UNITWIN, this was considered to be a very positive initiative which will require solid partners and ample funding to succeed fully. Many of the areas targeted could be closely linked to EEC action in an effort to enhance the networking capacities of higher education institutions.

Dr. A. Verspoor of the World Bank made several comments on possible collaboration between his organization and UNESCO within the framework of UNITWIN. Recalling the outcomes of the World Conference on Education for All (Jomtien 1990) where links

between basic and higher education were reaffirmed, he stressed the growing importance of the latter due to specific factors: the increasing inter-dependence of the global community, the role of information technologies in the diffusion of both knowledge and know-how and the continuing crisis of higher education itself which has to balance access with excellence.

Furthermore, it is urgent to enhance the quality and pertinence of university education in developing countries. Hence international co-operation has a particular contribution to make because it can help to assure standards of excellence, contacts amongst peers and allow the exchange of useful experiences. To do this, co-operation must figure as a key element of higher education policy and must be viewed as an endeavour between equal partners.

UNITWIN will indeed succeed if such attitudes prevail and thus, it would be advisable to focus this project on particular areas in which significant progress can be made. Possible choices are the development of regional centres of excellence, the improvement of university library capacities and the wider use of distance learning. Of course, such initiatives imply a commitment by universities and with the support of national higher education policy makers to the principle of institutional management and innovation.

Professor B. Schlemper, speaking as president of UDUAL and as Rector of a Latin American university, welcomed UNITWIN as a concrete and clearly oriented venture. In his view, co-operation requires both adequate funding and provision for mobility and consultation amongst the international academic community. Hence, networking mechanisms are vital as these permit institutions to derive maximum benefits from existing 'infra-structures in priority areas. For the Latin American region, these must include information exchange, distance education, and the strengthened capacities of university libraries and presses. Furthermore, training remains a vital objective where NGOs specialized in higher education are very active. International co-operation, through the networking mechanism, opens training opportunities to a wider public and thus can directly increase the human resources available to universities in the region.

The OECD was represented by Dr P. Levasseur, head of the Institutional Management in Higher Education Programmes. He remarked that the debate on quality and pertinence has continued for several decades. Now, the present ongoing crisis requires fresh approaches to research, training and information exchange amongst the international academic community. In outlining the IMHE Strategic Plan for the 1990s, he cited key fields for action, notably government/institution relations, new funding modalities and increased emphasis on evaluation procedures. In terms of UNITWIN, there would seem to be clear areas of common concern related to the overall topic of higher education management. Therefore, further possibilities for collaboration

between UNESCO and the OECD should be explored.

The discussion was then opened to the floor and several participants chose to intervene. Strong support was expressed for the principle and practice of networking in terms of its concrete benefits for academics and institutions. Moreover, networks were seen as a means of fostering the true cross-cultural dialogue which should underpin international co-operation arrangements.

With regard to academic freedom, an issue of importance in many countries, international co-operation was considered to be a vital strategy for solidarity and support. The multilateral approach to networking was viewed positively as a way of ensuring a genuinely global perspective on problems and solutions. Last but not least, reference was made to networks which bring together higher education institutions and donors as these ensure a forum where the interests of each concerned party can be expressed.

In summarizing the debate, the Director-General thanked the panel and the meeting participants for their frank and helpful comments on the general topic and in particular for their suggestions for collaboration with UNESCO in the framework of project UNITWIN.

Professor Mayor paid tribute to the panel for its insistence on the need for quality in university teaching, training and research. Indeed, the single most important feature of higher education should be the excellence of its knowledge and know-how as these can bring about positive changes in society.

However, to effect this process of change, higher education must ensure that a permanent and useful dialogue is maintained with its various partners in order to meet the priority needs of its particular society. Reference was made to the gravity of world problems including conflict resolution, the environment and nutrition. Such massive and ongoing crises cannot be ignored by any strata of society and, in fact, should give clear direction to the future role of higher education itself.

Certainly adequate resources are crucial in order to obtain useful results. Research (whether pure or applied) requires ample funding to advance the frontiers of knowledge; teaching and training must be properly financed to attract the best minds and to produce well-trained graduates able to respond to society's needs. These facts are indisputable.

And yet, even if sufficient funding were to exist, little could be achieved unless the academic community is fully committed to the goal of international exchange and understanding. This attitude of mutual responsibility and the conviction that enhanced solidarity can make a significant difference should and must permeate international co-operation in higher education. This is the spirit of UNITWIN, which seeks

to ensure quality and pertinence through the networking of scholars and their institutions for the benefit of their societies.

In conclusion, Professor Mayor thanked the panel for its views and the participants for their attendance at the 2nd Collective Consultation on Higher Education. For UNESCO their continued support for UNITWIN and their active involvement in the project constitute a key factor for its future success.

UNESCO

UNESCO PLAN OF ACTION FOR REINFORCING
INTER-UNIVERSITY CO-OPERATION AND ACADEMIC MOBILITY
THROUGH TWINNING ARRANGEMENTS

U N I T W I N

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**Unesco Programme for the Reinforcement of Inter-University
Co-operation and Academic Mobility through Twinning
Arrangements
(UNITWIN)**

I. Background

The 25th Session of the General Conference of Unesco (Paris, October-November 1989) requested the Secretariat to launch, during the 1990-1995 period, a concerted international Plan of Action to Strengthen Inter-University Co-operation and Academic Mobility, with particular emphasis on support for higher education in developing countries (MP 1.2, 25C/4). Assistance in its implementation will be sought from the universities themselves, from United Nations agencies, from intergovernmental and non-governmental organisations, from funding agencies, and from the economic sectors. A campaign will be launched for greater international mobility in higher education and increased funding for fellowships and grants.

The acronym chosen for this programme, UNITWIN (University Twinning), is intended to emphasize its key feature, that is,, increased solidarity - through twinning and other linking arrangements - among universities throughout the world. More specifically, UNITWIN is aimed at making full use of North-South inter-university co-operation and of international development aid in order to set in motion a process leading to strong durable links between higher education and scientific institutions, including among those situated in developing countries, i.e. the South-South dimension of inter-university cooperation.

II. Goals and Objectives

The main goals of UNITWIN are:

- to give fresh impetus to twinning and other linking arrangements between higher education institutions in the industrialized and developing countries and to help develop criteria and standards for these arrangements;
- to help reinforce existing subregional, regional and inter-regional co-operation networks of higher education and

research institutions, and to establish new networks whenever there is a perceived need for them:

- to develop centres for specialized studies and advanced research, by agreement among institutions in the developing countries, and with international support. These centres, meant to bridge training and research needs across national frontiers, will have a system of Unesco chairs as their nucleus and will work through networks of twinned universities.

III. Challenges and Needs

The higher education system is crucial to any development programme. Higher education institutions play a key role in the generation, transfer and application of knowledge; in training professional, technical and managerial staff; in forging cultural identity and fostering democratic processes. The developing countries in particular cannot hope to master and apply the latest advances, let alone contribute significantly to intellectual and scientific progress without institutions of higher learning and research which meet the highest standards. It is only through the development of local skills and competence that they can reduce the gap separating them from the industrialized countries and thus reduce their dependence on continued technical assistance.

Problems of formidable scale confront higher education institutions everywhere at present. These problems have assumed dramatic proportion in the case of the developing countries. Increasing demands on the system have not resulted in corresponding increases in resources. On the contrary, there have been cuts, under pressure for saving on public spending. In many institutions existing resources and facilities have been stretched to breaking point. The difficulties facing higher education in the developing countries call in the first place for a reassessment of the situation and action by the states themselves. Facing financial, social and political problems, weighed under by foreign debts, they will not find it easy to maintain current spending levels, much less allocate additional resources towards higher education. International assistance for maintaining and enhancing quality in management teaching, training and research will be increasingly vital, particularly when the necessary inputs require foreign currency. It has been pointed out that considerable assistance was granted to the newly established states, immediately after gaining their independence, to develop their higher education systems. The 1970s and the 1980s seem to have witnessed a decrease in such assistance. A new convergence of thinking in the international community is emerging at present which recognizes the centrality of "human development" as emphasized in a recent report by UNDP. Within that context, the need for reinforced international assistance to the developing countries in their efforts to enhance their capabilities for high-level training and research has once again

been brought to the full attention of the world community.

UNITWIN intends to respond to a need to make fuller use of the potential offered by inter-university co-operation, to further expand the international dimension of higher education, and to give a clear direction to such co-operation: supporting higher education in those regions and countries of the world where institutions are in great need of assistance. The possibility of sharing, comparing and learning from mutual experience through a global project such as UNITWIN will certainly prove to be a factor in enhancing the effectiveness of individual programmes.

Unesco, in launching UNITWIN, intends to act as a catalyst to bring the idea of inter-university partnership to the forefront of public awareness and to attract widely-based funding.

The establishment of the network will require (a) a feasibility study, following consultation of Member States and of NGOs, and (b) the drawing up of a charter of Unesco Associated Universities. Such activities will require a decision by the Executive Board or the General Conference of Unesco.

IV. Key Features

Aimed as it is at reinforcing inter-university co-operation, the UNITWIN project covers a broad range of activities, reflecting the major functions of higher education: teaching, training, research and service to the community. Careful staging and scheduling of activities must be achieved. This is all the more important in view of the fact that the Plan of Action deals with areas where much is being done already Unesco's, contribution must be a complement, a practical contribution to enhance what exists and fill in gaps. Unesco's endeavour should therefore be directed towards the identification of areas where reinforcement of action is necessary and to concentrate activities so as to meet these needs in the first place. Whenever programmes are already in place, launched by other bodies and organizations, both governmental and non-governmental, duplication will be avoided. UNITWIN should be flexible enough to secure mutual co-ordination with, and support of, such programmes. Key components of UNITWIN are outlined below.

A. Information gathering, analysis and research on inter-university cooperation.

(i) Information will be gathered on existing inter-university co-operation projects in order to establish a compendium of existing bilateral, multilateral and networking schemes, and to analyze what the main needs are and what gaps UNITWIN could help to fill. The information gathered should form the core of a data base on agreements, programmes and networks in this field. The Unesco publications "Study Abroad" and "World Guide to Higher Education" will serve as a main vehicle for disseminating such information.

(ii) Studies on unmet needs of universities which could be covered by co-operation arrangements will complement the compendium. It is obviously not a potential function of UNITWIN to correct any imbalances in the financial situations of universities or to address basic structural or management problems. However, a careful look at a selected number of universities and a sample of typical bottlenecks in research, development, management, infrastructure development, should reveal a number of areas where inter-university co-operation could be cost-effective and is not yet playing its full role.

(iii) Research on problems and promises of academic mobility is an on-going activity of Unesco but will, within the UNITWIN project, be targeted to meet the specific needs generated by it. Academic mobility is an agreed-upon necessity and a positive factor in university development at all levels. It has another face, which is brain drain. Research on the two sides of this question: how to encourage the positive aspects of mobility without contributing to brain drain, will be an important feature of the information gathering component of UNITWIN.

(iv) Training of higher education administrators and personnel involved in international co-operation in higher education.

B. Improvement of advanced postgraduate studies and high-level research

UNITWIN will concentrate on advanced postgraduate studies. This choice is motivated by the fact that it is at this level that international links are most needed and the gap between systems and institutions in the industrially developed and the developing countries is wider. The promotion of research in areas of major pertinence for development is a natural corollary of that goal. Activities under this component will comprise

(i) Support for establishing new bilateral and multilateral cooperation agreements between institutions of higher education in both developing and developed countries.

(ii) Support for reinforcing existing sub-regional, regional and

inter-regional networks and for establishing new ones, to encourage joint teaching, training and research projects. Although networks will operate mainly within particular scientific disciplines, interdisciplinary and multidisciplinary networks will also be encouraged.

Agreements between institutions and networks are not mutually exclusive: they are interdependent and simultaneous stages of the same process. In fact, more often than not, it is the multilateral approach that serves bilateral agreements best. Sound, functional twinning agreements in their turn can be the foundation-stones of durable, self-sustainable co-operation networks in higher education.

(iii) A system of international chairs (Unesco Chairs, or chairs established by Unesco in conjunction with other institutions, associations organisations or funding agencies), whose holders will be outstanding specialists in different fields.

Unesco Chairs, which must be essentially financed directly or indirectly by the host institutions, will be either newly created at the request of individual governments or institutions, or will result from the conversion of a vacant chair. Unesco will act as an instigator and a catalyst, but the on-going responsibility will lie with the host institution or authority, with support from various bilateral and multilateral sources such as industry, foundations or funding agencies.

The aims of the chairs will be to develop international programmes geared towards reinforcing teaching and research capacity at higher education institutions in developing countries; in a selected field. The international dimension of their programmes is to be assured through: (1) associating researchers; of prestige, who will be willing to spend periods (sabbaticals or retirement for example) at the host institution; (2) linking to the chair a number of international fellowships (from the Unesco Fellowship Bank; or from grants offered through other related programmes) for applicants coming from the developing countries, and (3) open, international recruitment for holders of the chairs. Each host institution will have to make available some grants or fellowships linked to the chair.

(iv) The development of centres of excellence in particular fields of advanced studies and research, for the training of highly qualified personnel at the national and subregional levels. Transnationality of the programmes will be a key feature of the programme of Unesco Chairs. There will be close cooperation with the United Nations University both in selection and development of Unesco Chairs and in the work to develop centres of excellence.

C. Support to university and scientific libraries in the developing countries

Shortage of books, periodicals, teaching/learning materials, and more generally lack of access to scientific information is a major problem for most higher education institutions in the developing countries. Libraries and information services generally are crucial to the excellence of higher education. High costs of all printed materials and sometimes even higher costs of mailing when they come from abroad (particularly of scientific periodicals), and increased use of new information technologies requiring hard currency for purchase, make this a particularly complicated problem to solve. UNITWIN will have an important component designed to help alleviate the situation. The potential of UNITWIN resides in bringing the problem to a manageable size by involving direct co-operation between individual institutions, departments and university libraries, where needs are more easily assessed and matched by offers for support. The principle underlying this component of UNITWIN is that whenever projects to improve postgraduate studies and highlevel research (described under B. above) are put in place, proper provisions for the exchange and donation of books, periodical subscriptions, documents, access to data bases, etc. will be included. The strategies adopted will be flexible and evolve in function of the actual needs of institutions, of their infrastructures, availability of adequate technological equipment, etc.

Thus, one of the objectives of this component of UNITWIN namely to secure that in the first instance the major universities in each of the developing countries are endowed with the most important scientific journals and scholarly publications - can be achieved better through specialized, scientific networks and through twinning arrangements among higher education institutions and their libraries. On the other hand, computer access to scientific literature and to data bases, the use of optical (CD ROM) discs for storing and dissemination of texts and information, will require larger-scale projects but will not be neglected. However, the ultimate objective of UNITWIN with regard to this component is to help develop the capacity of institutions in the developing countries to produce indigenous books and teaching materials, and to have permanent access to scientific data bases.

This part of the project will be carried out through a series of interrelated activities described here.

(i) Unesco in close co-operation with the International Council for Scientific Unions (ICSU) and with other governmental and nongovernmental organizations, especially the IAU and the regional and subregional associations of universities will carry out a scheme to provide access of developing countries to scientific literature. This is an independent endeavour which comes within the umbrella project of UNITWIN.

(ii) Systematic information will be gathered on both needs and available offers for support in the form of books, journals, equipment and other facilities, as a necessary stage for matching the two. The study will be undertaken in close co-operation with NGOs of higher education at the international, regional and subregional levels. Particular attention will be paid to make use of work already done, or envisaged to be done, in this area by other organizations and bodies.

(iii) Special provisions will be made to secure access by universities in the developing countries to the major scientific journals and other periodicals, either through subscription at reduced rates, or through document supply services upon request.

(iv) Whenever possible, large-scale projects, launched or supported by Unesco, such as the Alexandria Library project, will include assistance to scientific and university libraries in the particular regions or subregions covered by them.

(v) Special attention will be paid to promoting capabilities for indigenous production of books and other scholarly publications, in the developing countries themselves. Provisions for consultants and experts, for technical equipment and for training of technical and editorial staff will be made.

D. Co-operation and assistance in the field of distance higher education

Higher-level distance education is in full evolution and expansion. It offers new programmes, caters for new clientèles and employs a range of new technologies, with significant results in improving teaching and learning. Furthermore, the diversity and versatility of higher-level distance education gives it a pivotal role in societal development and progress in both industrialized and developing countries. It is in developing countries where higher level distance education, with the potential for lower unit costs than traditional higher education, can contribute the most significantly to the solution of educational problems. That this innovative system of education, has already proved its worth and occupies an important place in regional and international co-operation, is demonstrated by the existence of active consortia such as the Asian Association of Open Universities and the European Consortium of Distance Universities, or large-scale projects such as the Commonwealth of Learning, launched by the Commonwealth Secretariat

Within UNITWIN the following types of activities will be carried out:

(i) Bibliographic and information data bases already created with the support of Unesco will be expanded and made more widely available to users worldwide.

(ii) Regional and sub-regional training courses will be

established for higher distance education trainers and course designers.

(iii) A coordinated, worldwide research programme will identify, analyze and evaluate key distance education issues. These include major obstacles for distance learners, the relationship with distance higher education with the rest of the system, including the accreditation of courses and diplomas, and the link with the labour market.

(iv) Selected pilot projects will test materials and methods in context.

E. Higher education management

Improving planning, management and evaluation of higher education is crucial for the quality of higher education in the developing countries. In response to these needs, Unesco has prepared a Concerted Plan of Action for Research and Training on Planning, Management and Financing of Higher Education. The Plan involves various units at Headquarters (Division of Higher Education and Research, Division for Cooperation with African Member States, Division of Educational Policies and Management), the International Institute for Educational Planning (IIEP), as well as the regional centres for higher education (European Centre for Higher Education (CEDES), Regional Centre for Higher Education in Latin America and the Caribbean (CRESALC) and the higher education units of the Regional Office for Education in Africa (BREDA), the Principal Regional Office for Asia and the Pacific (PROAP) and the Regional Office for Education in the Arab States (UNEDBAS).

Close co-operation will be secured with the international and regional NGOs of higher education (International Association of Universities (IAU), Association of African Universities (AAU), European Rectors' Conference (CRE), Association of Commonwealth Universities (ACU), Association des Universités partiellement ou entièrement de langue française (AUPELF-UREF), Union de Universidades de America Latin (UDUAL), Organization of InterAmerican Universities (OIU), Association of Arab Universities (AARU), etc. and with inter-governmental organisations active in this field such as the Organization for Economic Development (OECD), the Commonwealth Secretariat, the European Economic Community (EEC), the Council of Europe, etc.

Action will be taken in the following areas:

(i) Information will be gathered, processed and disseminated on current methods, techniques and practices in the field of governance, management, administration and financing of higher education.

(ii) Research on issues specifically related to the development of management capacities will be encouraged and carried out.

(iii) Training packages and programmes will be developed and organized, with the aim of helping Member States develop self-sustaining training programmes at the national and institutional levels.

(iv) Support will be given for the computerization of management in higher education and the introduction of new information and communication technologies in higher education, through facilities for the acquisition of hardware and software and the development of know-how for their use.

F. Staff development in higher education

Many staff development programmes are supported by international organisations, agencies and foundations and are aimed at meeting needs of higher education institutions in the developing countries. At the same time, the universities themselves and their associations organize assistance in this field. The role of UNITWIN will be to reinforce existing programmes and to launch new initiatives only where there are unmet needs.

Institutional and staff development in higher education are inherent in all the components of UNITWIN presented thus far, but more particularly B, C and E.

The activities foreseen include the followings

(i) Existing networks on staff development in higher education (REDESLAC in Latin America and the Caribbean and ENSDHE in Europe) will be reinforced and similar networks in other regions, beginning with Africa, will be established. Inter-regional cooperation will be an integral part of the work of these networks.

(ii) Support will be extended for setting up permanent structures and units for staff development in higher education at the institutional, national and subregional levels. The emphasis will be on developing South-South co-operation in this field. Such co-operation will include exchanges of information, publication and materials aimed at improving the pedagogical training of teachers, and organization of joint seminars and training workshops.

(iii) Staff development will be central to North-South twinning arrangements among universities through provisions for grants and scholarships for young teachers and researchers from the developing countries. The Unesco Fellowship Bank may also play a role in fostering staff development through grants.

- (iv) Special programmes are planned, geared towards such objectives as:
- encouraging innovative ideas in university teaching, making fuller use of new information technologies and of alternative delivery systems, such as those used in distance higher education;
 - promotion of women in teaching, research and administration in higher education;
 - support for training technicians in charge of the maintenance and repair of teaching and laboratory equipment.

V. Co-ordination of International Assistance in Higher Education to the Developing Countries

International assistance to the developing countries for enhancing their high-level training and research capabilities is recognized by all foundations, development agencies and international organisations as crucial to development programmes at all levels. Moreover, there is growing awareness of the need to co-ordinate such international assistance. International aid programmes are more often than not complementary in nature. The advantages of co-ordination are obvious: pooling of resources, avoidance of overlapping and duplication, better identification of projects and increased assurance of their validity through collective co-operation. More importantly, co-ordination offers the beneficiaries themselves a wider choice of inputs for particular projects, thus reducing the danger of dependence on certain imported models.

UNITWIN is conceived not only to favour such co-operation and co-ordination, but will also depend on it. Unesco will cooperate closely not only with the other agencies of the UN System (it serves as an executive agency for a large number of UNDP programmes), but also with a wide range of intergovernmental and non-governmental organizations. Thus, it will develop cooperation with partners such as the EEC (particularly concerning the provisions of the Lone Convention which pertain to higher education and research, and the ERASMUS and TEMPUS programmes), with OECD, the Commonwealth Secretariat (its recently launched CHES programme), the programme of higher education of the French-speaking countries (through AUPELF-UREF). It will also work closely with the national development agencies, with foundations and other donor organizations. One of the strengths of Unesco is its close working relationships with the nongovernmental organizations, within the framework of the Unesco-NGO Collective Consultation on Higher Education.

VI. Mechanisms of Co-ordination and Implementation

As repeatedly pointed out, UNITWIN is, by definition, an interdisciplinary activity, and therefore involves units of all sectors of UNESCO which have activities related to higher education. The proper body for launching the project and to review its state of execution is the Intersectoral Committee for Higher Education (ICHE). The focal point is the Division of Higher Education and Research. Also, support from Member States will be requested for associate experts to help Unesco launch the project.

The regional centres for higher education (CEPES, CRESALC) and the higher education units of the regional offices for education (BREDA, PROAP and UNEDBAS) will be directly involved in its implementation, at the regional and sub-regional level. Similarly, the regional offices for science and technology should assist in the launching and execution of project activities within their field of competence.

Simultaneously, adequate consultative structures should be built in order to involve the academic community directly in the launching and execution of the programme, and in the first place the Unesco-NGO Collective Consultation on Higher Education.

VII. Funding

As pointed out when presenting its components, a large-scale project such as UNITWIN requires considerable funding in order to have the envisaged impact and to lead to durable self-sustaining development of higher education in the developing countries. That is why the General Conference of Unesco foresaw the launching of a worldwide campaign for widely-based funding in order to secure its implementation.

The following financing sources are envisaged:

- The Regular Programme of Unesco. Provisions in the Regular Programme will be made, mainly for the preparatory activities; (research, collection of information, launching of experimental pilot projects, training workshops of university administrators involved in international co-operation) A minimum amount has been foreseen in the budget of the present biennium.
- The Participation Programme. Following the example set for the Priority: Africa Programme, a sum from the Participation Programme is to be allocated for UNITWIN, particularly for the setting-up of Unesco Chairs and for the creation of centres of excellence, upon request from the developing countries.
- Special funds, particularly for the establishment of Unesco Chairs.

- Extrabudgetary sources, including UNDP, UNEP funds, as well as Funds-in-Trust administered by Unesco.

- Other funds, to be sought from Member States, from IGOs, foundations and development agencies, from the economic sector in general, through a large-scale campaign for the promotion of international co-operation and mobility in higher education.

A meeting of potential donor and funding agencies will be ; convened in order to discuss the financing of UNITWIN.

The UNESCO Chairs Scheme

INTERNATIONAL UNESCO CHAIRS

I. AIMS AND OBJECTIVES OF THE CHAIRS

The Director-General has initiated a new programme for the promotion of international intellectual co-operation: the establishment of International University Chairs under the sponsorship of UNESCO in close co-operation with the universities and with the support of various organizations, institutions and funding agencies. The chairs will be created in the fields of education, science, culture and communication at appropriate higher education institutions which offer suitable facilities, or where such facilities are created through international support. The broad aim of the UNESCO Chairs Scheme, in keeping with the Constitution of the Organization, is to foster the advancement of science and the transfer of knowledge through international academic and scientific co-operation and to increase the world-wide availability of outstanding specialists in important disciplines. Their more immediate and direct function is to assist the developing countries in strengthening their capacities for high level training and research as a means of bridging the gap separating them from the industrialized world in the areas of science and technology.

The international UNESCO Chairs are therefore conceived as flexible mechanisms and modalities of action, based on international academic solidarity to assure the rapid and efficient transfer and development of knowledge, expertise and know how in key areas of human resources development which could thus play a major role in the socio-economic and cultural advancement of the developing countries.

The UNESCO Chairs Scheme is part of the International Plan of Action to strengthen Inter-university Co-operation and Academic Mobility which has been launched by UNESCO, as foreseen in the Medium-Term Plan of the Organization adopted at the 25th Session of the General Conference of UNESCO (Paris, Oct-Nov 1989). The key feature of this Plan -called UNITWIN- is increased solidarity, through twinning and other linking arrangements among universities throughout the world in order to develop long-term co-operation with institutes of higher education and research in developing countries, focusing on the transfer and development of knowledge

II. MODALITIES OF IMPLEMENTATION

These aims and objectives of the UNESCO Chairs will be

pursued through:

(i) the selection, through international recruitment, of the holders of the chairs, from among outstanding, internationally recognized scholars. They will bear the title of UNESCO Professors and will undertake useful and original teaching, research and management activities in fields of expertise which are of relevance to the institutions and countries concerned, while making also a significant contribution to UNESCO's role as a centre for intellectual co-operation.

(ii) the association of other prestigious researchers from the institution or country which is hosting the Chair as well as from other countries, with its teaching, research and management programme.

(iii) offering Grants and fellowships -from an International Fellowship Bank- to young students and researchers, particularly from the developing countries/ to pursue postgraduate and specialized studies at these chairs.

A UNESCO chair is thus conceived so as to become, eventually, the focal point of a network, which links institutions of higher education in the industrially developed countries to the institution hosting the chair in a developing country, (i.e. the North-South axis) with a subsequent development of similar linking arrangements with higher education institutions in the sub-region (the South-South axis). The same principle applies in the establishment of a UNESCO Chair in the countries of Eastern and Central Europe: an initial East-West link, leading to a chair, followed by subsequent East-East links meant to reinforce its intra-regional character. The possibility is thus opened up to develop a given UNESCO chair into a Centre for advanced studies and research, catering to the needs in highly qualified personnel of the developing countries. Bridging training and research needs across national frontiers for the benefit of the developing world becomes therefore a major objective of the UNESCO Chairs Scheme. There will be close cooperation with the United Nations University both in the selection and development of the UNESCO chairs and in the work to develop centres of excellence.

III. FUNDING ARRANGEMENTS

External funding is the basic principle for the establishment of UNESCO Chairs. Funds (both in cash and in kind) will be sought from the following types of sources

- the host institution at which the chair is created. (It should normally undertake to cover the salary - at the local level - for the Chairholder and, to provide lodging

for him/her). Provisions from the ordinary budget of the institutions or from an additional subsidy to be requested from the government or from other local sources, including the productive sector;

- the institutions of higher education in the developed countries which are associated with the programme of a given Chair (expenses related to supplementing the salary of the Chairholder, of sending researchers - preferably on their sabbaticals or in early retirement - to strengthen the research programme of the Chair, etc);
- institutions in the developing countries, associated with the programme (by providing grants for young researchers and students to pursue studies and research at the respective Chair);
- governments and governmental organisations which agree to take part in the scheme and to make special contributions for the setting up of such Chairs;
- potential donors, including organisations in the UN system, other inter-governmental organisations, development banks, agencies and foundations ; industrial, business and commercial companies, etc.

UNESCO's financial contribution to the scheme, will come from its Regular Programme and the Participation Programme. It is aimed primarily to cover the following types of expenses:

- start-up funds to facilitate contacts among the institutions involved in establishing a UNESCO Chair and in developing its programme;
- the provision of grants from the UNESCO Fellowship Bank for young students and researchers from the developing countries who pursue studies at these chairs;
- in exceptional cases - and only for chairs in the least developed or in developing countries - to supplement provisions for the various components of the programmes of the chairs.

IV. TITLE AND TYPES OF CHAIRS

The UNESCO Chairs are Point undertakings in which UNESCO joins forces with interested institutions associations and organizations as well as with potential donors. The chairs could accordingly be: UNESCO/NGO Chairs; UNESCO/NGO Chairs, UNESCO/government(s) Chairs; UNESCO/Foundations, Banks, Agencies Chairs; UNESCO/a given university or consortium of universities

Chair(s); UNESCO/Industry Chairs, et :.

Several procedures are envisaged for the establishment of a chair;

- (a) creation of a Chair, as a new teaching and research unit at a university or other institution of higher education and/or research. Such a unit should include (i) a Chairholder as its academic head, bearing the title of UNESCO Professor; (ii) a number of teachers/researchers from the host institution and from other institutions, both in the respective country and from abroad who are associated with the project; (iii) a number of young students and researchers, pursuing postgraduate studies or following specialization courses at these chairs.
- (b) development of a Chair within a university department by reinforcing an existing teaching/research Programme at a given university in a particular field and by giving it the international dimension mentioned under (a) above;
- (c) turning a vacant chair at a given institution of higher education into a UNESCO Chair, following agreement between UNESCO and the respective institution, and opening it up for international recruitment and for the establishment of an international programme in its field;
- (d) setting up UNESCO professorships at various higher education institutions preferably in the developing countries. A UNESCO professor carries out the traditional functions of a visiting professor at the respective institutions. He/she may also teach at several institutions in a sub-region, with which an agreement is reached to be associated with the scheme.

V. APPLICATIONS FOR THE CREATION OF UNESCO CHAIRS: PROCEDURES FOR THEIR ESTABLISHMENT

.Applications for the establishment of a chair can be submitted to UNESCO by:

- Institutions of higher education and research, individually or collectively (whenever several partners are involved);
- National governments and other authorities in charge of higher education and research;
- Non-governmental organisations of higher education and research;
- Industrial, business and commercial companies which wish to assist the setting up of such chairs at an institution of

higher education, in co-operation with UNESCO.

- other institutions, foundations and agencies with which UNESCO maintains cooperation relations.

The applications will be examined by the appropriate units in the UNESCO Secretariat, in close co-operation with the proposing organizations or institutions. After clarification of the matters involved in the establishment of a chair (field and types of activity, cooperation partners, conditions of functioning, financing, etc.) an Agreement/Convention is signed by UNESCO and the host institution of the Chair. Depending on financial arrangements and on the division of responsibilities, other possible partners could be signatories of the Agreement. The Agreement/Convention stipulates the title and field of the chair, the major modalities of activity foreseen (teaching, research, consultancy, etc.) and the categories of people to be involved in its activity. The Convention also stipulates the obligations to be assumed by the parties to the Convention and the conditions of service for the chairholders. Further details concerning the activity of the chair could be spelled out in additional Protocols to the Convention/Agreement.

VI. THE APPOINTMENT OF CHAIRHOLDERS AND OF OTHER CATEGORIES OF PERSONNEL

Several categories of people are involved in the UNESCO Chairs scheme:

- the chairholder; bearing the title of UNESCO professor;
- a number of teachers/researchers associated with a Chair's programme;
- recipients of fellowships and other students pursuing their studies in association with a specific chair.

International recruitment of all these categories of personnel is the best guarantee for assuring high academic standards of the whole UNESCO Chairs Scheme. The UNESCO chair and the conditions of service for the chairholder will therefore be advertised for such recruitment jointly by UNESCO and the host institution. In addition to giving recognition to outstanding research and scholarship, international recruitment is also a means of ensuring the international nature of the programme. However, the host institution of a chair or a funding organization may make individual proposals for a chairholder. The same conditions of recognized scholarly merit and international recognition will apply in accepting such proposals.

The conditions for appointment of a chairholder are set forth in the contract to be signed with him/her. The duration of the

contract may be accepted, subject to agreement between the funding organisations and UNESCO. The appointment to a chair could also be assured on a rotating basis among the institutions/ organisations participating in its programme. The same rotation principle may apply in the case of other teachers/researchers associated with the programme of the chair.

It is proposed that the responsibility for the appointment of the holder of a chair (and of other teachers/researchers associated with them) should fall with the same Board which examines the application for the establishment of the chair:

- the Director-General of UNESCO (or a person designated by him);
- the Chief Executive of the host institution (or an academic designated by him);
- representatives of other higher education and research institutions participating in the scheme, and of the funding agencies.

As a normal procedure, the appropriate bodies of the institutions associated with the scheme (Senate Appointments Committees) should be involved in the process.

Other teachers/researchers will be proposed by the institutions associated with the programme of the chair. These institutions will cover the travel and living expenses of such personnel. Applications for scholarships will be submitted to the chairholder who will be assisted in the selection by UNESCO and by other appropriate bodies. In the case of scholarships awarded by UNESCO, from the UNESCO Fellowship Bank, the regulations approved by the General Conference of UNESCO will apply.

VII. DISTRIBUTION OF UNESCO CHAIRS

The UNESCO Chairs scheme, as outlined above, is meant to be part of the effort of the Organization - through the UNITWIN project to extend support to higher education institutions in the developing countries. While due attention has to be paid to maintaining high academic standards for the activities of the chairs, whenever conditions are created for linking arrangements, networking and the establishment of chairs, and the financial support for them is assured, UNESCO will encourage their implementation.

Without setting limitations as to the maximum number or to the geographical and thematic distribution of the chairs a number of principles are to be applied as follows:

- (i) priority should be given to creating UNESCO chairs in the developing countries, with absolute priority given to the least developed countries;
- (ii) whenever chairs are created in the industrially developed countries, - on the basis of self-financing or of extra-budgetary funding - provisions should be made in their programme for support to higher education institutions in the developing countries (through fellowships for specialised training, visiting lecturers, joint research programmes, transfer of laboratory equipment, books and periodicals, etc.) ;
- (iii) The field and research to be chosen for the activity of a chair will primarily depend on the interest expressed by the Member States and by the host institution. UNESCO should encourage an interdisciplinary and multi-disciplinary approach and should promote areas of particular interest for the Organizations' programme (Sustainable Development, Environments Transfer of Technology, Education, Culture etc.).
- (iv) An optimum mix is to be obtained between government, industry, IGOs, NGOs and university funded chairs.

VIII. MANAGEMENT AND MONITORING OF THE UNESCO CHAIRS SCHEME

It is proposed to create several advisory and monitoring bodies in relation to this scheme:

- (a) ad hoc advisory groups, constituted by the Director-General of UNESCO (or his representative), the Chef Executive of the Institution hosting the chair, representatives of the funding agencies and, whenever necessary, appropriate government or local authority representatives. Their task is to examine proposals for the establishment of chairs and for the appointment of chairholders, and to make recommendations to that effect ;
- (b) An International Committee, entrusted with the task of making periodic reviews of the UNESCO Chairs programme. The Committee will be reduced in number and should not meet too often in working sessions. In order to assist its work on-going reviews of the UNESCO chairs scheme, for various regions, could be entrusted to the Advisory Committees of CEPES and ROSTE for Europe; to the Advisory Committees of CRESALC and ROSTLAC for Latin America and the Caribbean; the Advisory Committee for Higher Education in Africa and the Advisory Board of ROSTA for Africa; and the Advisory Bodies of ROSTSCA and PROAP for Asia and the

Pacific; to UNEDBAS and ROSTAS for the Arab States.

- (c) UNESCO's Intersectoral Committee on Higher Education will coordinate the activity related to the UNESCO Chairs Scheme at the level of the UNESCO Secretariat. The substantive Divisions and Units of the Secretariat will monitor those chairs which fall within their field of competence, according to the provisions made in the Work Plan of the Organization. The Director-General will regularly present progress reports on the UNESCO Chairs Scheme to the Executive Board and to the General Conference of UNESCO.

LIST OF PARTICIPANTS.
OBSERVERS,
UNESCO STAFF

2nd Collective Consultation of NGOs on Higher Education

8-11 April 1991

LIST OF PARTICIPANTS

Association Of African Universities

Professor Donald Ekong
Secretary General
P.O. Box 5744
Accra-North, Ghana

Association of Arab Universities

Professor Mohamed Doghaim
Secretary General
P.O. Box 401
Jubeyha
Amman, Jordan

Association of Commonwealth Universities

Professor Graeme Davies
Vice-Chancellor
University of Liverpool
P.O. Box 147
GB - Liverpool L69 3BX

Ms Gillian Woolven

John Foster House
36 Gordon Square
London WC1H 0PF

Association des universités partiellement ou entièrement de langue française

Monsieur Maurice-Etienne Beutler
192 Bd. St. Germain
75007 Paris

Professeur Françoise Thys-Clément

Recteur
Université Libre de Bruxelles
Avenue F.D. Roosevelt 50
B-1050, Bruxelles

Conférence permanente des recteurs, des président et vice chanceliers des Universités européennes Professor Dr.

Hinrich Seidel
President CRE
Universität Hannover
Welfengarten 1
Postfach 6009
D-3000 Hannover 1

Ms Alison de Puymège
Secrétaire général adjoint
10, Conseil-Général
1211 Genève 4

Fédération international syndicale des enseignants

Docteur Daniel Monteux
Représentant auprès de l'UNESCO
78 rue du Faubourg Saint Denis 75010 Paris

Madame Marie-Claude Charrier
Université Paris XIII
Avenue Jean-Baptiste Clément
93430 Villetaneuse

Fédération internationale des Universités catholiques

Docteur Lucien Michaud
Secrétaire général
51 rue Orfila
75020 Paris

International Association for Educational Assessment

Professor Brian Dockrell
University of Newcastle upon Tyne
School of Education
St. Thomas' Street
Newcastle upon Tyne, NEL 7RU

International Association of Universities

Professor Walter Kamba
President
Vice-Chancellor University of Zimbabwe
P.O. Box MP 167
Mount Pleasant, Harare, Zimbabwe

Docteur Franz Eberhard
Secrétaire général
1, rue Miollis
75015 Paris

Docteur Serge Lapointe
Secrétaire exécutif

Professeur Guy Neave
Directeur de Recherche

International Association of University Professors and Lecturers

Professor Denis Lévy
Président
90 Bvd. Raspail
75006 Paris

Professeur Louis-Philippe Laprêvôte
Secrétaire général
21 Quai Isabey
54000 Nancy

Professeur Jean-Michel Lemoyne de Forges
Université Panthéon-Assas (Paris II)
12, Place du Panthéon
75005 Paris

International Council for Adult Education

Ms Elizabeth Evans
68 Chelmsford Rd
South Woodford
London E18 2PP

International Council for Distance Education

Mr Reidar Roll
Secretary General
Gjerdrums vei 12
N-0486 Oslo 4, Norway

International Council of Scientific Unions

Mme Julia Marton-Lefevre
Executive Secretary
51 Bd. de Montmorency
75016 Paris

International Federation of University Women

Ms Dorothy Davies
Secretary General
37, Quai Wilson
CH-1201 Geneva

Professeur Christiane Winter
3 rue Sainte-Odile
67000 Strasbourg

Mouvement international des étudiants catholiques

Mr Alphonse Gomis
171, rue de Rennes
75006 Paris

Organisation universitaire interaméricaine

Dr Pierre Van Der Donckt
Secrétaire général exécutif
3460, rue de la Pérade, bureau 1.10
Sainte-Foy (Quebec), Canada G1X 3Y5

Programme de recherche et de liaison universitaires pour le développement

Professeur Georges Thill
Directeur de la coordination scientifique
Facultés universitaires
Rue de Bruxelles 61
B-5000 Namur, Belgique

Union of Latin America Universities

Professor Bruno Rodolfo Schlemper Junior
President
Rector, Federal University of Santa Catarina
Campus Universitario - Trindade
Caixa Postal 476
88.049 - Florianapolis
Santa Catarina, Brazil

Union of International Technical Associations

Monsieur Pierre Pécoux
Secrétaire général
1, rue Miollis
75015 Paris

World University Service

Mr Nigel Hartley
Secretary General
5, Chemin des Iris
CH - 1216 Geneva

Befec, Price Waterhouse

Monsieur Jean-Emmanuel Combes
Associé, Directeur des Ressources Humaines
98, rue de Courcelles
75017 Paris

UNESCO

Mr Federico Mayor, Director-General

Mr Eduardo Portella, Deputy-Director-General (Programme)

EDUCATION SECTOR

Mr Colin Power, Assistant Director-General for Education

DIVISION OF HIGHER EDUCATION AND RESEARCH

Mr M.A.R. Dias, Director

Higher Education Section

Mr D. Chitoran, Chief ED/HEP/HE

Ms I. Monal

Ms A. Draxler

Mr D. Beridze

Ms M.L. Rearney

Teacher Education Section

Ms D. Almeida Borges

Ms R. Lakin

Mr A. Bangui

Ms A. Montenegro

Educational Innovation Technologies and Research Section

Mr H. Mantynen

Mr E. Khvilon

Mr P. Gonda

Ms M. Saulière

Ms E. Nthepe

Secretariat

Ms M. Archer, V. Barakat, M. Coursodon, R. Pires, M. Schickler

International Bureau of Education (IBE)

Mr G. Tohmé, Director

International Institute for Educational Planning (IIEP)

Mr J. Hallak, Director

Ms M. Martin

Ms J. Collins

International Literacy Year Secretariat

Ms L. Limage

DIVISION OF EDUCATION FOR THE QUALITY OF LIFE

Or V. Kolybine, Director

Population Education Section

Mr I. Bartolucci

Preventive and Health Education Section

Mr A. Sannikov

Publications and Documentation Unit (ED)

Ms S. Cajarville

SCIENCE SECTOR

Mr J. Kingston, SC/BSC

Mr B. N'Tim, SC/EST

CULTURE SECTOR

Mr C. Nair, CLT/BCR

Mr D. Koundiouba, CLT/CID

COMMUNICATION SECTOR

Mr A. Hancock, Director Communication Division

Mr A. Abid, CII/PGI

BUREAU FOR COORDINATION OF FIELDS UNITS

Mr G. Zouain

LIST OF OBSERVERS

Dr Brigitte Berendt
President
European Association for Research and Development
in Higher Education (EARDHE)
Frei Universität Berlin
Habelschwerdter Allee 34a
1000 Berlin 33

Mme Annie Bireaud
Présidente
ADMES
Université Paris Nord
Avenue J.B. Clément
93430 Villetaneuse

Mme Martine Boiteux
Conseiller technique
Commission nationale française pour l'UNESCO
42 avenue Raymond Poincaré
75116 Paris
Dr Robert Champagne
Conseiller technique principal

RWA/88/016 : Gestion de la Réforme de
l'enseignement supérieur (UNESCO/UNDP)
c/o UNDP
8.P. 445
Kigali, Rwanda

Mme Huguette Delavault
Représentante FIFDU
18 rue Juge
75015 Paris

Professeur Michele Dell'Aquila
Représentante Communauté des
Universités méditerranéennes
29 Via Nicolai
Bari, Italie

Mr Jean Erdtsieck
Assistant Secretary General
International Federation of Free Teachers' Unions (IFFTU)
Nieuwezifds Voorburgwal 120-126
1012 SH Amsterdam

Mme Monique Fouilloux
Assistante IFFTU
c.o FEN
48, rue de la Bruyère
75440 Paris Cedex 09

Professeur Georges Haddad
President
Universite de Paris I
12, Place du Pantheon
75005 Paris

Dr Keith Harry
Director
International Centre for Distance Learning
The Open University, Walton Hall
Milton Keynes, MK7 6AA, U.K.

Dr John Lake
Director
European Environmental Research Organization
P.O. Box 191
6700 AB Waleninen, Netherlands

Professeur Raymond Lallez
AIPU/Université Paris III
1 Boulevard de la République
92430 Marne la Coquette

Mme Denise Mace
Représentante auprès de l'UNESCO
Federation internationale des Femmes
diplômées de l'université (FIFDU)
76 rue de Michel Ange
75016 Paris

Professor Henry Macintosh
International Association for Educational Assessment
Brook Lawn
Middleton Road
Camberley Surrey GU15 3TU, U.K.

Mr Stephen Millis
Assistant Secretary General
International Social Science Council (ISSC)
1 rue Miollis
75015 Paris

Dr Judith Monthie
2 Boulevard Jourdan
75014 Paris

Monsieur Jean-Claude Pauvert
Ancien Directeur a l'UNESCO
Domaine Le Guilwebeau à Margueron
33220 Ste-Foy-La-Grande

Professeur Danièle Pitavy
Professeur a l'université de Besangon
40 rue de la Prefecture
21000 Dijon

Mme Christiane Privat
Fédération internationale des femmes diplômées des universités
37, quai Wilson
1201 Genève

Professeur Marie-Antoinette Rousseau
Universite Paris VIII
2, rue de la Liberté
93526 St Denis Cedex 02

Mr Daniel Samoilovich
Coordinator Project COLOMBUS
c/o CRE
10 Conseil General
CH-1211, Geneva 4

Mr Jean Sirinelli
Président
Commission nationale française auprès de l'UNESCO
46 Avenue Raymond Poincaré
75116 Paris

Mr Noel Terrot
Directeur
Université des Sciences sociales de Grenoble
2 Place de l'Etoile
38000 Grenoble

Professeur Germaine Thomas-David
Université de Lyon I
58 rue Lieutenant Colonel Prévost
69006 Lyon

Mr André Turcotte
Expert en gestion et administration de la recherche
Projet RWA/88/016 : Gestion de la Réforme de
l'enseignement supérieur (UNESCO/UNDP)
c/o UNDP
B.P 445
Kigali, Rwanda

Mr Yves Turquier
Directeur de l'information et de la communication
Université Pierre et Marie Curie (Paris VI)
4 Place Jussieu
75005 Paris

Professor Dr. Hans Van Ginkel
Rector
Rijksuniversiteit te Utrecht
Heidelberglaan 8/Postbus 80125
NL-3508 TC Utrecht

Mr Trond Waage
International Council for Distance Education
Gjerdrums vei 12
Oslo 4, Norway

International organisations

Commission of the European Communities

Dr D. Lenarduzzi,
Task Force "Ressources humaines, éducation,
formation et jeunesse"
200 rue de la Loi
B-1049 Bruxelles

Commonwealth Secretariat

Marlborough House
Pall Mall
London SWAY 5XH

Dr Manmohan Malhoutra
Assistant Secretary General

Dr (Mrs) Jasbir Singh

Council of Europe

55, avenue Kléber
75016 Paris

M. Sjur Bergan
Administrateur
Direction de l'Enseignement, de la Culture
et du Sport

Organization for Economic Co-operation and Development

2, rue André Pascal
75775 Paris Cedex 16

Dr Paul Levasseur
Head, on Institutional Management
in Higher Education Programme

Ms BrittMari Ekholm
IMHE Programme

World Bank

1818 H Street, N.W.
Washington D.C. 20433

Dr William Saint
Higher Education Specialist

Dr Jamil Salmi
Senior Economist

Dr Adrian Verspoor
Chief
Education and Employment Division

Dr Abdel W. Zhiri
Institut de Développement économique de la Banque Mondiale

United Nations Agencies

United Nations University

1 rue Miollis
75015 Paris

Ms Catarina Casullo
Charge de liaison

World Health Organization

Avenue Appia
1211 Geneva 27

Dr Charles Boelen
Médecin chef
Développement par l'éducation des
ressources humaines pour la santé

PARTICIPANTS/OBSERVERS LIST

ADDENDUM

UNESCO STAFF

Dr A. Bibtana
Programme Specialist
UNEDBAS
P.O. Box 2270
Wagi Sagra
Amman, Jordan

Dr. M. Selim
Higher Education Specialist
PROAP
G.P.O. Box 967
Bangkok, 10110, Thailand

OBSERVERS

M. Pierre Alaux
Chercheur
Université de Sorbonne, Paris I

Professor J. Balbir
58 rue Denfert Rochereau
92100 Boulogne sur Seine

Dr. Alphonso Borrero Cabal
Directeur exécutif
Asociacion Colombiana de Universidades
Apartado Aereo N°. 012300
Bogota, D.E., Colombie

Professor Ian McNay
Centre for Higher Education Management at Danbury Park
34 Latimer
Stony Stratford
Milton Keynes 11 1HY
U.K.

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29. The Challenge for the University: providing education and meeting economic requirements. Round Table: Unesco-International Union of Students (IUS), Unesco.
30. Les Responsabilités internationales du professeur d'Université. Table ronde: Unesco-IAUPL, Unesco, 1988.
31. Higher Education: Problems and challenges for what future? Final Report, Unesco-NGO Collective Consultation 1988. (English and French versions), Unesco 1988.
32. Project Copernicus: Co-operation Programme in Europe for Research on Nature and Industry through Co-ordinated University Study. Round Table: Unesco-Standing Conference of Rectors, Presidents and Vice Chancellors of the European Universities (CRE), Unesco 1989.
33. Enseignement supérieur scientifique et technique: Nouvelles technologies de l'information et de la communication. Table ronde: Unesco-Association des Universités partiellement ou entièrement de langue française (AUPELF), Unesco 1989.
34. R. Aspeslagh, .D. Chitoran, A. Nastase, Educational and Research Programmes of Universities and Research institutes in the Europe region devoted to international understanding, co-operation, peace and to respect for Human Rights. Unesco 1989, ED-89/WS/76.
35. L'enseignement supérieur entre démographie et sociologie: diversifications institutionnelles et variations sociales—Polymnia Zagefka.
36. Higher Education Learning Resource Materials, Books and Journals: the Needs of Universities in Developing Countries. Round Table: Unesco-Association of Commonwealth Universities (ACU)